

**PROPOSED ANDHRA PRADESH
DISTRICT PRIMARY EDUCATION PROJECT**

DRAFT AIDE-MEMOIRE

JOINT

**GOVERNMENT OF INDIA /
OVERSEAS DEVELOPMENT ADMINISTRATION**

APPRAISAL MISSION

TO

ANDHRA PRADESH

NIEPA DC



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ABBREVIATIONS

APPEP	Andhra Pradesh Primary Education Programme
BRAC	Bangladesh Rural Advancement Committee
DIET	District Institute for Education and Training
DPO	District Project Office
DPEP	District Primary Education Programme
DRC	District Resource Centre
DWCRA	Development of Women and Children in Rural Areas
ECCE	Early Childhood Centres for Education
GAP	Government of Andhra Pradesh
GOI	Government of India
ICDS	Integrated Child Development Scheme
NCERT	National Council for Educational Research and Training
NIEPA	National Institute of Educational Planning and Administration
MEO	Mandal Education Officer
MRP	Mandal Resource Person
MTA	Mother Teacher Association
PALM	
PRA	Participatory Rural Appraisal
PRED	Panchayat Raj Engineering Department
PTA	Parent Teacher Association
SCERT	State Council for Educational Research and Training
SIET	State Institute for Education Technology
SPO	State Project Office

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TRC	Teacher Resource Centre
TSG	Technical Support Group
VEC	Village Education Committee
VFM	Value For Money

1 INTRODUCTION

- 1.1 The joint GOI/ODA mission to Andhra Pradesh to appraise the DPEP State component and district plans took place between 29th November and December 4th. Terms of Reference for this mission are detailed at Annex A.
- 1.2 Prior to this mission a GOI Planning Mission took place September 10-12th and a Joint GOI/ODA initial analysis of the situation took place between 9th-21st October. At this time log frame workshops were undertaken to assist the state and districts in the planning process and to ensure a mechanism for monitoring and evaluation. Both these earlier missions acted as reference points.
- 1.3 The Joint GOI/ODA Appraisal Team membership for the Appraisal mission to Andhra Pradesh comprised:
- Mr P G Vijaya Sherry Chand, IIM, Ahmedabad, GOI
Ms Helen Cottam, Senior Institutional Development Adviser, ODA
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Ms Judy Walker, Senior Social Development Adviser, ODA
Mr Harsh Vardhan, DPEP TSG, GOI
- 1.4 The Team are indebted to all those who assisted in providing information and making arrangements; for the warmth, openness, receptivity and hospitality they received wherever they went during the appraisal process. Particular thanks are due to Mr Shastri, Dr Subrahmanyam and Mr Sekha and all those people in the State and Districts whose tireless efforts between the initial analysis in October and this formal appraisal, resulted in revised district and state plans and annual work plans being available to the Team on arrival in Delhi which greatly assisted them in their deliberations.

2 EXECUTIVE SUMMARY

- 2.1 The Appraisal Team has been much impressed by the commitment, energy and level of planning activity undertaken in Andhra Pradesh to date. The State and District Plans represent a valuable start to a complex process in which a very challenging first year lies ahead. The first year of DPEP is critical to establishing the foundations for a successful seven year project. The mission has concluded, however, that much work remains to be done before these foundations are in place.
- 2.2 The mission recommends a substantial programme of activities in the first year based around Eight Project Elements. These activities are designed to take forward the key processes, and to begin the interventions that will initiate the transformation of the education system. The recommendation from this mission is that during the first year of the project there should be a major emphasis on planning and preparation in line with DPEP Guidelines. Details of the Team's recommendations follow.
- 2.3 The mission recommends a substantial programme of activities in the first year based around Eight Project Elements as indicated below:

EIGHT ELEMENTS OF PROJECT FOUNDATION:

ONE: PROJECT PLANNING AND MANAGEMENT CAPABILITY

- Establish project management structures ie the State Project Office (SPO) and District Project Office (DPO);
- Clarify relative roles and responsibilities within the management structure (of the Society, SPO, District Committee, DPO, and MEOs etc.)
- Specify SPO and DPO project management team skill requirements;
- Recruit and train SPO and DPO project management staff;
- SPO and DPO to manage the ongoing planning, implementation and monitoring processes of the project, culminating in the production of the year 1 annual report and accounts, and year 2 annual plans.
- SPO and gender team to define an overall strategy for the first three years of the project.

TWO: FINANCIAL PLANNING AND MANAGEMENT

- Strengthen SPO and DPO financial planning capabilities through either training, recruitment and/or short term consultancy inputs;
- Establish a complete picture of the financial provisions for primary education in the five districts (to include a breakdown of Planned and Non Planned financial provision from State Government, and DPEP funds).
- Cost and evaluate alternative educational strategies using a variety of financial planning tools including cost benefit analysis, financial forecasting, financial modelling, performance improvement techniques

and "Value for Money" (VFM) assessments;

- Design and implement the financial management and accounting systems and mechanisms for the project for all institutions, covering such issues as the flow of funds from GOI to the Society through to the setting up of VEC bank accounts;
- SPO and DPO to explore the issues of financial accountability and degrees of financial autonomy for VECs, Teachers and the District administration with the State.

- **THREE: TEACHER TRAINING CAPABILITY**

- Clarify the relative roles and responsibilities of SCERT and the DIETs, and define their relationship to the SPO and DPOs;
- Specify the skills required by these institutions for the management and delivery of quality training and research activities;
- Recruit and train SCERT and DIET staff;
- Identify a wider pool of resource institutions to support staff in implementing particular project activities including:
 - * the development of a strategy and operational plan for teacher training;
 - * the design, piloting, delivery and evaluation of courses identified within the teacher training plan, to include the introduction of the new Class I textbooks in year 1.

- **FOUR: IMPROVING TEACHER/INSTRUCTOR EFFECTIVENESS**

- Clearly articulate the State's long term strategy in relation to the recruitment, training, management, career structures and remuneration of teachers and instructors.

- **FIVE: COMMUNITY MOBILISATION AND VEC FORMATION**

- Build community development capability within SCERT and the DPO;
- Develop a costed community mobilisation strategy;
- Develop a costed VEC mobilisation strategy (which should include clarification of the legal status and roles and responsibilities of VECs in relation to other active village level institutions, and in particular to the Gram Panchayat);
- Manage and monitor the implementation of both strategies (which will include providing support to VECs to set up and run the Rs 2000/School Educational Aids Scheme).

- **SIX: NEW BUILDINGS**

- Clarify the roles, responsibilities and relationships of the institutions involved in the design and construction of new schools, new buildings

and/or additional classrooms (ie the DPO, VECs, Panchayati Raj, Housing Corporation and Nirmithi Kendras);

- Develop year 1 operational plans for a DPO/VEC agreed pilot construction programme;
- Manage and evaluate the pilot construction programme.

- **SEVEN: ACTION RESEARCH**

- Establish the capability of SCERT, SPO and the DPO to plan, manage, monitor and evaluate a series of action studies, to be used to inform the development of future strategies, particularly in relation to NFE.

- **EIGHT: MONITORING, EVALUATION AND IMPACT ASSESSMENT**

- Establish capability within SPO and DPO to implement and manage the MIS systems currently being designed by the DPEP bureau and NIEPA;
- Carry out design exercise for project specific monitoring and impact review systems.
- Train staff to collect, analyze and interpret data;
- Establish a strategy and programme for GOI/ODA monitoring visits;
- Develop in the first year an approach for conducting independent impact assessments and evaluation.

2.4 Other States entering the DPEP programme have found themselves unable to spend more than 2-3% of their budget allocation in the first year. (This may reflect a mid-year starting point). The Team recommends the release of no more than 8% funding in the first year of the programme and makes specific recommendations as to how funding might be disbursed. This is detailed below.

GUIDANCE ON FUNDING 1996/97 STATE COMPONENT PLAN ACTIVITIES

2.5 In order to advise the State in rationalising its expenditure in the first year to more manageable and more realistic levels, the mission recommends that GAP adopts the following guidance on funding of 1996/97 planned activities and limits spending to 8%. [The pro forma used to reach funding level conclusions is attached as Annex K].

- **STATE PROJECT OFFICE**

Proceed with the establishment of the Office as soon as practicable and begin work on Eight Elements.

- **MIS**

This is an important activity which needs to be established at the DPOs and SPO level

- **MAHILA SAMATHA**

Working with this organisation to be encouraged. Since the initiative is an externally funded programme, advice on funding implications required.

- **ENVIRONMENT BUILDING**

Detailed proposals are presented at the district level. The role of the state component to be clarified and defined during Year One.

- **SCERT**

Proceed with the establishment of the Education and Management Department only. Consider integrating other departments proposed within existing ones.

- **SIET**

Year One to be used to undertake a detailed analysis of existing capacity and impact and production of an action plan for the future

- **MLL**

Proceed with the Training element only and clarify policy.

- **SUPPORT TO INSTITUTIONS**

The proposed support to be deferred until future years. Provide further details and an evaluation of programme impact to date

- **NGOS**

The DPEP may learn from the models of alternatives evolved by NGOs. A few of these may be piloted in the first year. The proposed innovations fund may be used to finance alternatives from the second year onwards. A conference to identify alternatives is proposed.

- **TEXTBOOKS**

Proceed with the proposed writers design and preparation workshops. During year one, a study of relative unit costs and production alternatives may be undertaken

- **WORKSHOPS**

A preliminary training symposium to be held to identify a range of appropriate training models and alternatives

- **INNOVATIONS**

The proposals reflect ongoing programmes and hence may be deferred to future years and re examined in year two.

- **TRAINING**

A training symposium is suggested. Develop an appropriate strategy. During the first year, specification of target groups and assessment of training also needs to be developed.

GUIDANCE ON FUNDING 1996/97 DISTRICT ANNUAL PLAN ACTIVITIES

- 2.6 In order to help Districts rationalise their expenditure in the first year to more manageable and more realistic levels (at present district funding proposals indicate around 12-16% planned expenditure), the mission recommends that the Districts adopt the following guidance on funding of 1996/97 planned activities and limits spending to 8%. [The pro forma used to reach funding level conclusions is attached as Annex L].

- **NEW BUILDINGS**

Proceed in the first year with a pilot programme (costing not more than Rs 200 lakhs per District) designed to evaluate the processes of planning, procurement and construction of new schools, new buildings and/or additional classrooms.

- **TEACHER APPOINTMENTS**

All additional teacher appointments under DPEP would be conditional on all vacant posts within the District being filled. Year One recruitment to be limited to the recruitment of new teachers to staff the new schools, new buildings and/or additional classrooms planned for in the pilot construction programme. These teachers to receive two months induction.

- **BACK TO SCHOOL PROGRAMMES**

Proceed on a limited basis only, with a maximum of 20 programmes in Year One. (This scheme will be based on the MV Foundation's interesting work in A. P.). Build in provision to measure impact before considering scaling up.

- **ECCE CENTRES**

Consider implementation only in conjunction with agreements already made with the Woman and Child Department for transferring to primary schools and for increasing hours in areas where VECs have been formulated or where an

NGO can assume the responsibility. Evaluate the impact of this intervention at the end of the first year before introducing on a wider scale.

- **NFE CENTRES**

Defer until a strategy which considers costed alternative NFE models has been formulated and budgeted for by staff in the DPO and DIETs with specific responsibility for this component. The strategy should be informed by action research studies in the first year which evaluate the work currently being undertaken by NGOs in the State in the field of education.

- **CUBS AND BULBULS**

Not to be funded under DPEP in the first year.

- **EDUCATIONAL AIDS GRANTS TO TEACHERS AND SCHOOLS**

Proceed as planned, preferably in villages where VECs have been formulated, and given training and support in the management of materials selection and procurement and in accounting for funds. Guidelines on Rs 500, Rs 2,000 and Rs 5,000 to be produced by DPO within first three months and monitored.

- **STRENGTHENING OF DIETS**

Proceed with the activities identified in relation to building teacher training capability concentrating in year one on building trainer skills, developing a strategy and operational plan for teacher training and designing, piloting, delivering and evaluating the introduction of the Class I textbook.

- **DIVISIONAL RESOURCE CENTRES**

Defer until DIETs have been strengthened (as above) and the DPO has defined a clear role for the DRCs.

- **STRENGTHENING TEACHER RESOURCE CENTRES**

Proceed with funding the institutions created under APPEP to ensure their continued functioning. Duplicating and storage equipment to be introduced only for TRCs where none are currently provided (or are beyond repair). Provisions of TVs, etc, below the level of DIETs is not within DPEP parameters.

- **TEACHER HANDBOOKS**

DPO and SCERT to plan a programme for developing teacher handbooks, defining their purpose and function in the light of new primary methodology and social change, with a view to implementing in Year 3 of the project.

- **ACTION RESEARCH STUDIES**

Proceed as planned, developing studies in the context of a programme designed to inform the strategic planning process.

- **GIRLS TOILETS**

Proceed subject to establishing responsibility to ensure availability, maintenance and cleaning. Construction to be budgeted for within the Rs 200 lakh building fund (see "New Buildings" above). Monitor impact closely before scaling up.

- **MODEL VILLAGES**

A concept whereby identified villages host visits from other villages to demonstrate innovative approaches which overcome constraints affecting enrolment, retention and achievement is to be encouraged. Recommend a small scale experiment in the first year and assess benefits of scaling. (Further recommend this is referred to as "Piloting in Villages" in future.)

- **MATCHING GRANTS TO VECs**

Proceed where VECs have been formulated as a result of a process of community mobilisation.

- **ESTABLISH DPO AND MIS**

Proceed as planned, excepting the funding of civil works for the DPO Office which is not allowed for under DPEP Guidelines.

- **MOBILISATION CAMPAIGNS**

Proceed according to the costed strategies for community mobilisation and VEC formation being prepared by the DPO in year one.

- **WORKSHOPS/SEMINARS**

Proceed as planned.

2.7 The Mission recommends an Annual Planning Exercise and joint GOI/ODA/GAP workshop which will review and where necessary revise strategies, targets, and budgets and define the Annual Workplan for subsequent approval by GOI and ODA. The first such exercise should be conducted in January or February 1996, with a view to having a revised annual work plan, strategies and budgets for the first year available for appraisal by GOI and ODA by 1 March 1996.

- 2.8 The second Annual Planning Exercise should be held in January/February 1997. This would be a much more wide ranging exercise than the first. It would prepare, for the project components, revised strategies and long term budgets on the basis of the further planning work carried out in 1996. The Team suggest that budgets and targets should be projected in detail for the subsequent three years of the project, with the final three years presented in a more summary outline form.
- 2.9 It is proposed that the first Annual Planning exercise should include the following main components:
- a. review and revision of Project Frameworks, with particular attention to setting precise indicators and targets for Purpose, Outputs, and Activities during the first year;
 - b. preparation of revised Annual Workplan for the first year. The process would include a joint GOI/ODA/GAP planning facilitation workshop;
 - c. assignment of responsibilities for coordinating the production of strategy papers for the January 1997 planning exercise;
 - d. setting arrangements for project monitoring in the first year, including visits by GOI and ODA.
- 2.10 The Team propose that the second Annual Planning Exercise should follow a similar format and also include the following main components:
- a. production of costed strategy papers to form the main basis for revising the District and State Plans;
 - b. revisions of Project Frameworks;
 - c. preparation of Annual Workplan for the second year. The process would include a joint GOI/ODA/GAP planning facilitation workshop;
- 2.11 A provisional list of costed strategy papers, based on the recommendations in this Aide Memoire is as follows:
- Gender strategy (SPO and DPOs)
 - Teacher training Strategy and operational plan (SCERT and DIETs)
 - Strategy for improving teacher effectiveness (State Education Department)
 - Educational strategies for increasing access, enrolment, retention and learning achievements (SPO, SCERT and DPOs)

- New Buildings Strategy and Operational Plan (DPOs, VECs Panchayat Raj, Housing Corporation)
- Action studies strategy and programme (SPO and DPO)
- Strategies for ensuring project aims (enrolment, retention and achievement) amongst special needs groups: ie handicapped, SC, ST, urban economically active children
- Community mobilisation and VEC formation
- Areas of NGO involvement
- NFE and other innovations
- Strategy and programme for GOI/ODA monitoring visits (SPO and DPOs)
- Monitoring and Impact Assessment Strategy (SPO, SCERT)
- Other items to be added as necessary during 1996

- 2.12 The Annual Planning Exercise will require careful preparation. The detailed material in this Aide Memoire will serve as guidance for January/February 1996. The Team propose that a monitoring mission in June 1996 should begin planning for the January 1997 exercise by reviewing work to date and where necessary commissioning work that would feed into the workshop. ODA is willing to use its own TC budget to finance inputs to help facilitate the work.
- 2.13 If DPEP is to be successful in Andhra Pradesh a means must be found to involve the Teachers Unions in the planning process.
- 2.14 It is recommended that GAP ensure operational guidelines for VECs are prepared by the DPO within three months of project start up.
- 2.15 With regard to Alternative Schooling, including NFE, there should be only pilot implementation during the first year. Rather, major attention should be given to the development of varied future strategies for alternative schooling. Funding should be held for future implementation on substantial scale. Presently, the plans contain insufficient detail concerning how NFE/alternative schooling will be strengthened qualitatively. This, too, needs to be addressed. Fresh ideas could be injected by holding a state level workshop on successes elsewhere.
- 2.16 Consideration should be given to the significant role NGOs could play in delivering a variety of alternative schooling/NFE approaches in accordance with DPEP Guidelines.

- 2.17 It is recommended that some twenty to thirty percent of the total project budget should be left unallocated, to allow flexibility, among other things, for opportunities for communities to determine priorities towards the end of the project as decentralization takes hold, as well as the subsequent scaling up of innovations which prove particularly successful.
- 2.18 There is evident commitment to working to achieve more in the area of gender sensitization, but current provision for this kind of training will need to be scaled up and training modules for various situations developed. It is recommended that a workshop be held to explore the capacity of existing institutions working in Andhra Pradesh, including the Mahila Samatha, to develop strategies for the greater of women and girls in DPEP.
- 2.19 Planning teams would benefit from exposure to examples of interesting and promising innovative practice in other parts of Andhra Pradesh and elsewhere. Arrangements should be made to provide for such study tours and awareness raising. The DPEP Technical Support Group is in a position to provide suggestions as to what may be worth examining.

THEME AREAS

3 PLANNING, MANAGEMENT AND EVALUATION

- 3.1 The institutional framework for implementing DPEP is outlined in the DPEP guidelines, and describes a lot of "what" needs to be done. The challenge for the State and the Districts is now to operationalise the programme in order to achieve the desired transformational change within the primary education system that is envisaged. This entails working out the "how", and carefully managing its implementation.
- 3.2 It will be particularly important in the first year to focus on planning, on developing project management capacity, and on strengthening the capacity of the various delivery and support institutions to implement the project. In terms of institutional development, the main aspects which the State and Districts should give further consideration to are:
- * strategic planning;
 - * annual planning;
 - * financial planning;
 - * roles, responsibilities and relationships;
 - * skills development;
 - * monitoring, evaluation and impact assessment.

Strategic Planning

- 3.3 During the preparation of the District Plans, considerable effort has been made to try to decentralise planning by actively engaging village communities in the planning process through the running of village awareness campaigns and the conducting of door to door surveys. Resultant Village and Mandal plans have usefully informed the District Plans. There does however, appear to be a tension between the State and District planning processes, with common components within the District plans indicating that in some areas, the State is perhaps somewhat more prescriptive than may be necessary.
- 3.4 Within the plans there were common areas of shortfall, and it was felt that both the State and the Districts Plans might benefit from the inclusion of specialist inputs from a wider group of technical and functional specialists, for example from the Tribal Welfare Department, Social Welfare Department, Department for the Handicapped, community development advisers, training specialists, NFE practitioners, teacher Federations and Associations, financial planning experts etc. SCERT indicated their plans to contract specialists from both

within and outside of Andhra Pradesh to provide such inputs. This is much to be applauded. Other institutions will need to consider making similar provisions.

- 3.5 Making the transition from planning to implementation will itself require careful preparation. It will be important that when new State and District Project Offices are established, the wealth of knowledge and experience that has been developed by the State and District Planning Teams is not lost to the project. This will require the handover and project start up periods to be carefully managed. Roles and responsibilities of planning teams and project offices in relation to the ongoing planning process will need to be clarified.
- 3.6 Within the State and District plans, it is not always evident how the proposed strategies relate to the statistical analysis of, for example, access, enrolment, retention and learning achievement levels. In some Districts further work is required to disaggregate the base line data so that mandal based targets of differential enrolment, reduction in dropout, and increase in achievement rates for boys and girls of general, SC, ST and minority language groups can be defined. This would provide the basis for setting mandal based annual targets for each year of the project in quantitative terms against which progress could be measured during the seven years of the project towards the overall goal of the project. In this way it should be possible to identify the competing priorities between the Mandals. Once these are established, strategies for achieving these targets can be formulated and tested. The proposed programme of action research studies suggested in the plans will usefully inform the strategic planning process.
- 3.7 Where there are competing demands for resources the DPO will need to develop transparent criteria for determining priorities as well as numbers as a basis for future planning.

Annual Planning

- 3.8 The experience of other DPEP States has been that Districts have been unable to spend more than 2%-3% of their budget allocation in the first year. The current District Plans anticipate expenditure levels in Year One to between 12% (Karimnagar) and 16% (Warangal).
- 3.9 It will therefore be important for the Districts to rationalise their expenditure in the first year to more manageable and more realistic levels. Guidance on how Districts might rationalise their expenditure in the first year has been set out above. The mission recommends that Districts recast their annual plans, within an upper budgetary limit of 8 per cent.
- 3.10 In redrafting the annual plans, further consideration will need to be given to the sequencing and scheduling of year one activities. These should be contingent on current institutional capacity to implement what is a very complex programme. It is recommended that some activities are necessarily deferred

to future years

- 3.11 An sample timeframe of activities is suggested in Section 8. It includes those activities which the Appraisal Team consider are essential in providing the project with a solid foundation upon which the future and long term success of the project can be built.

Financial Planning and Management

- 3.12 Attainment of the DPEP objectives requires a combination of programmes financed by the State Government, by DPEP, and by others. The Plans give a good indication of what is proposed for DPEP but the support from the State and other sources is unclear. Key questions include: what financial provision will the State Government make each year from Plan and Non Plan sources in each of the five Districts? What will that provide in terms of numbers of teachers, other recurrent items and investment in new facilities? How does that compare with the current level of provision? The Team understands that there are gaps in parts of the existing budget provision, for example vacant posts: when will provision be made for these to be filled?
- 3.13 There is a need for some financial projections for the State Budget so that the level of support from that source can be quantified. DPEP is intended to provide additional resources but it is not yet clear to the Appraisal Team to what they are an addition. Projections and forecasts are needed to show current and planned expenditure on elementary education from the State Plan and Non Plan Budgets and from other sources if any.
- 3.14 The State Government has agreed to prepare data on a baseline for projections together with a set of planning assumptions for the future. A suggested format for providing the information for 94/95 and 95/96 is detailed at Annex J.
- 3.15 Financial systems will need to be put in place early in 1996 as part of the project setting up process. There is in addition a need to create capacity and put in place arrangements for financial planning. This will include the periodic review and updating of the budgeting and forecasting work mentioned in paras 1-2 above, including the comparison of actual expenditure against the planned budget. There is in addition a need to create capacity for financial analysis of alternative project interventions as an important part of efforts to improve the cost effectiveness of the education system and as a means of making the DPEP finance make the greatest impact on educational objectives.

Roles Responsibilities and Relationships

- 3.16 DPEP is an institutionally complex project which involves a large number of separate organisations. In the early stages of the project it will be important for the roles and responsibilities of the involved delivery and support institutions to be clarified, negotiated and agreed. In particular the clear

working relationships between the SPO and DPO; SPO, SCERT, SIET, and Textbook Press; DPO and District Collector; DPO and DIETs; DPO, MEOs, and VECs; and the DPO, Panchayati Raj, Housing Corporation, Nirmithi Kendras and VECs will need to be established.

- 3.17 It is recommended that the SPO and DPOs convene a series of workshops for various stakeholder groups, in order to develop an understanding and gain agreement to their respective roles.
- 3.18 Further consideration will need to be given to the modality of the various proposed committees and their relationship to their respective executive bodies.
- 3.19 Roles and responsibilities of VECs will need to be clarified in the context of the prevailing legislative framework. In the context of decentralisation, and the 73rd and 74th Constitutional Amendments, consideration will also need to be given to the future involvement of local bodies, namely the Zilla Parishads, and the Gram Panchayats.
- 3.20 The project will be implemented largely through existing government structures, but be managed through a State Registered Society operating outside of government. In these circumstances it is recommended that the relationships between these institutions are managed through formal contracts, or Memoranda of Understanding (MOU), in order to ensure accountability within the system.
- 3.21 Contractual arrangements for engaging individual specialists, and Non Government Organisations in the project will also need to be developed.

Skills Development

- 3.22 For all aspects of the project it will be important to establish an ongoing program of skills development and training. In particular, in the initial stages of the project this will mean investing time and resources in developing the capabilities and skills of the State and District Project Offices and of DIET staff.
- 3.23 Skills in some of the following areas might usefully be developed within the State and Project Offices:
 - * project management, including operational and financial management, information management and MIS, and contracting for and managing action research activities;
 - * monitoring, evaluation and impact assessment;
 - * strategic educational planning;
 - * financial planning;

- * community development;
- * training coordination; and
- * contracting and managing action research studies.

3.24 Similarly, DIETs will need to focus on in the first year on strengthening their skills in the development of a training strategy, course design, materials preparation, drafting of tutor guides, and training trainers in relation to their identified first year teacher training courses.

Monitoring, Evaluation and Impact Assessment

3.25 In order to be successful, the DPEP project in Andhra Pradesh needs an information system covering three main areas:

- a) the overall performance of the education system;
- b) the efficient supply of project inputs;
- c) the efficiency, effectiveness and impact of DPEP project interventions.

3.26 The proposals in the State Plan address part of (a) and (b) and propose the acquisition of furniture and computer equipment. The Team recommends a full design exercise should be conducted during 1996 to take these proposals forward.

3.27 The central evaluation system being designed by the DPEP Bureau will address part of (a) and (b) above. It will collect and analyze data on enrolment, schools, the number of teachers, teaching aids and pupil failure rates. After an initial survey, headteachers will be responsible for updating the information annually. Education inspectors will verify the data and there are plans for verification by outside agencies. The arrangements for achieving data reliability, including training and supervision of data collectors and rigorous verification by outside professional agencies are, in the team's view, of great importance and firm arrangements for doing this work need to be built into the system from the outset.

3.28 Project managers should make use of the central data set, but they will in addition need information covering (b) and (c) above. The Districts and State need to develop a range of indicators, some of which are outlined in the Districts' project frameworks, and design the means by which they can be collected. The system would monitor the supply of inputs and show the outcomes of project interventions. For example work on the teacher training programme might address questions such as: the number of teachers trained and type of training; what effect the training programme is having on teacher performance and methods used in the classroom; what effect this is having on the pupils (eg do they notice the difference and what is the children's and

parent's response?); what effect this is having on pupil achievement?

- 3.29 There is a need for an initial design exercise to cover the following:
- (i) who needs information and for what purpose: the exercise needs to consider the full range of users from the Secretary to head teachers. Important users will include: managers in the SPO and DPOs; managers in the wider education system at State and District levels; Village Education Committees
 - (ii) what range of methodologies to use; this is likely to include surveys, case studies, and possibly other methods such as focus groups; there will be a need to consider both quantified and qualitative indicators;
 - (iii) an assessment of existing information systems and methods, the scope for their improvement and identification of any needs for new systems and methods;
 - (iv) specification of tasks and their assignment to existing and any proposed new agencies and units; these tasks should cover the arrangements for collecting, analysing and presenting data; the training and development of staff; and the provision of technical advice and support in all these areas.
- 3.30 In respect of the above (i) will place central emphasis on the information needs of those responsible for project implementation. The needs of other stakeholders will also be addressed, including the GOI and ODA.
- 3.31 ODA emphasises the need for a system that provides reliable and accurate information on project inputs, outputs and impact. Owing to the significant size of this project in the ODA programme and possible support to similar investments in the future, the information should be of a standard adequate to satisfy international peer group scrutiny.
- 3.32 Monitoring and evaluation work in the Districts will need outside support. There are plans to establish a monitoring cell and to provide support from an evaluation unit based at SCERT but the arrangements for doing so are not yet far advanced. Developing a strong unit, with the necessary technical skills, within the State is a high priority. Staff from the APPEP Evaluation Cell already have skills and could be transferred into the new unit.
- 3.33 Current data seem to contain many inaccuracies. Enrolment registers frequently include names of children who have dropped out or have gone to another village. The uncritical use of registers and teachers' returns is likely to result in major inaccuracies. Reliable measures of implementation, particularly those relating to teaching methods, are complex. Individual measures are often subject to exaggeration, error and partial validity. The measurement of classroom practice (the key point of education service

delivery) can involve several dimensions of teacher activity and several dimensions of pupil activity each recorded at frequent intervals. There is then a need to analyze and condense this material and present it in a form comprehensible to managers. The design of attainment tests is another complex area. Tests that work in one environment (eg semi urban schools) may not work in others (for example if the pupils all score zero). The educational performance of children is closely related to economic trends, and these need to be taken into account in assessing project impact.

Management Principles

- 3.34 It is essential that evaluators work within an institutional structure that allows them to report objectively. Evaluation is a complex set of activities that requires a blend of skills not normally possessed by generalist administrators. Particular attention is needed to defining the boundaries between in house functions and those best contracted out.
- 3.35 The Team feel that the project will need access to strong technical advice and support from outside. In their view this is best provided from appropriate technical, management institutions and universities. Arrangements will need to be made to take this forward in 1996.

4 IMPROVING LEARNING ACHIEVEMENT

- 4.1 DPEP guidelines propose that one of the principal project objectives is to secure an increase of 25% in children's learning achievement. This is a substantial increase over a seven year period, particularly as this is to be accompanied by the attempt to raise participation rates considerably. In itself the influx of large number of first generation learners will tend, other things being equal, to depress average levels of achievement so that the overall increase in system efficiency will have to be somewhat higher than implied by the DPEP objectives.
- 4.2 The magnitude of the proposed change requires the adoption of strategies that will directly impact upon children's learning. Five principal criteria are advanced for judging the degree to which the State and District Plans have adopted appropriate strategies :-
- (i) The process of building qualitative improvement must be initiated from the inception of the project as the impact of qualitative change is slow to bear fruit and is incremental in its effect. Moreover, the process of discovering the most effective approaches is bound to be experimental in nature as there are relatively few guidelines to direct the endeavour. Time must be allowed for the gradual accumulation of skills and for the effect of innovations to be measured and scaled up.

- (ii) Adequate provision should be allowed in the budget for inputs directed to qualitative change. Measures that merely extend the scope of the existing system, such as enhancing physical infrastructure or the number of teachers will not of themselves raise current levels of achievement.
- (iii) A holistic approach to classroom practice is essential. Improvements to pedagogy alone will produce learning gains, but more powerful effects are to be expected if pedagogic change is reinforced and linked to provision of improved materials and textbooks. To conceive of these inputs in isolation will reduce their collective input. Evaluation of the impact of revised Class I textbooks demonstrates that both the new textbook and the new pedagogy raises learning, but the greatest effect is when they are both present and used in conjunction.
- (iv) By the third year of the project, the children whose achievement will be measured at project completion will already be in school. It is therefore essential to evolve a quality improvement strategy that emphasises provision for Class I from the outset in the expectation that children entering school in the third year of the project will be exposed to classes which offer them a chance to acquire the basic skills as rapidly as possible. One of the fundamental causes of low achievement (and probably drop out) in the present system is that many children do not acquire a sufficiently firm grasp of the foundations of learning in the first two classes and therefore cannot employ these skills when exposed to a more advanced curriculum in subsequent classes.
- (v) The equity thrust of DPEP should be reflected as much in the process of qualitative improvement, as in other project components. Indeed, if equity concerns are not evident in this process, the impact of careful planning for social mobilization, access and the development of school - community relations will be largely negated. There are at least three dimensions to the concern for equity in the quality improvement process. Firstly, as described above, emphasis on the early years must be evident as these are the parts of the school when the social composition is most inclusive. Secondly, adequate provision must be made to improve the quality of multigrade teaching as it is in the smaller, more remote schools that learning problems are most profound. Thirdly, the contextual emphasis of DPEP recognises that children come to school from very different environments and cultures, and that the most marginalised groups are usually at a greater cultural distance from the school. A conscious effort must therefore be made to provide children from disadvantaged backgrounds (first generation learners, tribal and minority children) with inputs that make the school a less alien place, as well as measures designed to incorporate them in the mainstream. Contextual inputs will therefore again be of particular importance for the first two classes (they need also to be considered for older children).

- 4.3 The measures proposed by the plans should be appraised in the light of the foregoing criteria.

Plan Strategies

- 4.4 The principal strategies proposed for securing quality improvement are as follows :-

State Level

Strengthening of SCERT

Training of teachers (at apex); activity based learning, use of OBB materials MLLs, classroom based assessment, multigrade teaching.

Provision of improved textbooks; strengthening textbook press.

Strengthening of SIET.

Training of administration and educational manager.

District Level

Strengthening of DIETs.

Creation of Divisional Resource centres.

Continuation of cascade.

Provision of materials to schools as teacher centres as per DPEP norms.

Use of AV materials in classrooms and teacher centres.

strengthening supervision.
Creation of ECCEs.

- 4.5 As a package, the measures proposed address many of the most central factors which influence children's learning. They recognise the importance of the interplay between teachers and materials in the classroom, and the necessity to develop an appropriate institutional framework to support the activities of the school. All the inputs proposed are valid. The comments that follow may appear critical in places, but must be seen as an effort to develop and extend the very appropriate framework of ideas that is expressed within the plans.

Strengthening of SCERT

- 4.6 The SCERT will play a major role in the implementation of DPEP and it is therefore crucial that it is fully resourced both in terms of numbers of staff and the range of skills that they are able to offer the programme. At present, there are 31 professional posts vacant, and it is therefore essential that they are filled without delay. If this is not the case, Director SCERT will find it very difficult to manage his initial inputs into the project.
- 4.7 There is recognition with Andhra Pradesh that SCERT does not currently possess the full range of knowledge and skills required to play its role. The proposal to recruit ten consultants to supplement the resources of current staff

is, in principle, excellent. It is suggested that SCERT consider selecting some expertise from outside the specialized area of education to bring a broader range of perspectives and to generate fresh paradigms for analysing the delivery of education.

- 4.8 The training role of SCERT in relation to the DIETs is not precisely delineated. At district level there are very significant proposals for training, in fields such as the use of MLLs in the classroom and classroom based evaluation, which are technical in nature, but to which no specific reference is made in the State Plan. It is not entirely clear therefore which elements of the training programme will be designed and delivered by SCERT, and which will be the responsibility of the DIETs. Roles need to be clearly articulated prior to undertaking training needs analysis at both levels.
- 4.9 The Plans outline a number of worthwhile suggestions that will require considerable technical expertise to operationalise effectively, amongst the most important of which are :-
- * the use of MLL competency based approaches in the classroom. While the definition of MLLs is now proceeding and will be guided by the NCERT formulation, their application to the design of textbooks, classroom assessment systems, lessons, and the evaluation of system performance will be no easy matter.
 - * Classroom based assessment. This is critical to raising achievement, but is a difficult set of concepts and practices which is much broader than the paper and pencil tests currently in use.
- 4.10 Additional technical areas are identified below. The SCERT should undertake a detailed analysis of the knowledge and skills that it will require to play its defined role in the DPEP and on the basis of that analysis frame a strategy for enhancing its corporate capability.

DIETs

- 4.11 While some DIETs are functioning well, all have vacancies which should be filled as a matter of urgency. The Team recommends a training needs analysis for DIETs, taking into consideration the role that will be given to SCERT.

Textbooks

- 4.12 Improving textbooks is one of the most cost-effective means of boosting pupil achievement and enhancing the internal efficiency of the educational system. It is unlikely that DPEP goals can be achieved without a substantial upgrading of current provision. This is acknowledged in the State Plan which sets out a strategy for introducing new books in Classes I to V.
- 4.13 Consideration needs to be given to the following:

- * Textbooks based on an understanding of the developmental stages of learning, that ensure new learning is rooted in prior knowledge.
- * The needs of the able learner, the fast learner and the child who can only attend school occasionally should be considered (and linked to assessment systems).
- * Teacher guidance to include help for teachers in the use of active learning in the classroom, enabling them through simple assessment exercises to recognise competencies when they occur.
- * Guidance should maximise support for multigrade teaching.
- * Independent learning
- * Cultural diversity and gender

4.14 It is proposed in the State Plan that the textbooks be written by a team of experts supplemented by classroom teachers. The revised Class I book was written by a group of teacher authors who have now acquired experience and sound writing skills, and whose services could be utilised in improving quality.

Strengthening The Textbook Press

4.15 The State Plan has identified the production of a new generation of textbooks requires sound institutional arrangements to produce books to an appropriate standard on schedule. At present the STP is responsible for producing 14.4 million of the annual requirement of 60 million books.

4.16 Some clarification of the following issues is required:

- * Does the proposal fall within DPEP guidelines?
- * How do the real costs (including all overheads) of producing a given textbook at the State Textbook Press compare with private sector supplier?
- * What is the State policy for determining which texts should be printed by the STP and which should be allocated to the private sector?
- * If the proposal could fall in whole or in part within DPEP guidelines, the first step might be to contract a consultant to analyse the cost structure of the STP. In itself this would be a useful contribution and would inform the options that could be subsequently considered.

Teacher Training

4.17 The proportion of the total budget devoted to teacher training is extremely low

and must be substantially increased, if any substantial improvement to achievement is to be secured. It is recommended that there should a minimum of one course of five days per annum for teachers/instructors and the budget adjusted accordingly.

- 4.18 The provision of additional buildings and teachers, which currently consumes more than half the projected budget will, in the view of the team, make very little difference to enrolment, retention, and enhancing achievement on their own. Much needs to be done to maximise existing provision and capacity.
- 4.19 In analysing teacher training needs, it will be necessary to define:
- * Allocation of responsibility for designing the teacher training modules and for producing the course materials.
 - * Ensuring each course is clearly focused on a few significant topics.
 - * Provision of adequate time to allowed teachers (and teacher trainers) to learn by doing.
 - * Decision-making processes on how courses are to be trialled.
 - * Ensuring that capabilities are built in the DIET.
 - * Prioritisation of training needs and sequencing of courses.
 - * Ensuring roles and responsibilities for those concerned with the implementation of training cascades are closely defined.

MLLs

- 4.20 Training in the concept and practice of MLLs is essential and the Plans include this proposal in the training programme. It is recommended that this should be a practical course. It should be linked to the production of MLL based textbooks which could be used as source material on the course.
- 4.21 MLLs are a complex and new set of theories for which optimum classroom practice will only emerge over time. It would probably be worth considering running a refresher course two or three years after the initial course which would draw together best practice to date, including the use of MLL oriented textbooks to be produced at State Level throughout the duration of the project. The refresher course would also draw upon the experience of using activity based MLL packs to be produced by the DIET.
- 4.22 Similar comments to the above also apply to the proposal to train teachers in classroom based assessment. The introduction of such techniques is important and requires evaluation. Paper and pencil tests comprise an element of assessment, but by no means the only one. A strong teacher

assessing students' progress every day through sensitive questioning with an emphasis on open ended questions.

- 4.23 The idea of introducing progress cards is an interesting one and is an important potential means of strengthening school community relations. It is suggested that they be kept simple and deal with critical learning issues. A complex system would be unworkable and a heavy burden on teachers. Training for teachers in the use of such cards, could include a community orientation element.
- 4.24 Improving the quality of multigrade teaching is critical. Emphasis on the creation and management of situations in which the children can learn independently is recommended. Multigrade classes present particular problems for the management of classroom space. Children need to work independently and access materials easily.
- 4.25 The training programme should be linked to other project components to achieve a harmonious synergy of practice in the classroom and to ensure that inputs are mutually reinforcing. Two additional courses may be considered in this respect: one on the effective use of materials, and the second on the supply of a new generation of textbooks.
- 4.26 The training programme currently lacks proposals that develop skills that are directly related to the acquisition by the child of basic concepts, skills and understanding. Two ideas are proposed :-
- * The teaching of reading: Considerable progress has been made in developing teaching aids to build letter and word recognition. However, further work needs to be developed in relation to fluency and comprehension.
 - * The presentation of basic mathematical concepts: Teachers have a clear understanding of what concepts they find difficult to teach and therefore a set of key ideas will be relatively easy to define.

The Provision of Materials

- 4.27 The Plan contains interesting proposals that require further elaboration. Two important elements are missing; the production of reading materials and attention to the particular needs of significant minorities, SCs and STs.
- 4.28 Reading material is the prime means by which children acquire fluency in reading. At present there is no specific provision for locally produced readers in the plan. It is suggested that this should be re-visited for two reasons: firstly, because reading materials are particularly useful for multigrade teaching; secondly, readers are particularly appropriate for diversified groups. There are talented individuals in Andhra Pradesh who could be commissioned to explore local minority songs and stories and write them up in a simple, but lively manner.

Use of Audio-Visual Aids

- 4.29 There is a great deal of interest in developing the use of AV material for educational purposes in Andhra Pradesh. Members of the Team visited SIET and were impressed by the output and quality of programmes produced there. It is recommended that an independent study be undertaken by the State to evaluate usage and impact of programmes to date and that some funding be provided, in light of the evaluation findings, to support the use of AV, particularly in the training of primary teachers. DIETs should be the focus of dissemination of programmes, as DPEP does not allow for the provision of television sets below this level. Visiting Teams observed first hand the practical difficulties village schools face where TVs have been provided previously in accessing and utilizing them. There is more potential within DPEP for development and use of audio cassette material.

Teachers Handbooks

- 4.30 While the production of teachers handbooks appears to be a sound idea in principle, it is not entirely clear what the purpose of the handbooks will be. Therefore, it is recommended that further consideration be given to their use in relation to the changing methodology in the classroom and the decentralization of authority to village level. This suggests the need for particular social orientation advice to be included.
- 4.31 Suggested areas of investigation for inclusion in any handbook produced in later stages of the project might include: the importance of reading to children; shared reading; early writing for communication; and activities to consolidate learning.

Supervision

- 4.32 In the Team's view, the strategy presented for using secondary school teachers as supervisors is not entirely convincing and it is recommended that this be reconsidered. While secondary teachers may have the necessary status and school experience, they have not been exposed to the new primary methodology.
- 4.33 Alternative strategies need to be considered. It is recommended that, as a pilot (in year 2 or 3) a system of peer group inspection be tried using selected MRPs to act as peripatetic advisers to all schools in a Teacher Centre cluster. Training would have to be provided including the development of capacities to analyse classroom situations and provide supportive advice. This needs to be included in the budget.

Early Childhood Education

- 4.34 The plan stresses the importance of pre-school education as a means of making children ready for school. This is critical provision about which comment is made under the Social Transformations heading below.
- 4.35 ICDS should also be able also to assist with the content of play kits and materials, the content of training courses and activities that could be followed. It will be important to train ECCE assistants before a centre is established and ensure that play kits/materials are in place. The relationship of the ECCE and VEC needs to be considered. Pre-school offers an opportunity to establish an enduring habit in parents of relating to the school on a regular basis. The team endorses the decision that pre-school timings should coincide with those of the primary school in order to help girl children of primary age to be released from sibling care.

5 SOCIAL TRANSFORMATIONS

- 5.1 The phrase "social transformations" is used to describe the processes and targets set for the District Primary Education Project in terms of the intended social changes which arise from improved and increased attendance and achievement in education. The section concentrates on areas of shortcoming in the State and District plans which need to be addressed now to lay the foundations of a successful project outcome.

Establishing Targets for DPEP Children

- 5.2 The DPEP objectives of enrolment, retention and achievement address particularly the need to reduce gaps between social categories and between boys and girls in each category. This requires that the State plan and individual District plans set out their targets for End of Project (EOP) achievements as well as year by year progress towards there achievements.
- 5.3 It is essential that intended targets are set immediately. Failure to do so would result in an inability to choose whether strategies for closing the gap are sufficiently effective and cost effective to bring the desired results and would mean that the project is monitored ineffectively. Targets should show the situation now and the desired EOP situation, clearly demonstrating differences between boys and girls in the following categories : SC; ST; BC; OC; minority language groups (eg Kannada, Urdu, etc); handicapped in the areas of enrolment, retention and achievement. **It is recommended that targets are set for each Mandal, District and the State by January 1996.**
- 5.4 To ensure that necessary outcomes are indeed achieved, it is critical to identify the set of strategies which will be used to respond to the particular needs of each specific social category of boys and girls. This would involve defining the sum of interventions required ie infrastructure development, additional

teachers, NFE, ECCE etc and ensuring that the "package" can deliver the desired outcomes for specified groups. The exact "package" for each village should be defined by the parents (and potential parents) and possibly the children themselves.

- 5.5 Where a lack of certainty or knowledge exists about the interventions (or "package") required by specific groups, thought and preparation should be put into strategic papers and into action research to fill the knowledge gap. This certainly applies to economically active children, handicapped children and to ST boys and girls at present. Existing approaches will have very limited impacts on these groups. **It is recommended that the project concentrates on producing a series of strategic papers which define the requirements and approaches to specific groups and uses the facility of Action Research to test out new approaches. Strategic Papers should initially cover the first 2 - 3 years of the project.** High on the priority list should be strategic papers for SC children with special attention to girls, children economically active in different forms of agriculture, very poor children in urban areas including notified and un-notified slums; children with special physical and mental handicaps. In all case the development of strategic approaches should include ways of working with these children and their parents to devise localised participation in planning and implementing the intervention. NGOs and private/academic institutions could be involved in this exercise.
- 5.6 Once targets are set, strategic papers written and local participation secured, each intervention should devise means to measure impact. Systems of monitoring and evaluation are developed more fully in Section 3 above, but are included here to mention the requirement for participative monitoring by village institutions, parents and teachers.

Community Mobilization and VECs

- 5.7 The DPEP Guidelines, the State vision of the project and the structures of the project, emphasize strongly the central and critical role to be played by village institutions. In each District, an initial period of intense village visits has resulted in alerting many village people to the imminent implementation of DPEP. District plans contain encouraging lists of pledges of land, labour and for improving educational infrastructure. In some villages, VECs have already been formed.
- 5.8 Experience elsewhere suggests that the processes of stakeholder participation, village mobilisation and VEC formation are different each from the other. It would be a mistake to assume that VEC formation is automatically going to provide the level of support teachers and schools require from the community or will activate parents of unschooled children to send them to school.
- 5.9 Experience also indicates that active community participation can take time to mobilise and is an undertaking best left to skilled facilitators. Time and effort invested in this has also produced the most sustainable and effective method

of achieving desired project outputs. Enrolment, retention and achievement level increases cannot be attained without the active participation of parents and children and the support of teachers or workers. The development of village institutions which support and encourage are therefore a prerequisite.

- 5.10 **It is recommended that village mobilisation - concentrating particularly on teacher, parent and potential parent participation are included in the DPEP programme from the outset of the project in AP.** Plans for this would need to be developed through a strategic planning exercise which should be undertaken immediately the project commences. Inputs from the SCERT and the appointment of a specialist in the DPO team with responsibility for identifying a community mobilisation strategy would be necessary. **It is recommended that a budget line should be available from the outset of the project for community mobilisation exercises and for awareness campaigns.**
- 5.11 The formation of VECs should "grow" out of community mobilisation. The mission is not, however, recommending an approach which prescribes a sequence of community mobilisation followed by VEC formation. However, care must be taken to ensure the Committee membership accurately reflects the group of people whose participation is required by the project, ie parents and potential parents and children particularly of socially marginalised groups. Attention should be given to opting existing village institutions into the process where interests coincide. There are, for example, strong reasons to coopt active Podupulaxmi groups into supporting community mobilisation for education of children. One measure of the "maturity" of VECs is likely to be the number of active women on the VEC. When women join committees, it is an indicator that the Committee serves a valuable function. Prescriptive approaches to VEC composition are therefore not recommended.
- 5.12 It is important for participating villages / hamlets / slum areas to identify a VEC who can represent their interests. This will lead to a series of informal activities where participants are enthusiastic. The VEC has a variety of roles ascribed to it for this project (see the following Table). Some roles require complex planning or implementation and some require that the VEC is a recognised entity capable of accounting for expenditure. At present in Andhra Pradesh, there is no active legal framework in which VECs can exist. **It is recommended that steps are taken, by the State Project Office, immediately to ensure that operational guidelines (for community mobilisation, VEC formation and responsibilities, planning and financial accounting) are available to the VECs within 3 months of the project start up. The guidelines should be revised after one year and later if necessary.**
- 5.13 The State Project Office is also required to take responsibility for ensuring that suitably skilled people are recruited for the SCERT and DPO and, ensuring that an adequate strategy and budget is prepared for community and VEC mobilisation within three months of project commencement.

The assumed roles of the VECs includes :

Role	Parent & Child	NFE	ECCE	Prim. School	Teachers
Planning land/ Buildings		*	*	*	
Construction		*	*	*	
Maintenance		*	*	*	
Selection of Personnel		*	*	*	?
Payment of personnel		*	*	*	?
Management of Personnel		*	*	*	?
Support to personnel / programme		*	*	*	*
Mobilization & Support	*	*	*	*	*
School Times & Calendar	*			*	*
Model Village	*	*	*	*	*
Cubs & Bulbuls	*				*
Grant planning & Accountability				*	
Rice Distribution	*			*	
Monitoring Impacts	*	*	*	*	*

- 5.14 To ensure that village institutions can begin activities which are designed to increasingly test their capability to provide support, it is recommended that the grant of Rs 2000 is made available to village communities with active VECs. Additionally, the matching grant of Rs 5000 should also be made available to VECs in 50 locations in year one, where an equivalent sum has been raised

within the village and where there are plans for expenditure which are judged to assist enrolment, retention and achievement of children. All planning and implementation would be carried out by the VEC in conjunction with the teachers and either an NGO or the DPO. If requested by the SPO, consideration would be given to a costed strategy which would increase the number of matching grants from year two onwards.

- 5.15 If the concept of "model village" as proposed in the plan had meant that villages would receive disproportionate amounts of money or other resources from the project and special attention from the District Collector or other officials, this would not have been appropriate in the Team's opinion. However, a community mobilisation strategy, as is apparently envisaged, which includes selected villages hosting visits from other villages to demonstrate innovative approaches which overcome constraints to enrolment, retention or achievement would be an innovation that the Team would wish to encourage.
- 5.16 **A comprehensive system of monitoring the success of community mobilisation and VEC formation is recommended.** This should include examining the impact that village institutions can have on the enrolment, retention and achievement rates, examining the "dynamic" and quality of VECs, and ensuring that VECs and communities themselves receive the information they require for design, planning and implementation.

Involvement of NGOs and Private Sector Organisations :

- 5.17 Private sector and non-governmental organisations can be used to complement the resources of the project if managed effectively. Three contributions from this source are particularly important :
- * contributions to planning and monitoring strategies eg Action Research;
 - * agencies sub-contracted to supplement project skill and human resources eg Community Mobilisation;
 - * a source of new ideas and innovations of content and approaches eg Action Research or discrete experimental projects;
- 5.18 Some examples of the potential contributions of NGOs to the first year programme are identified in Annex M. **It is recommended that a skilled specialist is appointed to each DPO and the SPO to produce a strategy describing modalities of NGO involvement, sources of NGO involvement and a specific plan for involvement. This should be completed within three months of project commencement. Additionally, it is recommended that a budget line is established from project outset against which NGOs /**

private organisations can submit applications on a competitive basis for funding for new or innovative approaches.

Increasing Women's Representation at Planning and Implementation Levels

- 5.19 The planning and implementation in DPEP is multilevel and multidimensional and involves teachers, VECs, mandals, DPOs, DIETs, DRCs, the SCERT, SPO, SIET and the Text Book Boards. The proposed constitution of many of the institutions do indicate the presence of the representative of a woman's group or someone to represent their interests, and an explicit provision should also be made for such representation in the Karyavargam. While appreciating that it may not always be possible to achieve gender balance in these institutions in the short term, the State should define a personnel strategy with reference to increasing women's involvement. The extent to which a more equitable balance between men and women could be achieved over the life of the project is one parameter by which to judge its success. At VEC level increased representation of women in the body, above the prescribed number of women, could be an indicator of success whereas drop outs would mean the reverse.
- 5.20 At the planning and decision making levels, in addition to the enhanced participation of women as suggested above, both at the District and State level, gender focus teams should be constituted. These would be responsible not only for defining and reviewing how gender issues are mainstreamed into the various components of the programme (such as the text book production, the role of the proposed Department of Girls Education) but also to ensure that specific proposals and strategies are defined to address the issue of girls' education and to meet the gap in literacy levels that exist between the girl and boy child. It is suggested that apart from representation from the State/District level offices, the composition of these teams could also include non-governmental men and women who are known for their work in this area.
- 5.21 In terms of recruitment strategies the Team observed that apart from Nellore district the overall ratio of female to male teachers was quite imbalanced in favour of men. Therefore, the personnel strategy suggested above should address not only the issue of recruitment, but also of deployment.

Gender Sensitisation

- 5.22 Although the State plan has indicated the importance of gender sensitisation at all levels (administrators, teachers and elected representatives) as an essential component of a gender sensitive approach, the current provisions that have been made for this kind of training will not only need to be modified but also substantially scaled up, and training modules for various levels defined. There are certain cross cutting issues, and it may be possible and even desirable that courses which have separately defined for women, ST and SC could be combined. Various institutions involved in developing training

modules/ teaching / learning materials - such as the staff of the Text Book Board and the SCERT should also be included.

- 5.23 The appraisal mission was not able to identify specific resources to develop and impart this kind of training. One possible starting point could be to link up with the A.P. Mahila Samatha organisation not only to network for community mobilisation as proposed, but also to extend their role to bring into the project the capacities required for developing a set of master trainers at the state level, or to involve NGOs in the entire process of training. In the latter case one of the criterion that could be used if sub contracting to such organisations would be to look at the female representation on their staff. The process of identification of both would need to commence immediately.

6 CIVIL WORKS

- 6.1 The Civil Works component of the State Plan outlines a strategy for the building of new schools, additional school buildings on existing sites, and additional classrooms in locations that have been prioritised according to needs established by the project parameters. Toilets for girls are also proposed. All these facilities will be built by a process that directly involves the community in their construction.
- 6.2 The Plan describes the involvement of the State Housing Corporation in this process, making good use of their experience of building works involving the communities in the State, and the use of their Nirmithi Kendras (Building Centres) for training local artisans and decision-makers in ranges of Low Cost Alternative Technologies. This was felt to be constructive and useful. However, the full sequence of roles and responsibilities was initially addressed only partially in the State Plan, and this was reflected in each of the District Plans on a uniform basis. Further information was requested by the Mission Team to clarify the following:
- a. A process for design and construction methodology and decision-making that involves the communities together with responsible authorities.
 - b. A process for the implementation of the construction with responsible supervision arrangements.
 - c. A process for the management of funds and audit of the construction.

- d. A process for on-going and sustainable maintenance of the school buildings.

- 6.3 A draft Construction Manual had been drawn up and a copy made available to the visiting team. This went a long way to addressing these points, but still fell short of a full description of the processes, roles and responsibilities for Civil Works. Through a series of discussions with the GAP representatives, these aspects were found to have been considered. An understanding of the strategy had been agreed, but was not recorded in the State component plan. Discussions which took place during the mission clarified the situation. In addition, a revised Construction Manual was made available to the Team on 29/11/95. The Team now feel there is a clear description of the full process for Civil Works.
- 6.4 The concept of involving the State Housing Corporation certainly has merit for aspects of community participation, but it is not a complete methodology for the design, management and implementation of the construction process. Building houses with individual beneficiaries is very different from building a school with community participation.
- 6.5 There is considerable experience already gained in Low Cost Alternative Technologies and community participation within the Department of Education which was not mentioned in the DPEP Plans. The current Department of Education APPEP Bridging Phase Project that is investigating these factors is producing interesting results from the construction of some 160 prototype school buildings using a variety of construction techniques on a comparative basis, with a high degree of analysis and presentation using models and precise information on production. Agencies such as Laurie Baker's Costford NGO, and Mr P. K. Das have produced some very attractive and certainly low cost school buildings in conjunction with the PRD engineers who have undergone training as part of this process of introducing such technologies to the Department of Education.
- 6.6 The present stage reached on these prototype schools has led the Appraisal Team to believe that there are some nation-leading examples of Low Cost Alternative Technologies processes for primary schools already in Andhra Pradesh. The PRED are to be congratulated for their foresight in re-training their engineers in these technologies so that they will be in a position to guide the training of artisans in the communities for the Districts' school building programmes.
- 6.7 The Team feels it is important for the Housing Corporation to join the DPEP school building process, and become involved in this exercise to see how school buildings can be constructed with these technologies. They can add their own expertise and construct further prototypes to compare feasibility, costs and time taken in construction on real school sites. Further development work is envisaged for the design of Divisional Resource Centres to make use of the Alternative Technologies.

- 6.8 The results of the overall Department of Education / PRD Low Cost Alternative Technologies for Primary Schools exercise will be disseminated in a workshop to be held in January 1996. The findings, explanations, and guidance will be invaluable to the DPEP Civil Works teams at State and District Project Office levels and all other participants.. Training is the essential component and the use of the Nirmithi Kendras will be a useful way of bringing the technologies to the people at Village level - VECs and village artisans. Further research and training in the development of Low Cost Alternative Technologies may also be needed at State level.
- 6.9 School buildings are essentially public buildings and as such require a much higher degree of supervision in their construction to ensure quality and safety standards. The previous APPEP school model may have been an inflexible design, but it has been constructed by a tested process of supervision using the experienced PRED engineers. Such standards will need to be maintained in DPEP.
- 6.10 The toilet facilities proposed for girls at primary schools are to be constructed at the rate of 100 per year in each District across the entire seven year life of the project. The visiting Team feel that this is a useful opportunity to investigate the impact of such facilities in some detail and the Districts should view the project provision as a budget for investigating the practical and social issues that will emerge in the process of making the facility available. The first year should therefore be regarded as a pilot project with an analysis of the impact of the facility. Subsequent annual plans should then reflect the findings of the pilot.
- 6.11 At State level it is proposed to build the State Project Office at the SCERT compound. This needs to follow the DPEP guidelines carefully. There appears to be an opportunity to make use of a characterful old building on the compound. Care is needed in the re-use of this building. The Team is uncertain whether provision for the construction of District Project Offices falls within DPEP parameters.

7 ALTERNATIVE APPROACHES/SCHOOLING

- 7.1 "Strengthening the alternatives to schooling, particularly the non-formal education system" (DPEP Guidelines) is identified nationally as one of the key strategies to underpin the success of DPEP. Indeed, DPEP Guidelines are very clear in the direction they give on alternative approaches/schooling, including NFE. They stress, for example, that DPEP should "strive for the development of an effective NFE system which can meet the diverse

educational needs of children whom the school, in spite of all the measures designed to improve its effectiveness, would not reach"; moreover, they encourage "extension coverage of viable and scalable NFE models and instructional material" (DPEP Guidelines, Paragraphs 17; 17(iii)).

- 7.2 In addition to concern about the level of provision, what is presently proposed by way of NFE/alternative schooling is, in the Team's view, insufficiently varied: both in its envisaged coverage and in its approach. DPEP is conceived to allow for contextual solutions to prevailing local circumstances and variety from District to District and mandal to mandal is to be encouraged.
- 7.3 Particular heed should be taken of DPEP Guidelines cited above and a range of alternative approaches to normal formal schooling tried. It is understood that the present NFE model has not been without its problems and has met with only limited success: partly explaining the reluctance to make major project commitments to the sector. More constructively, however, this is all the more reason to try a set of different approaches. Perhaps most fundamentally, non-formal education need not be limited only to the 9-14 years age group. Furthermore, NFE should not be thought of as comprising only the one government model. It is likely that NGOs could play a very significant role as implementing partners under government supervision. There is a range of known good NGO practice in NFE, that the project could learn from and draw on.
- 7.4 It is recommended that plans to introduce alternative schooling should be deferred until the second year of the project. However, during the first year of implementation, major attention should be given to the development of a future strategy for alternative schooling. This process should involve consideration of costed alternative NFE models and also be informed by action research and study visits which evaluate the work currently being undertaken by NGOs and other agencies in the State and elsewhere in this field of education. It is anticipated that staff in the DPO, the SCERT and the DIETs with specific responsibility for Alternative Schooling/NFE will take a lead in this work.
- 7.5 Above all, the expected outcome is that provision for Alternative Approaches/NFE will become a very substantial part of the implementation programme, from Year Two onwards and that this will be reflected in budgetary provision that is far greater than that originally proposed. Some Rs 600 lakhs per District would be the kind of commitment over the seven year period that is likely to be appropriate if enrolment targets are to be met and key intended beneficiaries are to be impacted. As a further guide, it is recommended that it should be an express aim to provide the opportunity for NGOs to eventually take on the implementation of a suggested minimum of 20 per cent of this activity - with a corresponding proportion of financial resourcing.
- 7.6 A mechanism for ensuring NGO participation and for enhancing capacity is not specified, but needs to be found. The opportunity provided to take on such

work should be open and fair so that all credible non-governmental and voluntary organisations that wish to can be considered.

- 7.7 The range of approaches that are explored should be supported by provision for rigorous evaluation which keeps track of their relative performance and cost-effectiveness from the outset. At the mid-project period, lessons learned must then be used to inform any subsequent scaling up or rationalization processes.
- 7.8 It is felt that part of the reason for lack of emphasis on NFE/alternative schooling, in plans in their present form, can also be attributed to the composition of District and State component planning teams: the respective areas of expertise and experience of its individual members; and to some extent the agendas and interests of the institutions and departments from which they are drawn. In some cases, there has been no NFE or NGO representation in project planning teams. This imbalance needs to be redressed.
- 7.9 The same concern about balanced representation applies also to strategies for tribal education and for gender. In certain districts, female representation and tribal education expertise in the planning teams has been completely lacking. What is an area of further concern, is that there is presently no clear strategy in the plans that would help to lead to an improvement in the situation. Lessons learned from the experience of other DPEP implementing states also confirm how elusive this can be. The Appraisal Team is of the view, therefore, that, based on such experience, one further safeguard that should be built into the project concerns the staffing profile of the District Project Offices. A full-time post with specific responsibility for Women in Development is already proposed and this is welcomed. Additionally, it is recommended that there should be a full-time post for NFE/Alternative Schooling/Innovations and a full-time post with exclusive responsibility for focus on disadvantaged groups including tribals, the handicapped, and economically active children. Furthermore, concerning overall gender balance, every effort should be made to fill these posts with women professionals, provided they are of suitable calibre. This may involve giving special encouragement to women to apply for these positions.
- 7.10 Presently, the plans are insufficiently strong on detail concerning how it is envisaged NFE/alternative schooling will be enhanced qualitatively. In particular, there is the need to identify, adapt and developing learning materials, especially to increase its interest and relevance for girls, scheduled tribes and other disadvantaged groups, and to incorporate Minimum Levels of Learning; the need to define and implement relevant training for teachers/instructors in consequence; and the possible need to strengthen management support, including programme supervision.
- 7.11 Concerning the component of the project categorized as "Innovations", again the Team would like to stress contextuality and the opportunity DPEP provides

to find individual solutions to locally specific educational issues and constraints. It is, therefore, perhaps in the area of innovation, above all others, that it would be reasonable to expect to find the greatest variation in District plans. This is currently not the case.

- 7.12 Innovations proposed in the district plans, described in any detail and budgeted for, are common to all districts and have been incorporated under the guidance or the instruction of the State. It is recommended that the State now encourage some of the potentially approaches that are being considered in the Districts.
- 7.13 It is also an expectation of DPEP that while innovations will only be modest in their scale in the first instance, those that prove particularly successful, as determined by rigorous evaluation, should then be scaled up substantially. Presently, in the AP DPEP proposal, the whole of the envisaged Rs 42.5 crore budget has been apportioned. This leaves no flexibility. It is recommended that, as a guideline, some 30 per cent of the DPEP budget for Andhra Pradesh should be left unallocated in order that those project components, including innovations, that prove most successful in helping to reach project targets, can be scaled up accordingly: somewhere near the mid-way stage of the project.
- 7.14 As has been intimated above, there would appear to be a strong case for District planning/project teams to be exposed to good practice within Andhra Pradesh and elsewhere, especially as relating to innovative practice. A strategy should be developed to enable this within the first year of project implementation. This recommendation is made with particular regard to non-formal and alternative schooling approaches (eg the "Mai badi" initiative in Vizakhapatnam, for tribals; and the BRAC model), but has relevance for the Civil works component and the selection of resource materials for DIETS and Teachers Resource Centres (concerning which the TSG is well placed to advise).
- 7.15 Flexible Timing arrangements, which are mentioned in all plans could, it is agreed, have enormous potential for improving enrolment and retention, if they were introduced. It is, however, perhaps again worth drawing on the comparative perspective and noting that similar intentions were articulated in the plans of other DPEP implementing states, but have not come to fruition. It may, therefore, be desirable to reflect further on the risks and inertia associated with trying to introduce flexible timing arrangements in government schools (eg possible fear of alienation of teacher organisations). The question may therefore be asked: What else could be built into the plans and the project that could ameliorate such constraints and really make this an achievable strategy?
- 7.16 Awareness and mobilization campaigns are proposed to play a key part in launching the project and encouraging communities to send and retain their children in school. Possibilities do exist for planning such campaigns in a way that will be conducive to monitoring their impact and cost-effectiveness. All

districts should be encouraged to do this. Stress should be placed on the value of trying different approaches in separate mandals in order that differences in impact and unit costs can be compared subsequently. Unit costs could be measured based on the following principle:

Cost of campaign ÷ increase in enrolment **over and above** any increases in enrolment in comparable mandals where no awareness campaigns were conducted

7.17 It would thus be possible to determine the value of repeating some or all of these activities in subsequent years of the programme.

8 RECOMMENDED SEQUENCING OF PROJECT ACTIVITIES AND RELATED PROCESSES

The following timeframe provides a suggested structure and details some of the key processes and planning activities necessary to ensure success of the DPEP Programme in Andhra Pradesh.

PROJECT MANAGEMENT AND PLANNING CAPABILITY

1996

1997

J.F.M	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr +
<p>Establish State Project Office (SPO)</p> <ul style="list-style-type: none"> Finalise SPO roles Define skills required Recruit SPO team Train SPO team Establish office 													
	<p>District Committee</p> <ul style="list-style-type: none"> Approve annual plan 			<p>District Committee</p> <ul style="list-style-type: none"> Monitor quarter reports 			<p>District Committee</p> <ul style="list-style-type: none"> Monitor quarter reports 			<p>District Committee</p> <ul style="list-style-type: none"> Initiate annual report Initiate next annual planning cycle 			<p>District Committee</p> <ul style="list-style-type: none"> Agree annual report Approve next annual plan & budget
<p>Establish District Project Office (DPO)</p> <ul style="list-style-type: none"> Recruit head of DPO Finalise DPO roles Define skills required (to include in year 1 community mobilisation, gender and special groups, monitoring & evaluation specialists and an officer to manage NFE/Alternative Schooling, NGOs and pilot projects) Recruit DPO team Train DPO team Establish office Establish guidelines for: <ul style="list-style-type: none"> VECs and corpus fund management Educational Aids fund management Develop prioritisation criteria 													
				<p>DPO</p> <ul style="list-style-type: none"> Collate quarter reports Convene DC meeting 			<p>DPO</p> <ul style="list-style-type: none"> Collate quarter reports Convene DC meeting 			<p>DPO</p> <ul style="list-style-type: none"> Prepare 1996/1997 annual report Mobilise wider stakeholder groups to discuss key themes Consult with wider stakeholder group to consider 1997/1998 annual plan and budget Prepare annual report and budget documents 			

FINANCIAL PLANNING AND MANAGEMENT

1996

1997

J.F.M	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr +
<p>Education and Finance Departments</p> <ul style="list-style-type: none"> • Prepare analysis of total provision for elementary education in AP, showing sources of finance and main expenditure trends • Prepare analysis as above for each District • Summarise main planning assumptions for each expenditure and revenue head 													
<p>SPO and DPO</p> <ul style="list-style-type: none"> • Strengthen financial planning and management capabilities through recruitment/training/consultancy 							<p>SPO</p> <ul style="list-style-type: none"> • Prepare analysis of actual expenditure FY 95/96 for State and DPEP Districts 				<p>SPO</p> <ul style="list-style-type: none"> • Review State and District expenditure for FY 95/96 and prepare estimate for FY 96/97 • Summarise any changes to main planning assumptions • Compare performance with plan prepared one year earlier 		
<p>SPO and DPO</p> <ul style="list-style-type: none"> • Develop and implement systems for financial management accounting, flow of funds and forecasting • Establish arrangements for financial accountability and degrees of financial autonomy for VECs, teachers, District Administrations, where necessary clarifying the legal basis for arrangements made 		<p>SPO and DPO</p> <ul style="list-style-type: none"> • Ongoing management and monitoring of financial expenditure • Arrange audit arrangements 											

COMMUNITY MOBILISATION AND VEC FORMATION

1996

1997

J,F,M	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr +
SCERT • Appoint Community Development Staff													
	DPO • Identify community mobilisation strategy • Identify VEC mobilisation strategy • Identify new and existing sources of community development & consult • Cost strategy • Design monitoring system												
	DPO • Design and implement awareness campaign for community development and VEC mobilisation												
			DPO • Train Mobilisers										
				DPO • PRA/PALM exercise • Group organisation • Existing group involvement (eg Podupulaxmi) • Village meetings • etc.				DPO • Monitoring and impact workshops Mandal/District • Reassess strategy			DPO • Plan community mobilisation for 1997/98 • Conduct workshops • Prepare paper		
						VEC • Identification of VEC members • Plan to implement Corpus Fund scheme • Collection of savings/ donations by VECs • VEC/teachers to plan Rs 2000/school funds and/or Rs 500 per teacher		DPO • Distribute Corpus Funds to VECs • Distribute Rs 2000 to schools • Distribute Rs 500 to teachers	VEC • VEC self evaluation exercise and village meetings • VEC election and constitution • VEC training • Preparation of VEC plans for 97/98				
									DPO • Continue to implement mobilisation strategy				

NEW BUILDINGS

1996										1997			
J.F.M	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr +
DPO • Prepare strategy paper for school construction detailing roles and responsibilities for Panchayati Raj/Housing Corporation/Nirmithi Kendra • Coordinate with State workshop on LCAT		Building Agency • LCAT school building prototypes started by Nirmithi Kendras	Building Agency and VEC • Develops viewing and explanation packs • Conducts VEC visits to prototype sites • Make procurement choices and prepare plans				Building Agency and VECs • Start site construction where plans agreed		Building Agency and VECs • Refine plans for remaining sites (latest start date in this building season)				
			Nirmithi Kendras • Prototype construction proceeds										
						Formation of VECs							
						VECs • VECs visit prototype sites and make building choices • VECs and villages commence phased new school building programme							

Comments

In order for these new schools to operate, the State will need to develop its strategy in relation to the recruitment, training and remuneration of teachers. The recruitment and training of teachers to staff these new primary schools will need to coincide with the completion of the new school buildings.

ACTION RESEARCH													
1996										1997			
J.F.M	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr +
SCERT • Key trainers in post and operational													
	DPO • Set timetables and TOR for 6 Action studies												
	DPO & SCERT • Identify research capabilities within the district, state and SCERT • Establish procedures for contracting out research and for managing contracts												
	DPO/Contracted Research Agency • Implement research studies • Conduct analysis • Organise workshops to discuss and disseminate findings												
												DPO • Prepare research plan for 1997/98	
Comments													
<small>^ Action Studies: (a) causes of low enrolment and retention (girls & boys); (b) causes of high drop out Class I and II (g&b); (c) causes of low achievement in maths and language (g&b); (d) causes of low retention and enrolment in SC/ST (g&b); (e) survey and strategy for identifying special needs education for physically/mentally handicapped children; (f) survey and strategy for identifying special needs provision for economically productive boys and girls (includes coverage of NFE).</small>													

MONITORING, EVALUATION AND IMPACT ASSESSMENT													
1996										1997			
J,F,M	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr +
DPEP BUREAU AND NIEPA • DPEP monitoring systems finalised • CASE finalised	SPO • State level plan for implementing MIS completed	SPO • Conduct district level workshops and training for MIS implementation		DPO • Prepare district level plan for collecting info	DPO • Test info collecting systems • Modify systems as necessary	DPO • Issue guidelines and proforma for MIS info collection • Conduct follow up training for Mandal officers and DIET staff			DPO/SPO • Organise Mandal/ District workshop on MIS assessment		DPO • Plan and budget for 1997/98 MIS developments		
SPO, SCERT • Commission technical Cooperation to design project monitoring and impact review systems			SPO, SCERT • Implement proposals in Design Study					DPO • Review impact assessment and evaluation process and findings			DPO • Prepare 1997/98 impact assessment strategy		
	DPO • Establish strategy and programme for GOI/ ODA monitoring visits • Conduct qualitative assessments to inform supervision missions (to review process elements and relationships between key institutions) • Prepare for supervision mission		DPEP • Supervision mission		DPO • Prepare for supervision mission	DPEP • Supervision mission		DPO • Prepare for supervision mission	DPEP • Supervision mission		DPO • Prepare for supervision mission	DPEP • GOI/ODA supervision mission	

ANNEXES

Annex A: Mission Terms of Reference

JOINT GOI/ODA APPRAISAL TO ANDHRA PRADESH

20 NOVEMBER - 4 DECEMBER 1995

TERMS OF REFERENCE

A joint ODA/GOI team will:

- A. visit Andhra Pradesh to:
1. Conduct an appraisal, against agreed criteria, of:
 - (i) project plan documents for the five proposed DPEP districts, namely Karimnagar, Kurnool, Nellore, Warangal and Vizianagram
 - (ii) the state component plan document
 2. Travel to the districts of Kurnool, Nellore and Vizianagram as part of the appraisal process, to meet with District officials, members of the community and visit envisaged supporting institutions
 3. Provide necessary and appropriate feedback to District and State authorities on the appraisal findings and, in the light of these findings, agree a timetable for whatever further actions are required (if any), prior to proposed project implementation, and subject to approval of GOI and ODA
- B. Hold meetings in Delhi with GOI and the DPEP Bureau for purposes of:
1. initial briefing
 2. reporting back on appraisal findings
 3. agreeing further actions, and a timetable for them, as appropriate
- C. Report back to ODA and UK Government Treasury Department on Appraisal findings

Annex B: Mission Programme and Process

The appraisal process itself was divided into distinct phases:

1. The preparation stage
 2. Appraisal of the plans against the agreed appraisal criteria
 3. Detailed response to the individual plans
 4. Conclusions/recommendations for the planning process timing and sequencing and scheduling
 5. Provision of Feedback and production of the Aide Memoire
1. The mission started with two days of meetings and familiarisation in Delhi, which included a briefing with the Education Joint Secretary Dr Ayyar. At this meeting Dr Ayyar gave the following guidance:

The Appraisal mission should be thorough and the team should provide unequivocal advice about what they considered to be the strengths and weaknesses in what they saw, what they found acceptable and what they could not agree. It was important to indicate clear and practical advice as to how things should be done. The team needed to ensure that what was being planned fell within DPEP parameters. There was a need to consider the implications for state finances of the recurrent and long term consequences of the DPEP programme . GOI is moving towards an increase to 6% of the percentage of GDP spent on primary education. This commitment needs to be reflected in State budgets. There was a need to examine the way in which the good characteristics of APPEP were built in to DPEP. He advised the team to pay particular attention to institutional roles and responsibilities and the linkage between them and to consider institutional current capacity and potential for development and to question the setting up of new institutions on the basis that DPEP was an additional programme and should build on what already exists.

Further briefing and clarification took place through discussions with the DPEP Bureau and members of the Technical Support Bureau in Delhi, through discussions with the State in Andhra Pradesh and through visits to state institutions and to three of the districts, Nellore, Kurnool and Vizianagaram (the other two districts Karimnagar and Warangal having been visited during the earlier mission). The programme for the Appraisal mission is detailed below..

2. Members of the Appraisal mission concentrated on their own professional areas of expertise and five theme areas were identified for particular study.

District visits

1. NELLORE Ms Melanie Curtis
Dr David Smawfield
Ms Indira Swaminathan
Mr Harsh Vardhan

Depart Hyderabad by train 22nd November at 1700 hours
Arrive Nellore at 3 00 hours , 23rd November.
Depart Nellore on 24th November by train at 21 30 hrs
Arrive Hyderabad 25th November at 7.00 hours

2. KURNOOL Ms Helen Cottam
Dr Tony Davison
Ms Sarojini Thakur
Ms Judy Walker

23rd November Depart Hyderabad by car at 6.30hrs
Arrive Kurnool at 10.00 hrs

24th November Depart Kurnool at 5.00 hrs
Arrive Hyderabad at 8.30 hrs

3. VIZIANAGRAM Prof P G Vijaya Sherry Chand
Mr Michael Mutter
Ms Barbara Payne
Dr Achuta Rao

23rd November Depart Hyderabad flight at 7 40 hrs
Arrive Visakhapatnam at 8 40 hrs and proceed to
Vizianagaram by car (one hour)

25th November depart Visakhapatnam at 9 15 hrs
arrive Hyderabad at 10 15 hrs

Saturday 25th November

2.30 pm Full team meeting to discuss visits and prepare to give
feedback to Districts

Sunday 26th November

Drafting Aide-Memoire (District Feedback)

Monday 27th November

Feedback to District Planning Teams on District plans including, if and
where appropriate, workshop sessions on issues arising from plans

Tuesday 28th November

Feedback to District Planning Teams on District plans including, if and where appropriate, workshop sessions on issues arising from plans

Wednesday 29th November

Feedback to District Planning Teams and State Component Plan Team on plans including, if and where appropriate, workshop sessions on issues arising from plans

Wrap-up meeting with State authorities

Fly to Delhi: Flight IC840: depart Hyderabad 19.30; arrive Delhi 21.30

Thursday 30th November

Preparation of Aide-Memoire

Friday 1st December

8.00 am Joint ODA/GOI Team meeting to read and agree draft

Submission of Aide-Memoire to GOI [2.00 pm deadline: 30 copies]

pm Informal Feedback meeting with GOI

Monday 4th December

Wrap-Up Meeting with GOI

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Annex C: Response to Karimnagar District Plan

1 INTRODUCTION

- 1.1 The Mission did not visit Karimnagar district on this occasion, but relied upon data from previous GOI/ODA visits, the last of which took place from 9-21 October 1995, examination of the plan and feedback with representatives of the District during the course of the present mission.
- 1.2 The Karimnagar team are to be congratulated on producing an eminently clear and well presented plan which had been further improved since the visit of the last GOI/ODA visit. While in need of some amendment, the logframe is generally well structured and should provide a sound basis for monitoring progress.
- 1.3 The mission team was concerned throughout to assess how far the District Plan was likely to achieve DPEP objectives and purpose level indicators. In so doing, it paid particular attention to those activities which were most likely to contribute to realising those objectives and also to the management processes that underpin effective project implementation.
- 1.4 This document is concerned with specific comments in the context of Karimnagar. Wider issues concerning all the Project Districts are discussed in the main report.

2 INSTITUTIONAL DEVELOPMENT, PLANNING AND MANAGEMENT

Strategic Planning

- 2.1 A careful analysis of the training needs of DPO staff should be conducted in the light of the activities proposed for at least the first year of the project. Plans must be made for training in DPEP procedures including financial and project information systems, and procurement procedures.
- 2.2 The gross enrolment ratio is 73.5%. According to the 1986 All India education survey, the percentage of children in school who were over or under age was 22%, giving a NER of 57.33%. The plan envisages increasing the NER to 80%. If population increase is taken into account (assumption; 2.1%compound) this would result in an age specific enrolment of 438000 children as compared with the present figure of 277000 using the same assumption of over and under age children as above. Strategies should reflect this projection.
- 2.3 For planning purposes it will be important to translate the basic assumptions at district level regarding enrolment and retention into mandal level targets. This will give mandal personnel their own overall targets and encourage a sense of ownership in the project process.

- 2.4 The data supplied in the Plan is impressive in its coverage and the clear manner in which existing disparities are identified. Girls and ST children show lower enrolment and retention rates, while urban children show significantly lower achievement scores. While a number of relevant strategies are proposed for enhancing girls' participation rates, there is rather less consideration of the particular needs and problems of tribal children and no analysis of the means by which the achievement levels of urban children may be addressed. During the first year of implementation attention should be given to devising strategies tailored to the needs of these groups.
- 2.5 The need for flexibility is underscored by the team's conviction that the present pattern of expenditure is unlikely to deliver DPEP objectives. Only 5.58% of total expenditure is devoted specifically to quality improvement and a mere 0.003% to social mobilisation - the key strategies for delivering enhanced enrolment and achievement. While it is true that inputs in these fields are relatively inexpensive, it is felt that considerably more resources could be devoted to training, school materials and mobilisation.

3 IMPROVING LEARNING ACHIEVEMENT

- 3.1 The plan contains a clear programme of teacher training which partly stems from APPEP and partly reflects national initiatives such as OBB and MLLs. The proposals are all sensible but could benefit from extension and refinement.
- 3.2 It is important to focus courses on a few clearly defined objectives cast in terms of the knowledge, skills and attitudes to be acquired. The courses as presented in the plan tend to cover too many topics at once. Given that changes in behaviour and practice are most effectively learned by doing, time must be allowed for a high proportion of participants to practice the desired skills or management methods on the course itself. For example, if new approaches to the management of multigrade classes are to be introduced, course tutors should demonstrate good practice with children drawn from different classes, and course participants be given opportunities to exercise the same skills with the same mixed group of children. The need for trainees to learn by doing will inevitably restrict the ground that can be covered on any one course.
- 3.3 Teachers need far more and varied training than is currently in the plans. A minimum of one course each year is required, which will enable trainers to consolidate what has been learned in previous years, receive immediate feedback from teachers about the effectiveness of the previous course, and allow a wider range of topics to be introduced over the course of the project.
- 3.4 The process by which materials are to be purchased for schools and teacher centres will have to be specified. The procedures specified will have to demonstrate how quality control and value for money are to be secured and show how financial control is to be exercised.

4 CIVIL WORKS

Siting

- 4.1 The Karimnagar plan contains a very clear statement as to where new schools are to be located which, moreover, is linked closely to the criteria specified in the plan. This constitutes an exceptionally well executed piece of planning for which the team are to be congratulated.
- 4.2 Seventy-six of the proposed new buildings in school less habitations are exactly 1 kilometre from the nearest school. While this is consistent with GOI guidelines, it would be better in planning terms to defer construction of these buildings to allow a degree of flexibility in planning the total physical works programme. Judging from the evidence of a field visit to a school-less village, not all these structures may be necessary. In the village visited, the vast proportion of the children in the school less village were already attending the nearest school which, moreover, had the capacity to take them. It is therefore suggested that an investigation be carried out to determine the proportion of children in the 76 habitations identified that lie 1 kilometre from the nearest school who are already in attendance. No work should commence in these buildings before the survey results are to hand.

5 SOCIAL TRANSFORMATIONS

Gender and other special focus groups

Targets and Strategies

- 5.1 The mission would like to place on record an appreciation of the great effort that has gone into preparation of the Karimnagar plan document which has incorporated a vast amount of gender disaggregated data in terms of differential literacy, and has also subdivided mandals into various combinations of high/low retention, access and enrolment. In order to plan and monitor the impact of the project in specific terms this exercise would necessarily have to be carried further so that for each category of boys and girls mandal based targets of increase in enrolment, achievement and retention are defined. This would indicate the annual targets for each year of the project in quantitative terms against which progress could be measured during the seven years of the project towards the overall goal of the project.
- 5.2 Several reasons have been attributed in the Karimnagar plan for the low enrolment and high drop out rates. However, to ensure that the necessary outcomes are indeed achieved it would be critical to actually identify the set of strategies that would specifically respond to the particular needs of a specific group.

Gender Sensitisation

- 5.3 Although the state plan has indicated the importance of gender sensitisation at all levels - administrators, teachers and elected representatives - and a separate recommendation is being made about the need to modify and scale up provisions for this kind of training, it is important that at the district level too this sensitisation should widely cover the various stakeholders of the project in a systematic fashion, and that this aspect of training is also monitored. This would necessitate building up in the district a cadre of master trainers.
- 5.4 Mainstreaming gender in all aspects of DPEP is an integral part of its approach and has to encompass not only focused and targeted intervention for girls and boys but also to ensure that all the other activities that are taken up are also informed by such a process.

Special Groups

- 5.5 The Karimnagar plan focuses on the need for special schools for the physically and mentally handicapped who have already been identified. However, for effective rehabilitation it should be ensured that the curriculum is specifically geared to their needs, and the teachers have been specially trained to deal with the various disabilities. In view of the experience of various NGOs in this area both in the district and in the state mechanisms need to be developed at the district level to associate them with these initiatives.

Action Research

- 5.6 As in the case of other districts a number of action research papers can be proposed to focus on the causes for low enrolment and retention of special categories or groups, SC, ST, Muslims, urban children, and to suggest appropriate interventions taking into account various models that exist within both the government and non-governmental sectors, both in Andhra Pradesh and outside.

Monitoring and Review

- 5.7 The log frame for DPEP in Karimnagar district has at the outset listed the indicators it would use to measure its goal of UEE, and it is suggested at the outset that it should also incorporate as in the DPEP guidelines as one of its wider objectives the reduction in differences in enrolment, dropout and learning achievement among gender and social groups to less than 5%, so that at various stages of review this parameter would also be present.
- 5.8 It is further recommended that in the presentation of all data rather than total figures for children that monitoring for all aspects is done on the basis of boys and girls, so that it is possible to evaluate the gender impact of the various interventions

6 ALTERNATIVE APPROACHES/SCHOOLING

- 6.1 At present the strategy and vision of alternative education that is defined in the Karimnagar district plan is based largely on prevailing models, which consist of extension in the number and coverage of NFE centres and the back to school 'bridge' programmes. However what is evident is that the expansion of the NFE centre programme is envisaged without looking at the specific needs and interests of the boys and girls that these centres are expected to serve. There is no monitoring of the nature of inputs that are being provided or for that matter, or even tracking of the educational achievement of the boys and girls that are enrolled. As such the effectiveness of these centres and the wholesale uniform expansion as the chief intervention for NFE needs to be reconsidered, and interventions which are designed to meet specific needs of particular groups need to be encouraged. The planning for NFE interventions has to be based on a similar process as that of the formal education system, with village and mandal based estimates of the actual number of boys and girls, category wise that need to be catered to by these alternatives, and application of the same participatory techniques as outlined above to this issue as well.
- 6.2 Karimnagar district is characterized by a fairly high level of child labour, and the district needs to realistically assess the best manner in which to bring them into the fold of education. If under the new government initiative, as in other districts, special schools are envisaged to be set up for child labour these need to be taken into account when projecting figures, as well as special thought needs to be given again to the manner of imparting education in these schools.
- 6.3 To be effective NFE has to be characterised by flexibility of form, timing, content and delivery. There are numerous agencies that can be involved and it is suggested that the DPO should have a small fund to allow for implementation of small projects by different agencies, and that it should constantly monitor and review them.

Annex D: Response to Kurnool District Plan

1 INTRODUCTION

- 1.1 The Appraisal Team visited Kurnool District between 23 - 24 November 1995. A record of the visit programme is included at Annex 1. The Team would like to thank those officials who accompanied them during their stay and who contributed to what was a very productive visit.
- 1.2 During the course of the visit, the Team and District officials debated a number of issues including:
- * planning, management and institutional development;
 - * improving learning achievement;
 - * social transformation;
 - * civil works; and
 - * alternative approaches.
- 1.3 Considerable effort has gone into the preparation of the Kurnool District plan and the Planning Team are to be commended for their effort. They have sought to make decentralised planning a reality by actively engaging village communities in the planning process through the running of village awareness campaigns and the conducting of door to door surveys. The resulting village and mandal plans have usefully informed the district plan. The planning needs to now build on this foundation, and bring in a wider group of specialists to strengthen and develop the weaker aspects of the plan.
- 1.4 This document is concerned with specific action points in the context of Kurnool. Wider issues concerning all the Project Districts are discussed in the main report.

2 PLANNING, MANAGEMENT AND INSTITUTIONAL DEVELOPMENT

Strategic planning

- 2.1 The planning process adopted to date by the District Planning Team has been largely concerned with the drafting, by villagers, head teachers and MEOs, of individual Village and Mandal plans. It is suggested that the District Planning Team additionally need to consult with a wider body of District officials and teachers in order to inform specific aspects of the plan. Specialist knowledge and inputs from officials in the Departments of Social Welfare, Tribal Welfare, Backward Caste Welfare, and the Handicapped would add to the plan. The District Planning Team might also wish to consider ways of involving the

already identified top group of Mandal Education Officers and teachers more formally in the planning process.

- 2.2 In discussion, the District Collector indicated his intention to strengthen the District Planning Team by involving individuals with particular functional skills, including training and human resource development, financial planning, monitoring and evaluation, and educational planning. This proposal is strongly supported by the Appraisal Team.

Use of data in strategic planning

- 2.3 In order to plan and monitor the impact of the project mandal based targets of differential enrolment, reduction in dropout, and increase in achievement rates for boys and girls of general, SC, ST and other minority groups need to be defined. This would provide the basis for setting mandal based annual targets for each year of the project in quantitative terms against which progress could be measured during the seven years of the project towards the overall goal of the project. In this way it should be possible to identify the competing priorities between the Mandals. Once these are established, strategies for achieving these targets can be formulated and tested.

Gap analysis and prioritising needs

- 2.4 A gap analysis of the physical infrastructural needs and teaching staff requirements for each mandal provides a useful basis for planning, and based on DPEP norms, has allowed the District to calculate their requirements for an additional 125 new primary schools, 4350 new classrooms, 3637 new NFE centres, 3478 new ECCE centres and 4733 additional teachers.
- 2.5 When planning additional physical assets and teacher resources under DPEP the District needs to take full account of the other initiatives and programmes being implemented by the main stream Education and other departments (eg Women and Child Department). Existing plans for 200 labour rehabilitation centres and 600 additional NFE centres are not currently referenced in the plan, and do not feature in the gap analysis. Without knowledge of these other initiatives it will be difficult to assess the impact attributable to DPEP interventions when evaluating the project.
- 2.6 Clear and transparent criteria for determining location, as well as numbers, need to be developed as a basis for future planning. It will be for the District Project Office to give this careful consideration and to issue clear guidelines.

Financial planning and management

- 2.7 In discussion, the District Collector recognised the need for strengthening the financial planning capabilities of the District Planning Team, and subsequently the DPO.

- 2.8 Further work will need to be undertaken by the DPO in relation to implementing the project's financial management and accounting systems, and in establishing guidelines and procedures for the various schemes being financed by the project. The DPO will for example need to develop plans, guidelines and procedures for establishing Teacher and VEC bank accounts, and for managing and accounting for monies spent. With up to 4132 Teachers and 1610 VECs eligible to hold bank accounts, this represents a considerable management task. In year one however, it is envisaged these schemes will be implemented on a pilot basis only.

3 ALTERNATIVE APPROACHES/SCHOOLING

- 3.1 In the meeting with the District Collector he presented the problem of education for 40,000 nomadic children of shepherds who travel with the flocks of sheep, and suggested "mobile" schools as already exist in some states for Gujjars. Such innovations need to be tried after community mobilization, developing the teaching materials, curriculum, and also trying and testing these methods. In terms of agency the project should also try and find ways to integrate other institutions such as NGOs who have experiences in this field within the district and state (such as the Shri Hanumantharaya Educational and Charitable Society).
- 3.2 Kurnool district is characterized by a fairly high level of child labour, and the district needs to realistically assess the best manner in which education can be made relevant to them. During the course of the district meeting it also emerged that 200 special schools have been sanctioned for economically productive children. This intervention needs to be taken into account of when projecting figures, and special thought needs to be given again to the manner of imparting education in these schools. Amongst the action research projects that have been proposed for the first year are studies on economically productive children, physically and mentally handicapped children, an analysis of the causes for particularly low enrolment and low retention of certain categories which should help to identify appropriate interventions.

Annex E: Response to Nellore District Plan

1 INTRODUCTION

- 1.1 The Team are indebted to the District Collector for providing a comprehensive and informative itinerary which enabled the team to meet/visit VECs, Teacher Resource Centres, representatives from NGOs and the Tribal Department, DIET, and an NFE School. ~~The full programme is included at Annex 4.~~
- 1.2 This document is concerned with specific comments in the context of Nellore. Wider issues concerning all the Project Districts are discussed in the main report.

2 SUMMARY

- 2.1 Overall the team felt that Nellore has all the ingredients for a successful project: good quality DIET and Teacher Centres, active NGOs and non formal education schools, the teachers themselves and, in particular, the enthusiasm and energy at community level. All these groups need to be included in the planning process throughout the project as, together with the children, they are major project stakeholders who hold a lot of the knowledge, will and energy which must be harnessed to DPEP if success is to be achieved.
- 2.2 The Team felt that the planning process needed to be thought out more thoroughly. Many of the inputs are prescribed and quantified in the District Plan without sufficient analysis, justification and discussion of other options. It is often not clear how inputs have been decided upon and how they are to be implemented. In particular the major civil works component requires a rationalised implementation plan to allow approval to be given.
- 2.3 It is recognised that the Project is at an early stage and that a very considerable amount of work has already been undertaken but a little more work is necessary. There is no need to rush; good planning is the pre requisite for success and it is well worth the time investment.
- 2.4 Planners are encouraged to think creatively and introduce a greater level of flexibility into the plans. An ideal plan should not be able to prescribe all inputs for the 7 year period at the Year 1 stage.

3 PLANNING, MANAGEMENT AND INSTITUTIONAL DEVELOPMENT

- 3.1 The Team noted that the formal planning for DPEP in Nellore had taken place at District Government level with, what appears to be, insufficient input/participation by the Tribal Department, social development experts and especially education experts and working teachers (formal and non-formal)

who could have contributed ideas and arguments based on experience in the field.

- 3.2 The team felt that a range of experience existed in Nellore, and in other Districts and States, and that the District Government should take full advantage, in any future DPEP related workshops/discussions, of the full resource of knowledge that is available to it so that new ideas can be discovered and explored and the best blend of effective and realistic initiatives can be agreed upon by all participants.
- 3.3 The District Level Committee should be augmented by additional primary education experts, including at least one professional expert (perhaps on a consultancy basis) who has a good knowledge of new methodologies and alternative education models. In addition, the District Advisory Committee should consider recruiting some young vibrant working teachers as well as the 3 retired teachers (who may well be vibrant too!)
- 3.4 Convergence should be pursued. An outline of ongoing activities (Government and non Government) in the field of primary education and how positive aspects are being integrated into DPEP should be clearly presented in the next Annual Plan. The Plan should also show how convergence is being achieved with complementary projects in different sectors eg the AP School Health Project (APSHEP).
- 3.5 In order to achieve the project objectives capacity at all levels, especially the District Project Office and DIET levels, needs to be strengthened by eg filling existing empty posts and creating additional posts based on Project oriented criteria. The team noted that, in order to fill existing empty posts ie non-DPEP posts, the ban on Public Sector recruitment will need to be lifted on an exceptional basis for the Project; this requires affirmative action at State level.
- 3.6 The Project at all levels is heavily dominated by men. This inequity percolates right down to the primary school age child level and, ironically, is one of the reasons why DPEP is necessary. The importance of women for development and the crucial link between education and economic and social development, improved health and benefits to the environment need to be clearly understood and stressed.
- 3.7 Awareness campaigns and training courses for all project participants (from the village right through to the District Government level) should be seriously considered; this may require affirmative action and assistance from the State level (it is understood that this will be forthcoming).
- 3.8 The team were impressed by the effort which had been made to collect good statistical data with regard to school buildings and classrooms, pupil enrolment and retention status, teacher/pupil ratios sub divided by mandal, social groups and sex; these give good baseline data for the evaluation of progress though

- 4.7 The Tribal Department needs to be fully integrated into the planning process.
- 4.8 Mention is made of the Eswar Reddy report but it is not clear whether the suggested social and cultural interventions and reorganisation of resources are to be undertaken or the proposals used as a base for planning interventions.
- 4.9 The team welcomed the inclusion of the physically handicapped (differently abled) as a special group, however, greater consideration should be given to supporting ongoing work in the NGO/charity sector.

5 IMPROVING LEARNING ACHIEVEMENT

- 5.1 Teachers will deliver the project outputs concerning better quality learning achievement. It is very important that they receive adequate and appropriate training in relation to the particular needs of children; this may require training in methodologies for slow learners and disadvantaged children etc and it may well require more training days than is currently planned. Additional needs may be identified throughout the 7 year period; extra financial resources need to be set aside.
- 5.2 Teachers' own needs should be identified and taken into account in the training programme.
- 5.3 An evaluation system for measuring the impact of training (in schools and including consultation with teachers) needs to be put into place so that training course presentation and content can be modified if necessary.

6 ALTERNATIVE APPROACHES/SCHOOLING

- 6.1 The strengthening of the ongoing Non Formal Education scheme is welcomed. It may be worth considering increasing the teacher's salary from the present Rupees 200 per month in order to attract a good field of candidates for the new posts.
- 6.2 It is disappointing that other alternative education strategies are noticeable only by their absence. The key to DPEP success, taking into account the finite budget, may well be alternative schooling practices on a much larger scale than presently envisaged and this area therefore needs to be seriously explored.

Annex F: Response to Vizianagram District Plan

1 INTRODUCTION

- 1.1 Vizianagaram are to be congratulated on their work on the district plan and particularly for providing an effective log frame which will provide them with a sound basis for monitoring progress and assessing the impact of their planned interventions.
- 1.2 The team was concerned throughout the visit to concentrate on how far the District plan would achieve DPEP objectives and purpose level indicators and to identify those activities which could be regarded as directly affecting those objectives.
- 1.3 This document is concerned with specific comments in the context of Vizianagram. Wider issues concerning all the Project Districts are discussed in the main report.

2 IMPROVING LEARNING ACHIEVEMENT

- 2.1 The District training plan is based on the assumption that the quality and competence of teachers can be significantly improved by a few days training in different areas. The solution is likely to be more complex.
- 2.2 Special areas like teaching first-generation learners, disadvantaged children, slow learners are not sufficiently focused or developed though it was encouraging to see the disabled being included in the plans and some innovative ideas, currently in embryo form, need to be further investigated and the best piloted.
- 2.3 The budget outlay for academic activities in DRCs is not realistic (1.4% of non recurring and 2.5% of recurring costs) bearing in mind the responsibilities which will fall to the DIET within DPEP.
- 2.4 Linkages and convergence of the existing training agencies and the proposed ones are not clearly brought out in the plan
- 2.5 There is a need for provision to be made and methodology decided for devising evaluation of both the process and products of the training programme
- 2.6 Experience gained and materials/ methods developed in the various previous programmes (like CAPE and PECE etc) must be fully utilised. Information about these previous schemes is conspicuously absent and the sense in which DPEP builds upon them is missing at state and district level.

3 SOCIAL TRANSFORMATION ISSUES

- 3.1 The team visited sample villages in two of the three distinct geographical areas of Vizianagaram, the plain and the coastal belt. It was not possible to visit the forest area. The Officer from the Tribal Welfare Department has been involved in the planning process: there are plans for 41 new primary schools in the Tribal areas which complement DPEP. This link should be developed further.
- 3.2 The team had extensive talks at the DIET and for a productive meeting with the whole planning team, which included influential NGO representatives and representatives from all relevant organisations working in the area.
- 3.3 The extent to which communities have already been involved in the planning process and the awareness of DPEP was much in evidence in the Exhibition on DPEP, documenting the planning process to date. It was also evident in the detailed village plans which were presented in each of the villages visited.
- 3.4 It would be difficult to correlate the priorities as presented in the village plans with those in the State plans. It is to be hoped that the central planning process will remain sufficiently flexible in terms of funding to respond directly to the needs of the Village planning committees as perceived now and at a stage of fuller awareness and empowerment as VECs.
- 3.5 There is a clear need to examine how many functions a VEC can reasonably expect to assume and what training and support they will need in their assumed role, both as a group and as individuals.
- 3.6 In Vizianagaram there are women representatives on these bodies but often they are there as resource persons connected with TLC rather than in their own right as full members of the planning team. The Mahila Samatha were marginally evident. Their activities seemed mainly concerned with literacy. Although there are thrift groups in Vizianagaram, the team did not see any evidence of them. One woman, not connected with any group, asked for vocational and income generating training for girls to be included in future planning. The team's conclusion was that women do not have much of a voice as yet and there are no convincing plans to increase this. There is scope for considering a structured approach to organising women in ways which are happening elsewhere, through existing agencies with a track record of success and experience in this field. The only institution where this is not the case is in the DIET where women are comparatively well represented on the staff and the atmosphere more conducive to developments to improve the role of women.
- 3.7 It is recommended that every opportunity is taken to include gender sensitising in training programmes.
- 3.8 It was interesting to note that there was only one woman and forty men present at the Wrap Up meeting with the planning committee. A workshop for

men conducted by men perhaps from another DPEP district might assist here.

- 3.9 At village level the priority concern and identified main educational need was for the allocated complement of teachers to be posted to their school. In some cases there were requests for additional teachers and also a complaint was made about teacher absence, sanitation and midday meals. There was concern about the lack of quality of education children were receiving and the widespread practice of tuition taking place before and after school leading to children toiling for long hours at study. The combined effect of school and tuition leaves no room for play and when combined with domestic and other labour raises considerable concern about the nature of children's lives. This is a particular concern, especially when the outcome continues to be unsatisfactory levels of learning.
- 3.10 It is recommended that this be an area for further study and investigation. As DPEP progresses it will be possible to monitor the impact of interventions as they directly affect children's lives.
- 3.11 Much is hoped for under DPEP in terms of social change but it is first and foremost an educational programme designed to offer improved educational opportunities and interaction for children. At present the proportion of spending does not reflect this. There is little provision at District level aimed at improving school effectiveness and expenditure on teacher inservice training, while reflected in the State plan, is fairly low.
- 3.12 Many villagers are spending significant proportions of their income on tuition fees, though some of the very poor felt they could not afford to. There is a clear message here about the need to improve the quality of education in existing schools.
- 3.13 The fact that tuition is also being utilised also as a child minding activity, which assists the parents whose long hours in the fields exceeded the school day would indicate that more ECCEs would be beneficial. This aspect of the plan is to be endorsed.
- 3.14 Further thought needs to be given to provision for disadvantaged groups. This is particularly the case in relation to Scheduled tribes. Mention of 6 Ashram schools is made in the District plan but these are not costed and the team assumed that they were being funded by a different agency, such as the Social Welfare department as the Tribal Welfare Officer did not include them in his detail of what his ministry was funding in the area.
- 3.15 There is a need for a specific study in the District of the unmet educational or schedule tribe children and some experimental activities trialled to meet these needs. There is experience in other DPEP states on which AP can draw.

4 CIVIL WORKS

- 4.1 The Civil Works component of the District Plan follows closely the concepts being put forward at State level - to use the Housing Corporation as the implementing agency. As has been mentioned in comments on the State Plan, this is considered to be too simplistic as an approach and further work needs to be done to describe an acceptable process for the technology choices, educational and community design aspects, implementation with responsible supervision, and flow of funds and audit. Maintenance of the completed buildings, and existing school buildings needs to be considered on a sustainable basis.
- 4.2 The visiting team saw at first hand typical conditions of school sites in a very limited way. However, the processes that need to be devised are evidently going to be complex and will need to take guidance from many sources, especially the current Department of Education Low Cost Alternative Technologies Project run jointly with PRED, due to reach a dissemination workshop at the end of January 1996, together with expertise that can be offered by the Housing Corporation and the Nirmithi Kendras.
- 4.3 The Plans for civil works need to describe:
- i. the process for decision making in the design and construction methodology involving communities and responsible authorities;
 - ii. the process for implementation of the construction with supervision arrangements;
 - iii. the process for the management of funds and audit of the construction; and
 - iv. the process for the on-going maintenance of the school buildings on a sustainable basis.

5 ALTERNATIVE EDUCATION/SCHOOLING

- 5.1 There is little evidence of genuinely alternative strategies in the plan. There is a very limited understanding of alternative education which is mainly equated to existing NFE centres for which there is little enthusiasm. A widespread belief prevails that NFE cannot provide equivalent quality with mainstream schools while currently there is also a concern that even the main stream is not achieving adequate minimum levels of achievement.
- 5.2 Alternatives are necessary if progress towards EFA is to be made, for solid economic reasons but also because of the need for differentiated approaches for those disadvantaged groups who have remained consistently outside of the

formal school system and have demonstrated their lack of interest in what is provided there.

- 5.3 What is needed is a fresh approach and an injection of new ideas. The team was presented in one village with the dilemma facing that village in trying to wean children away from life as fishermen, possibilities of "school on the beach", involving fishermen and their sons, were discussed by the team but obviously the appropriate strategy needs to emerge from the local situation. This is an example however of the kind of radical alternatives which do need to be envisaged. More lateral thinking and willingness to experiment is required if DPEP is to be anything but "more of the same".
- 5.4 A symposium investigating good practice elsewhere could be hosted at the State or District level to assist in identifying the range and possible uses of alternatives and innovations.

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Annex G: Response to Warangal District Plan

1 INTRODUCTION

- 1.1 Warangal district was visited during 13-14 October 1994 by a joint GOI/ODA team. The opportunity was taken at this time to gather appraisal evidence concerning the generation of awareness about DPEP and the degree of community participation in the planning process. As part of the present appraisal mission, a study has been made of the revised draft plan and discussions held with members of the District planning team in Hyderabad on 27 November.
- 1.2 The appraisal process was operationalized to focus on five theme areas: (i) Institutional Development, Planning and Management; (ii) Improving Learning Achievement; (iii) Social Transformation Issues; (iv) Civil Works; and (v) Alternative Approaches/Schooling. These are reported on, in turn, below. A summary of appraisal guidance given on the Warangal District Plan and Annual Work Plan and Budget is also provided.
- 1.3 This document is concerned with specific comments in the context of Warangal. Wider issues concerning all the Project Districts are discussed in the main report.

2 INSTITUTIONAL DEVELOPMENT, PLANNING AND MANAGEMENT

- 2.1 The progress made in developing and refining the plan document, subsequent both to the Joint GOI/ODA pre-appraisal mission in January/February 1995 and the Joint GOI/ODA appraisal preparation mission in October 1995, has been very great. Particularly noteworthy is the degree of community involvement that has underpinned the planning process in recent months, including the door-door surveys, village conventions and micro-planning exercises involving the production of plans in every village and mandal.
- 2.2 The District Plan in its present form has been greatly strengthened as a result of the incorporation of findings of the Baseline Study; and the inclusion of a Logical Framework. The latter has helped to create a shift of orientation away from emphasis on "Inputs" toward project "Outputs". Additionally, the Plan has now been able to achieve a high degree of specificity as to where it is proposed to target key interventions. The criteria for selection and prioritization have been strongly articulated and the basis on which they have been determined appears to be sound and fully in line with DPEP objectives concerning key target groups.
- 2.3 However, the Warangal Plan does not present a clear combined analysis of data to show: "Where We Are Now"; "Where We Want to Be" (at the end of the project); and, thus, "What Needs to be Done". Had this been attempted, it would have helped to clarify greatly some of the issues, thus informing

planning decisions. Consequently, a crude attempt was made to undertake this exercise in discussions with representatives of the District planning team, based on the data contained in the plan. A summary, set out below, helps to highlight the mismatch between what the plan is setting out to achieve, against what it is actually proposed.

6-11 years Enrolment Now: 314969	Provision for Additional Enrolment (6-11 years) at End of Project: * 62740	Total Enrolment (6-11 years) at End of Project: 377709
Actual Population (6-11 years) Now: 411540	Actual Population (6-11 years) at end of Project, based on 2.5% per annum population growth: 489192	
Net Enrolment Ratio Now: 76.62%	Net Enrolment Ratio at End of Project: 77.21%	
* Based on the following project interventions aimed at increasing access:		
200 New Schools X 80 children per school = 16000 extra pupils		
1100 Additional Teachers X 40 pupils per teacher = 44000 extra pupils		
3 special schools for Handicapped X 80 pupils per school = 240 extra pupils		
100 NFE centres X 25 pupils per centre = 2500 extra pupils		
TOTAL:		62740 extra pupils
Number of 6-11 year old children still not provided for at end of project:		111483 pupils

As the Table shows, taking into account population growth, as a result of project interventions, Net Enrolment Ratio will increase by less than one per cent. There may, of course, be other non-project interventions that will help to increase the enrolment ratio, but these should be identified and be taken into account in the plan overview.

2.4 It would seem clear, even from this crude analysis, that if the project is going to seriously address DPEP targets, it will be necessary to opt for far more radical strategies than those currently proposed. These might include, for

example, the lowering of unit costs and far greater emphasis on NFE/Alternative Schooling.

- 2.5 What is also disappointing in the present Warangal plan, and an area for special concern in view of the nature of what is intended by DPEP, is its lack of contextuality. In other words, there are no proposals that are in any way different to those in other District plans: strategies and interventions that are a response to some of the unique circumstances and challenges for educational provision, found in different parts of Warangal.

3 IMPROVING LEARNING ACHIEVEMENT

- 3.1 The target of improving learning achievement is one of DPEP's most fundamental components. The plan is very sparse in its detail and the articulation of its overall strategies concerning how it is proposed to do this. Improving teacher capacity and performance will, inevitably, be crucial. Presently, all provision for teacher training has been budgeted for in the State component plan. This is a matter of concern for a number of reasons. Firstly, in terms of the number of "person days" of training provided by the State component plan over the project period, the District's needs may not necessarily be met. Secondly, there is a question of contextuality. As is elaborated on below, it is desirable that there should be some components of the Warangal District Plan that provide unique interventions to address Warangal's own unique geographical, social and cultural milieu, where this impinges on educational provision in a special way. It naturally follows that Warangal focused initiatives will have capacity building requirements that fall outside of what will be provided for within the State component plan.
- 3.2 The need to strengthen supervision is also both manifest and crucial. This is acknowledged in the plan. However, the strategies proposed have not been developed and no budget line to support them is provided.

4 SOCIAL TRANSFORMATION ISSUES

- 4.1 As has been noted above, the extent to which preparations for DPEP have been taken to the community is remarkable. This augurs well for the future of the project. The plans to use VECs and community participation within the project, to the extent envisaged, is also most appropriate. But, in respect of VECs, as is also elaborated upon in the Main body of the Aide Memoire, there remain fundamental questions of empowerment and legitimization, which are beyond the scope of the District to determine.
- 4.2 The plan is consistent in its geographical targeting of proposed interventions and its setting of priorities, to provide maximum benefit to the groups it most wishes to impact: ie. mandals with high percentages of SC and ST populations and low female enrolment and retention. This, too, is most welcomed. Where

the plan needs to be strengthened, in addition to this strategy, concerns the actual **modification** or **creation** of interventions that will specifically address the needs of these disadvantaged groups. What is being referred to here, are issues over and above those to do with access: questions like what is it that will make education attractive, relevant and worthwhile for these groups and what is it that will best meet their social and cultural needs? Answers to questions like these are likely to include different modes of delivery, different school timings, modified and additional textbooks and curricula; and different teaching approaches. The District needs to do far more to respond and experiment in these areas if it is really to achieve the social and educational transformations it is striving for.

5 CIVIL WORKS

- 5.1 Proposals in the Civil Works area, concerning where new schools and classrooms would be located, are extremely well articulated in the Warangal District Plan. The criteria used for selecting sites and for setting priorities are consistent with DPEP Guidelines and clearly designed to target key intended beneficiaries. The enormous amount of work that has gone into accumulating this data, including participatory rural appraisal and other forms of community involvement is recognized and the District team is to be congratulated on this achievement. It is good, too, to see the degree of community involvement and contributions that have already been identified and committed to.
- 5.2 What is still an area requiring greater definition and of consequent concern, relates to the means and processes, including the kinds of technologies involved, through which schools and classrooms will be built. Again, the issues in question are outside the scope of the District itself to determine and are discussed in full elsewhere within this Aide-Memoire.

6 ALTERNATIVE APPROACHES/SCHOOLING

- 6.1 The uniformity of approach, not only concerning NFE, but for all other alternatives to formal schooling, is one of the most disappointing features of the five District plans. Comments and guidance made in the main Aide-Memoire under this theme heading, therefore, apply equally to all Districts.
- 6.2 Warangal lacks proposals for "Innovations" shaped as a response to its own particular district characteristics - social cultural, and environmental. Obvious priorities for targeting include interventions aimed at improving the enrolment, retention and educational performance of girls; and the special educational needs of scheduled tribes and other disadvantaged groups. Major budgetary reallocations need to be made to release some thirty percent of funds, allowing for those innovations which prove most successful to be scaled up.

- 6.3 Lastly, and as has been intimated above, it is clear that the Warangal District planning team would benefit from exposure to examples of interesting and promising innovative practice in other parts of Andhra Pradesh and elsewhere. Arrangements should be made to provide for such study tours and awareness raising. The DPEP Technical Support Group is in a position to provide suggestions as to what may be worth examining.

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Annex H: Response to State Component Plan

1 INTRODUCTION

1.1 Appraisal of the State Component Plan (SCP) took place against the background of two major concerns for ODA and GOI.

* The level to which Andhra Pradesh would be prepared and able to commit increased levels of funding for Primary Education to take account of the recurrent cost implications and long term sustainability of DPEP in the State.

* Approval from ODA at the PEC for the project took place assuming that the Rao Report had been accepted and its recommendations were to be ratified. It is understood that this report has now been set aside. Assurances were sought by ODA that the decentralisation process on which DPEP is founded would be legitimised.

1.2 These points were raised with the State planning meeting at the beginning of the mission and meetings arranged to explore the issues further.

1.3 As a further issue, the Appraisal Team has been particularly concerned, given the previous ten year investment of £27 million of ODA funding for APPEP, to see the extent to which DPEP planning was being built on the APPEP experience.

2 PRODUCTIVITY OF THE EDUCATION SYSTEM

2.1 The State Plan shows that the current output from the education system is very low. Rs 690 crore are being spent each year on Elementary Education (SCP p. 7). [It is not yet clear how much is being spent in the 5 DPEP Districts but clarification has been sought].

2.2 The State is currently getting insufficient value from the Rs 690 crore expenditure on Elementary Education. The number of children who continue to Class IV and achieve acceptable scores in learning tests is a matter of concern (SCP p. 18) and the situation regarding mathematics critical (SCP p. 19).

2.3 The plans devote a lot of space to discussing enrolment, retention and dropout, but do not clearly identify the current performance standards of the education system. There are, for example, no clear figures to show how many pupils successfully achieve basic levels of learning each year. Partly for that reason the plans do not set enough clear targets for improvements in the future. There is a need for some further work to define current performance set targets and establish a monitoring system to measure progress.

- 2.4 In the five DPEP Districts the population of school age is nearly 2 million (SCP p. 11) but there were some errors which the Team had to correct by reference to the district plans and not all the figures relate to the same base year). 1.54 million are described as enrolled in Classes I to V (SCP p. 16). There are however problems with the data and its use which become more serious the greater the degree of detail. Experience with survey work in the past suggests that enrolment and retention returns are subject to many inaccuracies. The plans sometimes confuse gross and net enrolment.
- 2.5 It appears from the District plans that about 470,000 are enrolled in Class 1. About half will drop out and of those that remain only a small proportion will achieve satisfactory levels of learning achievement; the Plan does not show the number, but it appears from the Baseline Survey (Reddy and Sandeep, 1995) that between one quarter and one half those attending Class IV (ie 50-100,000 per year) will achieve minimum learning standards. For mathematics achievement levels are much lower. This is a very low return for a system with over 11,000 schools and over 31,000 teachers (SCP p. 11). On average each teacher is educating only about 1-3 pupils per year to a minimum level of learning and each school is producing only 5-10 successful graduates.
- 2.6 The plans discuss some of the factors responsible for poor performance but the solutions are specified only in general terms. Further work is needed over the next year to define more clearly how the productivity of the education system can be improved and to set clear targets related to those plans. A high priority will be the improvement of the productivity of teachers through a combination of training, increased motivation, better management and supervision and improved materials. The plans already contain some of these elements but there is a need for closer integration, a clearer specification of the processes to be followed and clearer targets and objectives. The plans at present specify some of the targets but others are needed and there is a need to make clearer how the various activities will lead to their achievement.
- 2.7 The plans place great emphasis on expanding the system, building schools and classrooms and appointing new teachers. While this is important there is the much larger problem of improving productivity of the existing system. The plans have allocated resources in certain ways but there is little comparison of alternatives to show whether the same objectives could have been met at lower cost. The plans do contain proposals for setting a number of new processes in train but there is also a need to overcome constraints within the existing system. Among the measures the Team recommends are:
- * a thorough examination of ways of rationalising teacher deployment;
 - * ways of improving motivation and rewarding good performance via changes in the career structure to give greater recognition to head teachers, increased capacity at MEO level to supervise performance, and other measures designed to make better use of existing resources.

- 2.8 There is the fundamental problem that, as the State plan makes very clear, the plans fall a long way short of providing for universal elementary education. . Rough calculations by the mission indicate that they may do no more than keep up with the growth of population, and the enrolment ratio may not rise much above the present level of 73 per cent. This points to some difficult choices: allocate more resources, consider in much greater detail ways of increasing productivity or in the last resort revise the targets downwards.
- 2.9 Against this background the mission proposes a year of activities that will put in place the foundations on which to build a successful project. Part of that will be the production of revised plans which extend the existing analysis in various ways and in the end sets clearer targets and objectives and gives more explicit attention to the examination of alternatives. These are outlined in the Aide Memoire as the Eight Project Elements.
- 2.10 The Team sought to establish whether the State had fully developed its understanding of its role and function at the beginning of the DPEP programme and also a vision of how its role and function would have altered by the end of the seven year decentralising process. The Team were also keen to establish that there was a planning process which reflected organisational transition and transformation.

3 STATE FINANCES

- 3.1 Attainment of the DPEP objectives requires a combination of programmes financed by the State Government, by DPEP, and by others. The Plans give a good indication of what is proposed for DPEP, but the support from the State and other sources is unclear. Key questions include: what financial provision will the State Government make each year from Plan and Non Plan sources in each of the five Districts? What will that provide in terms of numbers of teachers, other recurrent items and investment in new facilities? How does that compare with the current level of provision? We understand that there are gaps in parts of the existing budget provision, for example vacant posts: when will provision be made for these to be filled?
- 3.2 There is a need for some financial projections for the State Budget so that the level of support from that source can be quantified. DPEP is intended to provide additional resources but it is not clear to what they are an addition. Projections and forecasts are needed to show current and planned expenditure on elementary education from the State Plan and Non Plan Budgets and from other sources if any.
- 3.3 The State Government has agreed to prepare data on a baseline for projections together with a set of planning assumptions for the future. A suggested proforma outlining the data required is detailed at Annex J.

4 PLANNING, MANAGEMENT AND EVALUATION

- 4.1 It is important to establish as soon as possible the State Project Office and to begin work on the main tasks in the main text of the Aide Memoire.

5 TRAINING

- 5.1 The training component may arguably be divided between the state and the district components. More than just a matter of reallocating budgets, the decentralization of training responsibilities -- at least for teacher training -- to the district level may help in capacity-building at the district level. Having said that, it is necessary to focus on the training strategy, which follows from an identification of training needs. As far as teacher training is concerned, the criterion for assessing any training proposal should be the extent to which it helps in achieving the learning achievement specified for the district. In specific geographical areas, plans for increasing enrolment, dealing with special needs, may be made.
- 5.2 It may also be useful to keep in mind that alternative methods like peer-learning have also been found effective. Again other methods of reaching teachers -- print material, self-study method with periodic interactions, may be necessary, given that only 6475 teachers, out of the current strength of 31,422 are proposed to be covered during the project period, at a cost of approximately Rs. 610 lakhs.
- 5.3 Integration of training proposed under DPEP with on-going training under OBB and MLL needs to be achieved. Training of other kinds of delivery people like alternative schooling instructors, ECCE centre personnel would require more thought.
- 5.4 The SPO may perhaps consider identifying a training consultant organization or resource institution(s) which can help in the process of identifying needs and strategies at various levels, in collaboration with the SCERT and SIET. This task needs to be undertaken at the beginning of the project.

6 MONITORING

- 6.1 Recommendations on monitoring are contained in the main text of the Aide Memoire. One suggestion which arose in considering the SCP was the development of District level teacher data bases (to show teachers' subject specializations, duration of service, and postings). This would facilitate identification of training needs and help the work on rationalization. The SPO would need to collaborate with the Department of Education, SCERT and obtain outside support as necessary.

7 MLL

- 7.1 The inclusion of elements of this programme needs further clarification and justification. DPEP envisages convergence of inputs provided under it with the MLL strategy. Mechanisms for periodic assessment of learning levels of children, however, need to be spelt out. The proposed support to the CGE office through an evaluation cell has to be examined in this context.
- 7.2 The State does have a role to ensure that quality improves through ensuring the effectiveness of the system
- 7.3 A priority responsibility is to ensure that existing teacher vacancies are filled. Early discussions with the State indicated that this is not a significant problem. Visits during the appraisal mission indicate that 50% of the schools visited had at least one teacher vacancy. These vacancies will need to be filled urgently before any DPEP funding could be released for teacher posts. This was the priority need as identified at village level.

8 SUPPORT TO ORGANIZATIONS AND NGOS

- 8.1 The idea of networking with other resource institutions needs to be welcomed. However, to facilitate operationalization, it may be useful to consider this support under:
- * the present heading of innovations, in which case the organizations can send in proposals which may be screened by the Karyavargam,
 - * identified research and support activities (like those listed above under training and monitoring
 - * Provision for evaluation research and other kinds of supportive research needs strengthening. Perhaps two to three percent of the total component may be suggested. Part of this research (50%) may be carried out by external agencies, and the rest by internal agencies or departmental institutions themselves, depending on needs and areas of competence.

9 SIET

- 9.1 The range of activities undertaken by the SIET during the past nine years may be limited, but 1186 etv programmes, of about 890 hours, have been produced till now. In addition, over the last two years, audio cassette production for AIR has been added. The current annual budget is Rs. 90 lakhs, 14 lakhs for 200 etv programmes, 60 lakhs for salaries and the rest for maintenance. The proposals (over a seven-year period), therefore, would amount to about 42

percent of the budget. Such a major investment would demand an evaluation of the major activity of the SIET, the etv programme. Also, alternative sources of funding for the equipment component of Rs. 130 lakhs seem to be under discussion.

- 9.2 In the view of the Appraisal team the SIET component needs to be reappraised in the future, possibly after the first year, following clarifications on the funding for equipment from CIET, and an evaluation study of the impact of the etv programmes, which may be commissioned by the state government.

10 SCERT Role in Supporting DPEP

- 10.1 See Eight Elements and "Improving Learning Achievement" Theme area.

11 TEXTBOOKS

- 11.1 The State Plan accords importance to the development of a new generation of textbooks. As it observes "the textbook is the most important teaching aid in the teaching learning process". The proposal to improve textbooks is strongly supported.

- 11.2 The Plan contain a costed summary of many of the key milestones of producing the textbooks, which is excellent, but the process of textbook renewal is so complex that further elaboration is required. The mission suggestions are as follows :-

- * The tasks involved in producing the new Class II textbooks should be identified in detail, and a GANTT chart produced to guide the planning process. This is particularly important for textbook renewal as deadlines for the production of each new book will always be tight and firm management control has to be exercised at all times if the process is to be kept on track.
- * Care should be paid to assembling an appropriate resource team, both for the design and production process. It is suggested that a small management team be identified of 4 - 5 people including a general textbook production manager, writing and production specialist. This is necessary because at all times, writers need to be aware of production issues which feed into the cost of the new book. Likewise production specialists need to have some idea of the educational purpose of the books if they are to devise layouts that meet educational objectives.
- * External specialists should be sought for specific issues eg the Telugu Academy can provide useful advice on language questions.

- * Trialling is essential and costed plans should be produced. Evaluation specialists from SCERT should be involved. Materials could be tried out on children as they are produced during workshops. The methods used in the trialling of the Class I textbooks produced under DPEP should be used as a basis for designing trials. Capability should be built in designing evaluation methods appropriate to the content of textbooks in Class II to V, and which measure the achievement of MLLs in experimental and control groups.
- * Training in the use of textbooks needs to be built into the design.
- * Teacher should be built into the process. They can be asked to identify songs and stories for inclusion in language books (and possibly social studies) with particular emphasis on the social targets of DPEP.

11.3 Writing workshops should be residential, well planned, and long enough to bring materials to the trialling stage. The present allocation of 15 days is too short. Twenty five days would be more realistic.

11.4 The task of drawing up an exemplary GANTT chart to guide the textbook management team would be an important constituent of a specific workshop for planning in this area.

12 CIVIL WORKS

12.1 This issue is fully reflected under the theme of Civil works in the main Aide Memoire.

Annex I: Operationalized Appraisal Criteria

LOGICAL FRAMEWORK: PURPOSE LEVEL INDICATORS

KEY QUESTIONS: The extent to which plans, in their present form, adequately satisfy the following: -	SUMMARY STATUS			COMMENTS
	F	P	N	
Will the strategies identified in the plan result in a proportional increase in enrolment from 58.9% to 69.8% for 6-11 year olds within 7 years?				
Will the strategies identified in the plan result in Class V enrolment increasing by 46% within 7 years?				
Will the strategies proposed result in an increase of 15% in average levels of pupil achievement in 7 years - how?				
Will the strategy ensure that school attendances increase from 68% to 75% in numbers enrolled within 7 years - how?				
Will girls as well as boys - in all social categories - match in all quantifiable and qualifiable terms as described above - how?				

Status Codes: F = Appraisal Criterion **Fully** Satisfied/Addressed in Plans in Present Form

P = Appraisal Criterion **Partially** Satisfied/Addressed in Plans in Present Form

N = Appraisal Criterion **Not Met** in Plans in Present Form

THEME: INSTITUTIONAL DEVELOPMENT AND CAPACITY BUILDING FOR LONG TERM SUSTAINABILITY; INCLUDING PLANNING, MANAGEMENT AND EVALUATION - SHEET ONE

KEY QUESTIONS:	SUMMARY STATUS			COMMENTS
	F	P	N	
<p>The extent to which plans, in their present form, adequately satisfy the following: -</p>				
<p>STRATEGIC PLANNING (a) How do the proposed strategies for the programme address the contextual problems of access, enrolment, retention and achievement and are the strategies consistent with the State's/District's long term vision? (b) How does DPEP compliment existing structures and programmes? (c) Does the District have a mechanism for identifying good teachers and for involving them in the strategic planning process? To what extent have other key stakeholders been involved in the planning process?</p>				
<p>ANNUAL PLANNING (a) Is the Annual Plan consistent with the overall strategy? (b) Are the first year objectives realistic and have sufficient resources (human, physical, financial, time) to achieve these objectives been identified and costed? [NOTE: 5% budget limit for Year 1]</p>				
<p>FINANCIAL PLANNING (a) How are districts going to account for inflation? (b) Do the plans reflect a process of costing, cost/benefit analysis and prioritization? (c) Is the balance of expenditures appropriate given the purpose level objectives?</p>				

Status Codes: F = Appraisal Criterion **Fully** Satisfied/Addressed in Plans in Present Form

P = Appraisal Criterion **Partially** Satisfied/Addressed in Plans in Present Form

N = Appraisal Criterion **Not Met** in Plans in Present Form

THEME: INSTITUTIONAL DEVELOPMENT AND CAPACITY BUILDING FOR LONG TERM SUSTAINABILITY; INCLUDING PLANNING, MANAGEMENT AND EVALUATION - SHEET TWO

KEY QUESTIONS: The extent to which plans, in their present form, adequately satisfy the following: -	SUMMARY STATUS			COMMENTS
	F	P	N	
ROLES, RESPONSIBILITIES AND RELATIONSHIPS (a) Do existing delivery and support institutions (at all levels in the hierarchy) understand their specific roles and responsibilities in respect of the programme and each other? (b) What is the rationale for proposing new institutions (DRCs, VECs, PTAs)? How do the Districts propose to set up these new institutions?				
SKILLS DEVELOPMENT (a) Is there a comprehensive training policy and plan? What are its key components (technical, managerial, etc) (b) How do the training institutes plan to develop their capacity to deliver the proposed training?				
ORGANISATIONAL CULTURE AND CHANGE (a) How long has the DIET been established, and what has it done differently to the State training model? (b) Is there evidence of a shift in attitude, beliefs, values towards decentralized planning and management of primary education services? What plans exist to manage such a change?				
LEADERSHIP (a) How many positions at DIET level and above are occupied by women? What plans do the DIET, SIET and SCERT have for increasing the proportion of women working for them (indicative of how supportive individuals in key positions of authority are of the programme)?				

Status Codes: F = Appraisal Criterion **Fully Satisfied/Addressed** in Plans in Present Form

P = Appraisal Criterion **Partially Satisfied/Addressed** in Plans in Present Form

N = Appraisal Criterion **Not Met** in Plans in Present Form

THEME: SOCIAL TRANSFORMATIONS

KEY QUESTIONS: The extent to which plans, in their present form, adequately satisfy the following: -	SUMMARY STATUS			COMMENTS
	F	P	N	
What are the targets for achievement in seven years of enrolment, retention and educational achievement for <u>boys</u> and <u>girls</u> of all social categories - SC, ST, BC and other vulnerable groups (ie Moslems) in general? What are the activities and strategies that will achieve these targets, in subsequent years?				
How will you know that you are on track for achieving these targets? Who measures who?				
How will VECs be formed (who will be members); for what will VECs be responsible; how will VECs monitor themselves, who will judge the effectiveness of VECs; how will VECs manage their finances, their teachers, their schools? How will all of this work in relation to the Panchayat Raj?				
How will VECs make sure they represent the concerns and opinions of children and parent and other organisations which exist in villages (ie Women's groups, etc)?				
How can we ensure that new ways of providing MLLs for economically productive children are identified and evaluated?				

Status Codes: F = Appraisal Criterion **Fully** Satisfied/Addressed in Plans in Present Form

P = Appraisal Criterion **Partially** Satisfied/Addressed in Plans in Present Form

N = Appraisal Criterion **Not Met** in Plans in Present Form

THEME: IMPROVING LEARNING ACHIEVEMENT

KEY QUESTIONS: The extent to which plans, in their present form, adequately satisfy the following: -	SUMMARY STATUS			COMMENTS
	F	P	N	
How will the management of multigrade classes be improved; pedagogy, materials, classroom based assessment, gender, etc?				
In what ways will textbooks be improved? What will be the differences between current and improved textbooks? (STATE ONLY)				
What particular measures will be taken to reduce the cultural distance between SC/STs (especially ST girls) and the school?				
What measures of professional support/supervision are proposed; how can it be demonstrated that supervisors will be competent to carry out supervision? What knowledge/skills/understanding are required? What role has the headteacher?				
What changes will take place in schools as a result of teacher training packages? How will these changes enhance learning?				

Status Codes: F = Appraisal Criterion **Fully** Satisfied/Addressed in Plans in Present Form

P = Appraisal Criterion **Partially** Satisfied/Addressed in Plans in Present Form

N = Appraisal Criterion **Not Met** in Plans in Present Form

THEME: CIVIL WORKS

KEY QUESTIONS: The extent to which plans, in their present form, adequately satisfy the following: -	SUMMARY STATUS			COMMENTS
	F	P	N	
What has been the basis of arriving at numbers of new schools and their location, and similarly the number of new classrooms - how was the split decided?				
How does the District envisage the building authorization process taking place and how will the PRD engineers supervise and handover the buildings?				
How will the District view the range of options for Alternative Technologies already experimented by Department of Education to be integrated in the Plans, bearing in mind the varying conditions through the District?				
How will the District plan to undertake maintenance of their buildings, relating to capacity within the community and recurrent budgets to be claimed form D of E Building Maintenance MIS?				
How does the District envisage involving the communities in participating in actual construction and maintenance or funding?				

Status Codes: F = Appraisal Criterion Fully Satisfied/Addressed in Plans in Present Form

P = Appraisal Criterion Partially Satisfied/Addressed in Plans in Present Form

N = Appraisal Criterion Not Met in Plans in Present Form

THEME: ALTERNATIVE APPROACHES/SCHOOLING (innovations, convergence with other services)

KEY QUESTIONS: The extent to which plans, in their present form, adequately satisfy the following: -	SUMMARY STATUS			COMMENTS
	F	P	N	
How strong is convergence of services <u>both</u> in the context of avoiding undue overlap/duplication <u>and</u> of making use of available capacity, experience and expertise (especially in respect of NGOs, TLC, Department of Tribal Welfare)?				
How adequate is provision in the budget for allowing agencies other than the Department of Education (and especially NGOs) to play significant roles in project implementation?				
To what extent do plans take appropriate advantage of the opportunity DPEP provides to introduce innovations; moreover, has sufficient flexibility/provision been left in the budget for substantial upscaling of those that prove particularly successful?				
How sufficient is the inclusion of NFE strategies to meet project objectives, especially in respect of key target groups; furthermore, is more than one NFE model being adopted/advocated (with a view to comparing relative effectiveness, unit costs, etc)?				
How developed are plans to provide necessary strengthening of NFE, including: evolving need-based teaching learning materials (especially for girls and other disadvantaged groups); raising teacher/instructor skills and awareness; supervision; and management?				

Status Codes: F = Appraisal Criterion **Fully** Satisfied/Addressed in Plans in Present Form P = Appraisal Criterion **Partially** Satisfied/Addressed in Plans in Present Form N = Appraisal Criterion **Not Met** in Plans in Present Form

Annex J: Finance Pro Forma for the State

PREPARE SEPARATE TABLES TO SHOW TOTAL EXPENDITURE FOR THE STATE AND EXPENDITURE FOR EACH OF THE FIVE DPEP DISTRICTS. ALSO PREPARE SEPARATE TABLES FOR 1994/95 and 1995/96. (ie 12 tables altogether)

PROJECTIONS OF EXPENDITURE ON ELEMENTARY EDUCATION IN ANDHRA PRADESH

	Non Plan	Plan	TOTAL (ie Plan+Non Plan)
A. EDUCATION BUDGET			
1. Total Budgeted Expenditure			
2. Supplementary Provisions to be sought			
3. Planned Total Expenditure for year (=1+2)			
B. SHARE OF OTHER BUDGETS DEVOTED TO ELEMENTARY EDUCATION (eg from Tribal Welfare Budgets and other programmes)			
C. TOTAL EXPENDITURE ON ELEMENTARY EDUCATION (A3+B = C)			
D. MAIN ITEMS OF EXPENDITURE			
D1 RECURRENT EXPENDITURE			
Teachers Salaries			
Other Salaries			
Textbooks			
Other books and school materials			
Maintenance of schools			
Other current expenditure			
TOTAL RECURRENT EXPENDITURE			
D2 CAPITAL EXPENDITURE			
Construction of new schools			
Equipment for schools			
Other Capital expenditure			
TOTAL CAPITAL EXPENDITURE			
D4 MEMORANDUM ITEMS			
	At the Start of the Year	Planned Additions during year	
Number of teachers employed			
Number of vacant posts			
Number of DIET and training staff			
Number of officials employed			
Number of schools in place			
D5 PLANNING ASSUMPTIONS FOR FUTURE YEARS			
Recurrent expenditure			
Capital expenditure			
	(State, for each, likely rate of growth, eg inflation, inflation plus ...%, constant in cash etc)		

Annex K: Pro Forma Used to Facilitate Appraisal of State Component Plan

STATE COMPONENT PLAN: PROPOSED AWPB '95-'96	APPRAISAL GUIDANCE		
PROJECT COMPONENT:	PROCEED AS PLANNED	PROCEED SUBJECT TO FOLLOWING RECOMMENDATION(S):	RE-EXAMINE
State Project Office			
MIS			
Mahila Samatha programmes			
Environment Building			
SCERT			
SCIET			
MLL			
Support to Institutions			
NGOs			
Textbooks			
Workshops			
Innovations			
Training			
ADDITIONAL COMPONENTS RECOMMENDED:			

Annex L: Pro Forma Used to Facilitate Appraisal of District Plans

PROPOSED DISTRICT AWPBs '95 -'96	APPRAISAL GUIDANCE		
PROJECT COMPONENT:	PROCEED AS PLANNED	PROCEED SUBJECT TO FOLLOWING RECOMMENDATION(S):	RE-EXAMINE
New Primary Schools			
Teachers Appointed			
Back to school programme			
New ECCE Centres			
New NFE Centres			
Additional male teachers			
Cub packs formed			
New Buildings			
Additional Classrooms			
Rs 2,500 per school (Edl. Aids)			
Rs 500 grants to teachers			
Strengthening of DIETs			
Divisional Resource Centres			
Teachers Centres strengthened			
Teachers handbooks			
Action Research Studies			
Girls' toilets constructed			
Additional female teachers			
Buibul flocks			
(Girl only) NFE Centres			

PROPOSED DISTRICT AWPBs '95-'96	APPRAISAL GUIDANCE			
PROJECT COMPONENT:	PROCEED AS PLANNED	PROCEED SUBJECT TO FOLLOWING RECOMMENDATION(S):	RE-EXAMINE	
Model Education Villages				
Matching Grants to 50 VECs				
Establishment of District Project Office				
Establishment of MIS system				
Mobilization campaigns				
Workshops/seminars				
ADDITIONAL COMPONENTS RECOMMENDED: 				

Annex M: Potential Roles for NGOs

PROJECT COMPONENT *1	RELEVANT INSTITUTE *2	ACTIVITY *3	NGO ROLE *4	PLANS / STRATEGY *5
PLANNING	SCERT /DPO DPO	Design for VEC management of Corpus Fund, Rs 2000 fund Annual Plans for 97/8	Inputs into Guidelines for village fund mobilization and management Contribute to Annual Plans through workshops	DPO guidelines on Fund Management DPO Annual Plan for 96/7
CAPABILITY BUILDING	SCERT; DPO; DIET; DRC; DPO / DIET	Gender Training Training for VECs	Design and Deliver gender training modules Design, Test and delivery VEC Training modules	DPO strategy for training DPO training strategy for 1996/7 and 1997/8
COMMUNITY MOBILIZATION	SCERT / DPO / DIET DPO / DIET/ VEC	Village Community Mobilising VEC election & constitution	Assist design, test, modify and deliver a District wide strategy for C.M. Design, deliver, support & monitor VEC constitution and activities ie Rs2000	DPO Strategy for Community Mobilisation DPO Strategy for VEC identification & support
NEW BUILDINGS	DPO with Panchayat Raj/ Hudco/ Nlrnithi Kendra	New village educational buildings	Assist VECs to plan, select, manage, account for construction activities	DPO Strategy for Construction
MONITORING & IMPACT	SPO/ SCERT / DPO	Independent Impact / Monitoring Studies	Contracted by DPO to design, conduct and analyze Impact Assessment Studies	DPO Strategy for 96/7 and 97/8

PROJECT COMPONENT *1	RELEVANT INSTITUTE *2	ACTIVITY *3	NGO ROLE *4	PLANS / STRATEGY *5
ACTION RESEARCH	SCERT / DPO / DIET	Planned Action Research	Contacted by the DPO to carry out Action Research and produce analysis	DPO annual and long term strategy for Action Research
	SCERT / DPO / DIET	New initiatives and alternatives	Contracted by DPO to expand and evaluate promising new initiatives directed at project objectives	DPO strategy for "New Initiatives for 1997/8

- *1 The "Cornerstones" of the project
- *2 The project institution responsible for ensuring this happens
- *3 Possible Events / activities that NGOs could contribute to
- *4 Possible NGO contributions
- *5 Where this item can be found in the operational plans

Annex N: List of Key Documents Used During the Appraisal Process

DPEP Guidelines

DPEP Manual

ODA PEC Submission Document

Andhra Pradesh State Component Plan

Karimnagar District Plan

Kurnool District plan

Nellore district plan

Warangal District Plan

Vizianagaram District plan

Aide Memoire APDPEP Pre Appraisal Mission January/February 1995

Aide Memoire from GOI Planning Mission September 1995

Aide Memoire from GOI/ODA Initial Analysis October 1995

Baseline Survey (Sandeep and Reddy)

AP Construction Manual

Evaluation Report on Main survey 3 by APPEP Evaluation Cell.

APDPEP Pre Project Activities

Workshop report on ETV Utilisation SIET October 1995

People on the Move NCERT August 1995

Research Bulletin APPEP 1995



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