

Aide Memoire

Joint GOI/ODA Mission to Andhra Pradesh

9-21 October 1995

in Preparation for

Andhra Pradesh District Primary Education Project Appraisal

**including the facilitation of two
Logical Framework Training Workshops:**

Delhi 10-11 October 1995

Hyderabad 16-18 October 1995

CONTENTS

1. Key Observations
 - State Plan Proposals
 - District Plans

2. Logical Framework Training Workshops
 - Summary Report
 - Evaluation
 - Schedule

3. Feedback on State Plan Component Proposal

4. Feedback on District Plan Proposals
 - Karimnagar
 - Kurnool
 - Nellore
 - Warangal
 - Vizianagram

5. Notes for informal wrap-up meeting: Delhi, 21 October 1996

6. Mission Team Members and Schedule



DISTRICT PRIMARY EDUCATION PROGRAMME

Andhra Pradesh State Plan Proposal

Key Observations

The draft plans appear to be the product of much sustained effort during 1995. The situational analysis in the plans represents a considerable amount of diversity across districts. Most contain a good analysis of the coverage of the education system, though some need to bring these into sharper focus.

The following appear to be noteworthy features of the state and district plans:

- Substantial microplanning activities have been undertaken in each of the districts with organised training of resource persons for the purpose. As a result, the plans mention the existence of village plans and mandal plans for each village and mandal under DPEP. A number of district proposals also talk of linking the microplanning activities with implementation processes.
- The institutional capacity for DPEP delivery is enhanced on account of the APPEP experience. The teacher centres are effective sub-district structures engaged in the delivery of quality inputs in the teaching learning process.
- The baseline studies are complete and its results are available with the state and district planning teams. This is a potential strength for planning.

The plans show a considerable improvement since preappraisal. A number of steps have also been taken for capacity building in planning since pre-appraisal.

The formal appraisal process, likely to commence in a month, would seek to scrutinize the plans in line with DPEP norms. The logic of activity proposals in line with stated objectives of AP-DPEP, their realism, the additionality principle, the issue of sustainability would be areas of concern for the mission. The pre-appraisal aide-memoir and the DPEP guidelines are indicative of these concerns.

A number of issues have been expressed implicitly in the plan documents. However, explicit statements on these would aid the appraisal process:

- There is a need for the state Govt. to project forward its planning assumptions about finance for basic education. State's financial allocations for the districts must be clearly stated so that DPEP finances at that level can be monitored to be an additionality at that level.
- The plans need to demonstrate more clearly the link between the activities (construction, new posts, training, textbooks etc.) and the increased enrollment, lessened disparity, increased learning levels that would result from them.
- The logical framework exercise had highlighted the need for further work on indicators in order to define concrete targets and benchmarks for the project purpose, outputs, and activities. Particular importance was given to the need for purpose level indicators showing targets for numbers of children enrolled in terms of both totals and disadvantaged groups (SC, ST, girls) as well as levels of learning that would result from the interventions.
- The plans need refinement in terms of translating physical and financial allocations into educational targets. The state plan needs to clearly state the number of children it seeks to cover under each - PFE, NFE, and back to school.

- The DPEP Guidelines need to be borne in mind while planning activities and structures. The principle of additionality would envisage in operational terms, a clear delineation of management structures at the district level with roles and responsibilities envisaged for each of them. Also, the existing teacher vacancies based on existing norms need to be filled up before the advantages of additionality under DPEP can be utilized.
- The costing of the plan proposals needs to be carefully integrated with the activities proposed in the plan documents. The financial parameters of DPEP are the guiding principles in this regard. The civil works component at the state level needs to be reworked in this light. Adequate and specific space needs to be left for the gender proposals. Costing skills at the district level need enhancement for effective decentralization to take place.
- In view of the fact that DPEP is a programme that seeks to improve the quality of PE, a review of the status and capacity of nodal institutions such as the SCERT and DIETs becomes important. The strengthening of these institutions implies not merely augmentation, enhancement of capabilities is important.
- The state component plans need to clearly elaborate the linkages between state level interventions and district plans.
- The innovative activities proposed as state level interventions need to be carefully developed as new activities. The proposal on model villages needs to clearly state the link up with DPEP objectives, the rationale for village selection, and the linkages envisaged.

DISTRICT PLANS

Summary observations

District Karimnagar

- The team gathered impressions of substantial community participation. Village plans were available at site and the contents of the plan matched the observations made by the villagers. VECs that the team met seemed to be taking responsibility of unenrolled and dropout children ,as witnessed in a review of VEC meeting minutes. In general ,there seemed to be a sense of ownership of the processes in the community.
- A great enthusiasm and commitment was noticed in the district level administration and officials of the education department for DPEP.
- The strategies presented show that a lot of hard thinking and analysis has been done for which the team are to be congratulated. It was particularly pleasing to note the range of strategies targeted at girls, the identification of two additional disadvantaged groups (beedi workers children and the handicapped) and the importance accorded to community mobilization.

A number of limitations need to be addressed early enough in the plan process:

- Women and minorities are under represented in the meetings and on the VECs.
- There appears to be a contradiction between plans coming from the villages and balancing them with DPEP objectives. There is a fear that the civil works component may become disproportionate to the detriment of the qualitative aspects of the programme. Consultation with the community must be accompanied by clear criteria which can be applied for targeting the resources of DPEP to those most in need and in a cost effective manner.
- Most strategies proposed in the plan are clear on elaborating what they want , they also need to elaborate how they are to be achieved.

The plan proposals would enhanced if reorganised to have a tighter structure. A clear Vision Statement at the beginning of the plan ,as in Warangal proposals , would be helpful. In this direction, a number of specific issues that need consideration of the DPEP team are as follows:

- Dropout data needs to be more accurately calculated than on GER.
- Specific strategies need to be elaborated for girls of disadvantaged groups.
- It would appropriate to assess the lightly response of teachers to the suggestions of flexible timing.
- With respect to building a new school it would be important to specify how many new schools are to be built, what criteria is to be used to select communities that are to benefit from new buildings, where are they to be built, and what specific steps have been taken for unit cost reduction.
- The proposal for strengthening of DIETs needs to be built in the direction of capacity enhancement rather than provision of physical infrastructure.
- While a list of NGOs is useful, it would be important to assess the areas in which they will help the implementation of DPEP

District Warangal

The following were noticed by the team to be positive indicators for DPEP:

- Substantial microplanning activities have been undertaken at the village and Mandal level. These are a testimony to the initiation of an intensive planning process that bases itself on community participation.
- The institutional capacity for DPEP implementation appears to be strong. The process of APPEP implementation has laid the basis for convergent thinking between the various government departments and agencies that are to be partners for DPEP implementation. The contribution of APPEP is also noticeable at the level of the DIET and the vibrant teachers centres.
- The results of the baseline survey have been incorporated in the district plans. DIET and district level NGOs have been involved in the conduct of the surveys. As the result, the baseline study and its findings are understood by the district team including the NGOs.
- As a general overall reflection, the plans will need improvement on the following issues and areas by appraisal :
- Proposals for infrastructure need to justify themselves in terms of activities. The activities need to clearly spell out the targetted beneficiaries, the goal of the activity, what will be done, the implementing agency, and the focus of the activity in the terms of DPEP targets.
- The DPEP principle of additionally needs to be borne in mind in all aspects of planning for DPEP. Specifically, the proposal for local teachers with community support needs to be given a rethinking in the light of the numbers of existing teachers vacancy situation based on the norm of a student teacher ratio of 1:40.
- While the district team identifies academic supervision to be a weak area, the proposal for strengthening needs to be developed as an activity.
- The figures provided in the district indicate a very large number of children outside the formal system. The expansion of access facilities (formal school) under DPEP would be a phased process. NFE therefore appears to be an important activity component if DPEP goals are to be achieved in a time bound manner.
- Costing skills at the district level need strengthening so that strategy is emerging from a situational analysis of the district can be costed at that level and the options weighed. Greater information is required on unit cost for this purpose.

Nellore District :

The Nellore District Plan presents a coherent description of the educational scenario in the district and the possible activities that can be undertaken under DPEP for the achievement of UEE.

The following appear to be the strength of the plan proposal :

- The emphasis on sustained participation at the grassroot level with the involvement of NGOs, thrift and credit groups of women, MTAs, VECs, 1115 VECs have already been formed and trained at the cluster level.
- A number of steps aimed at enhancement of planning capacities at the village and Mandal level have been taken. These have facilitated the process of undertaking sound microplanning activities. A mention must also be made here of the attempt to link up the location of NFE, ECCE centres with microplanning activities.
- The articulation of training needs for DPEP, alongwith an indication of the agency that would impact the training, the schedule etc. is representative of a deliberated formulation of activity proposals in the plan.
- Similarly, the elaboration of the role of the DIET represents the linking up of activity proposal with institutional needs.
- The identification of the island villages in Pulicat and fishermen children as requiring specific and focuses educational strategies is in line with the equity focus of DPEP.

The district planning teams need to consider the following issues for effective implementation of DPEP :

- Developing a more explicit gender strategy in the plan than outlined at present. This could be done keeping in mind the need for gender sensitization trainings, involvement of community specially women's group in enrollment of the girl child.
- The district group also needs to deliberate on the issue of additional teachers with community support in view of the legal ramifications of the same.
- The management structure at the district level needs to be carefully delineated with roles and responsibilities for each position.
- Thought needs to be given on the development of the DRCs their role, and link ups between DIET, TCs, and DRCs.
- The strategies on tribal education need to be firmed up.

Kurnool District

The plan is characterized by the high quality of thinking that has informed the planning process in Kurnool. Significant changes have taken place since pre-appraisal. The core strength of the plan lies in its commitment to community participation in the planning and implementation processes.

- There is a clear analysis in the plans of the existing constraints affecting primary education. The plans also examine in particular the constraints which impact on girls education and some of the disadvantaged groups.

- The analysis of educational statistics has been used to carefully identify the villages to be targeted for new buildings.
- The plans have sought convergence with other services in creative ways, to assist in solving problems.

On the whole , the plan has been able to identify clearly the main problems (low levels of literacy , low enrollment , and high dropout) , the places where these problems are the greatest both in general terms and with respect to disadvantaged groups , and it outlines the main elements of a plan to meet DPEP objectives.

Some of the areas where the plan needs strengthening are:

- Indicators for many of the outputs and objectives would have to be clearly provided. Systems will have to be devised for measuring the indicators and reporting on them.
- The plans must show more clearly the link between each of the main expenditure items, the activities to be supported , the outputs that will be produced and the impact they will have.
- The plans must include a clearer discussion of the priorities for spending a budget that is not large enough to meet all the needs identified.
- The plans must include in greater depth the needs of STs and how they can best be met;
- Prepare financial projections of non DPEP plan and non plan expenditure on basic education;
- Recognise and make provision for more detailed planning of the main project components, including :
 - ⇒ a detailed plan for improving the performance of teachers and school, including an assessment of the adequacy of management systems and structures for achieving it and the identification of ways to improve management;
 - ⇒ a detailed plan for capacity creation in DIFTS and elsewhere to support the VECs and other key innovations;
 - ⇒ a detailed plan for monitoring and evaluation and the associated creation and training ;

District Vizianagram

Substantial progress has been in reviewing the planned document since preappraisal. Particularly noteworthy is the progress that has been in developing the participatory approach to the planning process. The plan document makes an excellent analysis of planning school locations, and has made substantial effort in the direction of linking analysis of existing problems to proposed project interventions. The project document provides an excellent description of the planning process.

Two priorities for improving the plan are :

- New thinking on SC/STs and Gender so that strong chapter can be produced on these topics at present the plan focusses exclusively on access
- Describing how each intervention has to be implemented and, in the case of quality improvement why you have selected the interventions described in the plan.

In general the plan would be benefit form a tighter structure and incorporating verifiable statistics.

Some specific proposals that need looking into are as follows :

- The provision of additional teachers. A Criteria needs to be elaborated on how school and communities are to be selected to benefit from additional teachers. The additionality criteria needs to be ensured.
- The district management structure - DPO needs to be planned for, and costed.
- It would be useful to have an explanation for the large number of schools to be provided.
- Specific thoughts needs to be developed in terms of how community participation is to be sustained.
- The teacher training programme should be specific on what courses to run, who would run.
- Measures to strengthen the DIET need to concentrate more on capacity enhancement then physical provision.

Logical Framework Training Workshops

Delhi, 10-11 October 1995; Hyderabad 16-18 October 1995

Within the mission, two workshops on the Logical Framework approach to planning were held: one in Delhi, during 10-11 October inclusive; and the other in Hyderabad, during 16-18 October inclusive. The Delhi workshop was attended by key resource persons from district and state planning teams from Andhra Pradesh, one representative from West Bengal and members of the Technical Support Group. The Hyderabad workshop was attended by the planning teams of the five DPEP districts in Andhra Pradesh, together with representatives of the planning team preparing the state component plan.

The Delhi workshop was facilitated by Dr Zaidi, and Ms R Srivastava, representing GOI; and Dr A Davison and Dr D Smawfield, representing ODA. The Hyderabad workshop was facilitated by Dr Davison and Dr Smawfield, together with those key resource persons from Andhra Pradesh who had attended the workshop in Delhi.

The preparation of a project summary in logical framework form is an ODA requirement for project approval purposes and this was one of the reasons for convening the workshops. Additionally, however, the principles of the logical framework and associated techniques were felt to constitute useful practical planning knowledge which the district and state planning teams would benefit from having exposure to. The workshops were also approached, therefore, as a capacity building opportunity to provide planners with additional planning tools and skills.

The workshops provided an overview of the Logical Framework, including the "geography" of the matrix and its internal logic. The logical framework terminology and associated concepts of "goal", "purpose", "outputs" and "activities", constituting the "narrative summary" column of the framework, were introduced. Issues of "cause and effect" were dealt with at some length. The logical framework concepts of "objectively verifiable indicators", "means of verification" and important "assumptions and risks" were also introduced. In Delhi, workshop participants were provided with opportunities to draft their own "narrative summary" statements and "indicators" in order to develop their skills and also to complete sample statements for inclusion in the two right hand columns of the matrix: "means of verification" and important "assumptions and risks". Sessions were also held on the management of "assumptions" within the logframe. DPEP themes of "Teacher Training", "Gender" and "Civil Works" were used for all of the above practical exercises. In Hyderabad, the same theoretical and practical principles and techniques were introduced as in Delhi. However, workshop participants used their own district plans as the basis for developing their logframes.

Participants in both workshops were also introduced to the concept and techniques of producing "problem trees" and translating these into "objective trees". The workshops also showed how the **process** of producing the logical framework could facilitate planning and how the end **product** could not only be used as planning document but also as a useful tool for project implementation, monitoring and

evaluation.

Feedback obtained from the two workshops was extremely positive. For the Delhi workshop, confidential evaluation returns revealed that 100 per cent of participants had become convinced that the logical framework was a "Useful" or "Extremely Useful" tool for planning, monitoring and evaluation. Moreover, as a result of the workshops, 94 per cent of respondents felt they had gained sufficient knowledge and skills to be either "Confident" or "Very Confident" in using the Logical Framework approach in future.

By the end of the Hyderabad workshop, 96 per cent of participants considered the logical framework a "Useful" or "Extremely Useful" tool for planning, monitoring and evaluation. Some 96 per cent of respondents also felt they had gained sufficient knowledge and skill to be either "Confident" or "Very Confident" in using the Logical Framework subsequently. A significant number of participants made the comment that they wished they had received earlier exposure to Logical Framework planning skills. More detailed summaries of both sets of evaluations are provided as annexes to this Aide-Memoire, together with a specimen workshop timetable.

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PARTICIPANTS' EVALUATION

Please spend a few minutes completing this form and return it, in the envelope provided, to one of the facilitators. It will help us to evaluate the workshop and to plan better for the future. There is no need to write your name.

1. Before this workshop, what knowledge did you have of the Logical Framework?

SUBSTANTIAL PREVIOUS KNOWLEDGE	19%
A LITTLE PREVIOUS KNOWLEDGE	31%
NO PREVIOUS KNOWLEDGE	50%

2. How convinced, or otherwise, have you become of the usefulness of the Logical Framework as a tool for project planning, monitoring and evaluation?

In your opinion, the Logical Framework would appear to be:

VERY USEFUL	6%
USEFUL	94%
ONLY SLIGHTLY USEFUL	0%
NOT AT ALL USEFUL	0%

3. As a result of this workshop (and taking into account any previous knowledge), how confident would you be in using the Logical Framework as a project planning, monitoring and evaluation tool in the future?

VERY CONFIDENT	13%
CONFIDENT	81%
ONLY SLIGHTLY CONFIDENT	6%
NOT AT ALL CONFIDENT	0%

PARTICIPANTS' EVALUATION

Please spend a few minutes completing this form and return it, in the envelope provided, to one of the facilitators. It will help us to evaluate the workshop and to plan better for the future. There is no need to write your name.

1. Before this workshop, what knowledge did you have of the Logical Framework?

SUBSTANTIAL PREVIOUS KNOWLEDGE	1	4%
A LITTLE PREVIOUS KNOWLEDGE	13	54%
NO PREVIOUS KNOWLEDGE	10	42%

2. How convinced, or otherwise, have you become of the usefulness of the Logical Framework as a tool for project planning, monitoring and evaluation?

In your opinion, the Logical Framework would appear to be:

VERY USEFUL	15	63%
USEFUL	8	33%
ONLY SLIGHTLY USEFUL	1	4%
NOT AT ALL USEFUL	0	0%

3. As a result of this workshop (and taking into account any previous knowledge), how confident would you be in using the Logical Framework as a project planning, monitoring and evaluation tool in the future?

VERY CONFIDENT	5	21%
CONFIDENT	18	75%
ONLY SLIGHTLY CONFIDENT	1	4%
NOT AT ALL CONFIDENT	0	0%

4. What three aspects of this workshop (if any) did YOU find **most** useful?

- (i)
- (ii)
- (iii)

5. What three aspects of this workshop (if any) did YOU find **least** useful?

- (i)
- (ii)
- (iii)

6. How could this workshop have been made better?

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7. Should you wish, please make any other comments or suggestions arising from your participation in the workshop:

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THANK YOU FOR COMPLETING THIS EVALUATION QUESTIONNAIRE

**LOGICAL FRAMEWORK, THREE-DAY WORKSHOP
HYDERABAD, 16-18 OCTOBER 1995**

DAY ONE

Monday 16 October

- 10.30 - 10.45 Introduction
- 10.45 - 11.15 Reasons for Project Success and Failures
How the Logical framework can help
- 11.15 - 11.45 Overview of the Logical Framework
- 11.45 - 12.00 Tea/coffee break
- 12.00 - 1.45 Overview of the Logical Framework continued
- 1.45 - 2.30 Lunch
- 2.30 - 2.35 Summary review of the morning
- 2.35 - 3.00 Identification of themes for problem solving activity
- 3.00 - 5.20 Presentation: Problem identification
"Problem/Objective Tree" techniques
Group work
- 5.20 - 5.30 Summary/Review of the day

DAY TWO

Tuesday 17 October

- 10.00 - 10.45 Reporting Back: Problem/Objective Trees
- 10.45 - 11.30 Goal and Purpose Statements
- 11.30 - 11.45 Tea/coffee break
- 11.45 - 1.30 Outputs/Activities [First Set]:
- Planning and Management
 - Civil Works
 - Teacher Training/Recruitment
 - Books and Materials
- 1.30 - 2.15 Lunch
- 2.15 - 3.00 Reporting Back: Outputs/Activities [First Set]
- 3.00 - 3.40 Outputs and Activities [Second Set]:
- Gender
 - SCs/STs/Minorities/Other disadvantaged groups
 - NFE
 - Community Participation
- 3.40 - 3.55 Tea/Coffee break
- 3.55 - 4.50 Outputs and Activities [Second Set] continued
- 4.50 - 5.00 Summary/Review of the day

DAY THREE

Wednesday 18 October

- | | |
|---------------|--|
| 10.00 - 10.40 | Reporting Back: Outputs and Activities [Second Set] |
| 10.40 - 11.40 | Assumptions and Risks
Presentation
Exercise (Group Work) |
| 11.40 - 11.55 | Tea/coffee break |
| 11.55 - 12.30 | Reporting Back: Assumptions and Risks |
| 12.30 - 1.30 | Indicators: Presentation |
| 1.30 - 2.15 | Lunch |
| 2.15 - 3.45 | Indicators: Group Work |
| 3.45 - 4.00 | Tea/coffee break |
| 4.00 - 4.40 | Reporting Back: Indicators |
| 4.40 - 4.50 | Summary/Review of the Workshop |
| 4.50 - 5.00 | Evaluation |
| 5.00 | Workshop Ends |

ANDHRA PRADESH DPEP STATE PLAN PROPOSAL

Observations for internal discussions

These observations are based on an analysis of the plan proposals for DPEP, state and districts, interactions with officials, institutions, and others associated with planning for DPEP, and visit to district Warangal.

The following appear to be noteworthy features of the state plan and district plans:

- Substantial microplanning activities have been undertaken in each of the districts with organised training of resource persons for the purpose. As a result, the plans mention the existence of village plans and mandal plans for each village and mandal under DPEP. This is a testimony to extensive and intensive community participation in the planning process.
- The institutional capacity for DPEP delivery is enhanced on account of the APPEP experience. The teacher centres are effective sub-district structures engaged in the delivery of quality inputs in the teaching learning process. A number of inputs have also been made at the DIET level in the course of APPEP.
- The district plans, specifically, the situation analysis in each of them, represent a considerable amount of diversity across districts.
- In the state plan, the plan for academic supervision by a panel is an attempt at addressing an area of weakness of the PE system.
- The baseline studies are complete and its results available with the state and district planning teams. This is a potential strength for planning.

The state plan shows a considerable improvement from the draft proposals of preappraisal. A number of steps have also been taken for capacity building in planning since pre-appraisal.

The appraisal process would seek to scrutinize the plans in line with the DPEP guidelines, the logic of activity proposals in line with stated objectives of DPEP, and seek to assess the initial implementation capacity for DPEP. The pre-appraisal aide-memoire and the DPEP guidelines are indicative of these concerns.

A number of issues have been expressed implicitly in the plan documents. However, explicit statements on these would aid the appraisal process:

- The proposals need to be stated as activities with a clear statement of the objective, content, implementing agency, and targeted beneficiaries of the activity. The state plan needs to clearly state the number of children it seeks to cover under each- formal school, NFE, and back to school. The proposal for model villages needs to clearly state the link up with DPEP objectives, criteria for district selection, envisaged linkages of this model village

- The principle of additionality needs to be borne in mind while planning for PEP activities and structures. To this end, it is important to clearly state the management structure of PEP at the district level with a clear delineation of roles responsibilities and linkages in each of the district plans. Also, the existing teacher vacancies based on the norm of a teacher pupil ratio of 1:40 need to be filled up before the advantages of additionality under DPEP can be utilized.
- The state plan proposal under DPEP talks of "state level interventions". Activities in the district form part of a district plan. The proposal for model villages, therefore, clearly form a part of the district level activities. Similarly, campaigns by district Zilla Saksharata Samitis (costed in the state component at 7 lakhs) need to be stated as a part of the district plan proposal.
- The state plan needs to elaborate the mechanism of flow of funds from the society level downwards to the DPIUs and the VECs. Placing of funds at the disposal of district collectors is not admissible under DPEP norms.
- The costing of the district plans is standardized and a number of activity proposals in the district plans are not costed for in the annexe for the same in the state plan document.
- The Civil Works activities proposed at the state level would have to be adjusted to the district allocations (24% ceiling) as DPEP does not envisage civil works at the state level. Civil works costs would also include supervision and trainings for civil works.
- The state plan and district plans talk of a number of gender interventions such as a department of girls education in the SCERT, increasing the number of only for girls NFE, and link up with other groups working with women in the grassroots level (such as AP Mahila Samatha, thrift and credit groups). However, the link up activities with these groups is not clear. Also, even though the plan proposes the extension of the Mahila Samatha coverage, the same has not been costed for. Issues such as gender sensitization training do not find a mention.

By appraisal, a firm outline of the state level interventions on gender need to be made available, as also a schedule for developing and presenting the district level strategies in this regard.

**A SUMMARY RECORD OF THE INFORMAL DISCUSSIONS
ON THE KARIMNAGAR DISTRICT PLAN**

1. The following remarks provide a summary of the informal feedback given to member of the planning team in Hyderabad on 19 October following the visit made to Karimnagar district 13-14 October 1995 by a joint GOI/ODA team and analysis of the draft district plan made available on 13 October. They are based on the best professional judgement of the two visiting team members and do not necessarily reflect the views of the forthcoming Appraisal Mission.

Introduction

2. Progress made in refining the plan document since the pre-appraisal mission in January/February 95 has been very substantial and the district team are to be congratulated on the considerable effort that they have made. The team were particularly impressed by the progress that has been made in developing a genuinely participatory approach to the planning process, comments on which are attached in Appendix A. It is also pleasing to note that the principal findings of the baseline achievement survey have been incorporated into the plan, thereby giving a more rounded analyses of the present status of basic education in relation to DPEP and of project objectives.
3. The following comments must be read in the light of the positive evaluation. They are intended to serve as useful advice designed to enable the district team to further clarify its approach to DPEP.

The current situation

4. The principal thrust areas of DPEP are access, enrolment/retention, achievement and equity, the latter with particular reference to girls, SCs and STs.
5. The plan had considerable data on the present status of primary education, but it is currently found in two separate places, namely PP 2-10 and 29-45 (excluding pages 41-42). It would be easier for the reader if the statistical analysis contained in these sections were to be consolidated in Chapter 2 under the present status of primary education. This would avoid repetition. Enrolment data, for example, is presented on both page 4 and page 38.
6. On pages 3 and 4, the total population of children aged 6-11 and total gross enrolment is stated to be 428,917 and 356,427 respectively, while on page 38, the figures are 473,467 and 308,645. It is important to clarify the basic data to ensure that progress made by the project on enrolment is derived from an accurate baseline.
7. Given that DPEP is targeted towards girls, SC and ST, as well as other groups with lower participation rates, it would be useful if a single consolidated table could be

produced (perhaps using the format given out in the log frame workshop so that the reader can review the most important enrolment indicators at a glance. This might usefully be followed by brief comments on the equity issue highlighting the gap between girls and boys, the relatively favorable participation rates of SC boys and girls, and the poor participation rates of ST boys and girls, particularly the latter. This would set the scene for the strategies to follow.

8. Achievement data is rightly broken down by gender which, interestingly show little gender difference, but lower scores in urban than rural schools. Should this be taken into account in framing strategies. A breakdown of the achievements of SC and STs should be included if possible to complete the analysis as any marked differences may affect priorities for the provision of additional teachers and teacher training strategies.

9. Drop out rates appear to have been calculated from gross enrolment figures. This is misleading because the number of under age children in Class I boosts the number in that class and makes the drop out rate appear much higher than is actually the case. A more accurate means of calculating drop out would be to take the number of children aged 6-11 in each class and calculate the drop out rate accordingly. This may be impossible to do in detail. If this is the case a rough rule of thumb (based on data from the 1986 All India Educational Survey) would be to assume that about 40% of the children in Class I are under age and revise the drop out rate calculations accordingly.

Vision

10. A concise and clear vision statement would be very helpful, such as that produced by Warangal. Alternatively you could write a statement based upon the indicators in your logframe at purpose and output levels. These indicators will contain your quantitative and qualitative targets. They will include the additional number of children to be enrolled, broken down by gender and preferably by community (bearing in mind the DPEP guidelines to reduce differentials to 5%. Is this possible in the case of tribal girls?) You will also have measures of increased achievement, access and QOT indicators against each of your outputs. It would be useful to distinguish those outputs which require a general effort across the district (e.g many of the activities to improve school effectiveness) from those which require particular targeting of girls, SCs, STs or beedi workers (e.g selection of communities for new classes or schools; new teachers, special efforts for repeated mobilisation etc)

Strategies

11. At present, the strategies which will be employed to move from where you are now to where you aim to be (the vision statement) are somewhat scattered. They are found in IV

a, IV b (a little), IV c, VII a, VII b, VIII, IX and X. It would be useful if they were to be grouped together, following the same order as at present except that community participation and low cost alternative technology could come first. This is because discussion of these strategies to some extent underpins the subsequent analysis of gender, SC/ST and the present Chapter X.

General comments on strategies

12. The strategies presented show that a lot of hard thinking and analysis has been done for which the team are to be congratulated. It was particularly pleasing to note the range of strategies targeted at girls, the identification of two additional disadvantaged groups (beedi workers children and the handicapped) and the importance accorded to community mobilisation.
13. It is felt that the analysis of strategies would be strengthened by the following:
 - 13.1 The analysis of the present situation clearly identified major geographical and social disparities, of which two appear to be particularly important. Firstly, ST children, particularly ST girls, had much lower enrolment / retention ratios than other sectors of the population. Secondly, it is likely that differences between mandals are atleast as high on the gap between ST indices and those of the district as a whole. The strategies should, where appropriate, indicate how efforts are to be targeted geographically (by mandal) and socially (especially ST) in addition to the very helpful strategies suggested for girls.
 - 13.2 The strategies presented say what is to be done but do not always say how it is to be done.
 - 13.3 No targets are given in each section (although they are presented in a later table). This is important because by setting targets a link can be made between the current situation and what will have been achieved by the project (defined in your output and purpose level log frame indicators).

GENDER EQUITY

14. Data on the current situation can be shifted to the Chapter on the current position of primary education.
15. The analysis is on why girls are failing to attend school (Page 37-2) is very helpful, and it is very pleasing to note that the strategies described are linked closely to this analysis. The plan could be strengthened in the following ways:
 - 15.1 Much of the effort targeted towards girls will be through community participation. It would be useful to cross-reference with this Chapter to give the

reader a complete picture of what you are attempting to achieve for girls.

- 15.2 There are no specific strategies suggested for ST girls whose GER is only 49.44% (page 38). While community participation is no doubt essential, as are the other gender equity strategies, there is no indication of specific strategies targetted at ST girls.
- 15.3 Access is rightly identified as a problem (p 31), but in the section on school building (p 59) there is no discussion as to how the problem of access for St girls is to be specifically addressed. (see below for further comment). Again, a more extended discussion of targeting the LCAT programme could be cross-referenced to the chapter on gender equity.
- 15.4 The health of girls is rightly mentioned as a problem and the School Health Project is also indicated (p 21). It would be useful to have a brief indication as to how DPEP and APSHP might cover and reinforce one another.
- 15.5 Very useful strategies are outlined on pages 31-2, all of which are entirely appropriate. It would be helpful of the section were expanded by a description of how the strategies are to be implemented. The questions to be answered include **where efforts are to be targeted**; how existing constraints (e.g. for recruiting women teachers) are to be overcome; how many ECCE centres, female teachers, awareness campaigns, gender sensitisation courses.
- 15.6 ECCEs are rightly emphasised is being critical for enrolling and retaining girls. The reader needs to know how many are planned; **where** they are to be located (if possible by means of a map showing how many ECCEs are to be set up in each mandal, which can be cross-referred with mandal data); **what** a well functioning ECCE will look like; staff, play-kits, activities, preparation of school, learning objectives (if possible); the activities which will be necessary to create a well functioning centre.

SC and ST Education

16. Access is rightly mentioned as an issue (p 37) but no details are given as to what the current problems of access are (small, scattered hamlets, terrain, inaccessibility etc.), nor therefore are strategies outlined to deal with these problems. This could be covered in the chapter on buildings.
17. The plan rightly stresses the need for more teachers, but does not say how existing problems are to be overcome. **How** are teachers to be persuaded to work in remote hamlets? **What sort of teachers** (non-tribal; tribal; para-teachers?).

rates of participation and access should be favoured.

How the buildings are to be constructed. Plans are being developed at State Level for collaboration with the housing corporation and it is therefore suggested that writing this section be delayed until the plans are more clearly formulated.

What unit cost reduction targets will be achieved by the use of LCAT.

Strengthening of DIET

5. There are, rightly, detailed proposals for additional physical facilities but there is no indication how the provision of such facilities will strengthen the DIETs. For what purpose are they to be provided?
6. The section does not consider what role the DIET should play in the implementation of DPEP nor the degree to which it is presently equipped to play such a role. The latter is understandable as many of the measures to strengthen DIETs have to be initiated at the State Level (appointment of staff's building the capability of DIET staff). Nevertheless it would be helpful to have a description of the functions of the DIET in DPEP, the skills that they will need to have in carrying out those functions, and therefore the measures that need to be taken to ensure that the DIET can effectively discharge its functions.

Capacity Building

27. This section is very strong. The target groups are clearly identified; the course durations clearly specified and the course content outlined at the right level of detail. Well done.
28. Some thought needs to be given to the training needs of DIET staff (and their recruitment) before the teacher training programme commences. The team is not convinced that the DIET staff and MRPs can presently cover all the course components outlined on Page 70 without additional training.
29. It would be helpful to sequence the training. Not all elements of the training that has been suggested can be covered in one course. What elements should receive priority and why?
30. Some indication should be given as to how the capacity building programme will link with other project initiatives. e.g. revision of textbooks at state level; community mobilisation. There should be provision for training in the use of new textbooks and classroom based pupil evaluation. (The latter is an essential element of MLL strategies).

Planning, Monitoring and Evaluation

31. The DPEP allocation for management has been set at a ceiling of 6%. The plan envisages expenditure of only about 2%. This is certainly too low. Both the Bihar Education Project and APPEP have spent about 6% of total expenditure on management. More staff at the APO and DIETs will be needed to deliver the project. The team may also wish to consider whether staffing provision needs to be made at mandal level, particularly those with very low current participation rates and on which much activity will be focussed.
32. It is very pleasing to note the suggestion that a girl child development and promotion officer be appointed to the DPO. Additional staff could be considered with a background in Education (MRPs successful classroom experience, particularly of multigrade situations), a tribal specialist and strengthen administration support to undertake the detailed planning that will be required.

Annual Work Plan and Budget

33. It is an appraisal expectation that a detailed annual work plan and budget for Year One will have been formulated as a separate project document. This among other things should contain a comprehensive strategy plan of all activities to be undertaken with first year of the project in the detail indicated above. The activities exercise that you have conducted with log frame workshop will assist this process. The plan show when all activities will take place, preferably in the form of a GANTT chart. It would be unwise to attempt too much. Setting up the APO will be first priority.

NFE and NGOs

34. The present status of NFE is perhaps not sufficiently known, who are the pupils who join NFE centres? What motivates them to join and why do other drop outs, working children not join? What is the quality of NFE instruction? What should NFE centres aim to achieve? The same as the formal system? Less? What possibilities exist for NFE children to re-enrol in the formal system? What are the obstacles for their so doing?
35. It is suggested that you plan for an NFE study in the first year of implementation and that this is explicitly mentioned in the draft plan.
36. A useful list of possible NGOs, is included. What functions will they perform in the implementation of DPEP? Is there a budgetary allocation to pay to their services?

KURNOOL DISTRICT PLAN

GENERAL COMMENTS

The plan is characterised by the high quality of thinking which has informed the process in Kurnool. Significant changes have taken place since the previous draft report and the authors are to be congratulated.

There is clear analysis within the plan of the existing constraints affecting primary education. The plan outlines clearly the problems which are specific to Kurnool and the way in which issues are to be addressed in order to achieve DPEP objectives. Great care has been taken to disaggregate data so that it is possible to determine where the areas of greatest need lie. There is some need to cross reference data quoted in the report which does not always correlate (numbers of habitations without schools and numbers of schools without buildings pages 4,49,54,102 but this is a comparatively minor issue and does not effect the thrust of the analysis)

Through a series of comparisons; of enrolment, attendance, drop out, literacy levels etc. it has been possible to identify and determine which villages will be targeted for new buildings. It might be helpful if, in the final document, a map or series of maps, demonstrating how the siting of schools and enhancement of existing buildings will offer increased opportunity for access to SCs , STs communities were to be included. This would assist the appraisal process enormously.

What the plan also examines is the constraints which impact on girls education in particular and some of the factors affecting other disadvantaged groups. A broad strategy for improving access and retention for girls, scheduled castes, scheduled tribes, the physically disabled and Muslim minorities, is implicit in the plan, which would now benefit from some detailed analysis of how activities planned will lead to outputs and what targets are to be met each year.

The core strength of the Kurnool plan lies in its commitment to community participation in the planning and implementation process and the extent to which new avenues are to be explored. Progress towards decentralisation has been particularly impressive. Already there is significant effort being demonstrated that planners are working with local communities to ensure that all voices are heard and there is explicit commitment in this district plan to ensuring that DPEP will reach the hitherto unreached.

Work has already been undertaken to mobilise communities and a number of different strategies for doing this have been identified. Campaigns have already achieved a significant degree of success, which is already demonstrated in the levels of commitment received from villages and itemised in detail, in the plan, to provide specific, contributions from individuals and groups within the community, to improving primary education. This

commitment is a precious commodity and another form of additionality which will ensure that Kurnool maximises the opportunities DPEP funding offers.

What is not explicitly acknowledged is that the allocation level of district funding under DPEP is likely to constrain the measure of success possible. However the transference to communities of some aspects of responsibility and ownership does in some measure recognise the problem.

In a sense the adoption of alternative technology for building programme is an indicator of how interested the district is in stretching funds to their limits. There are many other interesting ideas within the plan identifying issues which will need to be tackled.

It may, however, be necessary to be more explicit about what the priorities for funding will be, given the limitation on resources and what the essential components of increased educational effectiveness are. This will require more tightly calculated unit costing exercises and also recognition of the impact of population growth on calculations, which does not seem to be factored in to the current plan.

There are very practical suggestions here about providing training for VECs, specification of their functions and a commitment to supporting the role of the VECs as they assume the functions designated them through the decentralisation process. There is also clarity in the description of three tier systems of management and function within DPEP committees, less about the interface between them.

There will need to be some consideration of the nature of training needs and the skills to be imparted, during the project, as part of the refinement of the planning process.

What is most praiseworthy is the way in which planning has sought convergence with other services in creative ways, to assist in addressing problems. Through engaging existing womens organisations and groups, such as the Podopu Lakshmi there is the intention of mobilising women and educating mothers about the value of education for their daughters. NGO help is also to be enlisted and there is an audit of NGO capability emerging in the plan which will prove invaluable in the quest to maximise resources. Health Services and the Schools Health project are also recognised as underpinning the planning process, to raise the quality of interaction between child and teacher and to empower the teacher with knowledge to reduce ill health and absenteeism. ITIs, Polytechnics the District Employment Office and Industry department are to be involved in the development of non formal education programmes.

The plan sees the vital importance of the child /teacher relationship and the need to nurture an education environment Whereas early childhood education is acknowledged as a means of releasing girl children from sibling care, there could be more investigation of its benefits in preparing children and guardians

for continuous involvement in education. Given limited funding the cost/benefits need to be carefully weighed and there may be considerable benefits from investment in this aspect of education.

The same could be said for the exact component activities which will contribute to raising quality in the classroom and enhance retention rates. There is little in the plan explicitly about teacher education, though this can be understood in the context of APPEP and the acceptance of the strategy and methodology encapsulated therein. Some further thought does need to be invested in how DIETS and teachers centres can be strengthened to provide the necessary lead and support.

One aspect of which there is little sign in the plans is the whole area of institutional management. (There is just a hint that management and monitoring are considered synonymous) The Appraisal will want to see attention given to management capability and institutional capacity being developed during the DPEP project which will be able to sustain success after the funding ends.

The school itself is one of those institutions and either at state or district level some consideration needs to be given to a potential new role for the Headteacher and all that might entail.

There is recognition within the plan, of the potential role non formal education could play in supporting the formal system and openness to new initiatives and ways of working, though cost saving does not appear to be a priority reason for such consideration.

In the suggestion that data collection should take place in five mandals with differentiated characteristics, including Koikuntia which was not covered by APPEP, there is an understanding of the need to monitor and measure impact and the beginnings of a methodology required to achieve this. The plan mentions several times the need for appropriate monitoring and evaluation systems. It would profit Kurnool to give further thought to plans for evaluation and consideration of the kinds of information which will be useful to the planners involved in reviewing progress towards DPEP objectives.

One area to which some thought has clearly been given, but may need further development, is in the attention given to Schedule Tribe education. Where the plan is strong is in the recognition that there are a range of issues to be addressed including the development of an appropriate curriculum and the need for linkage between the curriculum and the cultural pattern of life, to reduce the polarity between home and mainstream school as well as the linguistic issues which surround the issue of relevant and appropriate education for Scheduled Tribes. It is also always very sensible to acknowledge, as Kurnool does, where a system is inadequate to meet needs. This indicates analytical capability. What needs some further thought is, how these needs can be addressed within DPEP. Some thought has been given to where teachers in Kannada and Urdu medium can get training outside of

AP, but this needs to be formulated more specifically into one of a range of proposals for tribal education within the plan.

The next stage will take planning into the annual work plan for the first year of the project. This will need to take account of detailed costings for priority elements, sequencing of activities and a time frame in which they will occur, and against which progress can be measured. In order to do this effectively there will be a need for financial forecasting, to include calculations of funding available both within and outside DPEP.

Finally, it is acknowledged universally that planning is an on going process, which will be subject to refinement, modification and revision. No plan can ever be perfect in all aspects. Kurnool has made impressive strides and has presented well.

Some of the issues with which the Formal GoI/ODA Appraisal will concern itself, are reflected in what has just been articulated and in the attached summary, as matters for the Kurnool planning team to consider further. These are presented in as constructive manner as possible, bearing in mind the quality of the work already undertaken and in appreciation of all the hard work reflected here, which give great cause for optimism. My personal view, (I cannot anticipate the views of the Appraisal team) at this point in time, is that there is a little bit of road still to travel, but Kurnool is well down the track.

Barbara Payne.

ODA : Senior Education Adviser

19th October 1995

October

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Technology Administration,
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New Delhi-110016
DOC. No. D-8933
Date 14-12-95

Strong Points

1. A good analysis of data on location of existing schools, literacy, enrollment, retention and drop out;
2. Clear identification of the problem ie low levels of literacy, low enrollment and high drop out; clear identification of the places where these problems are greatest both in general terms and with respect to disadvantaged groups (women, SCs and STs)
3. Identification of locations where there is no existing school;
4. Outline identification of many of the main elements of a plan to meet DPEP objectives (ie training of teachers, increased number of classrooms and schools, increased provision of ECCE, changes to the school timetable);

Weak points

5. No indicators are specified for many of the objectives and outputs;
6. Weak link between the objectives and the financial analysis; it is not clear what the planned expenditure will deliver in terms of outputs;
7. The plan for bringing improved education to STs looks unlikely to succeed;
8. The financial projections do not show existing levels of expenditure in the District and projections of non DPEP plan and non plan expenditure in the District.

How to Improve the Plans

9. Prepare Logical Framework and Indicators at Purpose, Output and Activity levels; design systems for measuring the indicators and reporting on them;
10. Show more clearly the link between each of the main expenditure items, the activities to be supported, the outputs that will be produced and the impact they will have;
11. Include a clearer discussion of priorities for spending a budget that is not large enough to meet all the needs identified;
12. Consider in greater depth the needs of STs and how they can

best be met;

13. Prepare financial projections of non DPEP plan and non plan expenditure on basic education;

14. Recognise and make provision for more detailed planning of the main project components, including:

a. a detailed plan for improving the performance of teachers and schools, including an assessment of the adequacy of management systems and structures for achieving it and the identification of ways to improve management;

b. a detailed plan for capacity creation in DIETS and elsewhere to support the VECS and other key innovations;

c. a detailed plan for monitoring and evaluation and the associated capacity creation and training;

Peter Owen.

ODA Senior Economist

20th October 1995

STRATEGIC ISSUES

Nellore District Plan Proposal for DPEP

These observations are based on an analysis of the Plan document for the district. The analysis is by no means comprehensive and is based on the best professional judgement of members of the national mission of GOI-ODA

The Nellore District plan presents a coherent description of the educational scenario in the district and the possible activities that can be undertaken under DPEP for the achievement of UFE.

The following appear to be the strength of the plan proposal

- The emphasis on sustained participation at the grass root level with the involvement of NGOs, thrift and credit groups of women, MTAs, VECs. 1115 VECs have already been formed and trained at the cluster level
- A number of steps aimed at enhancement of planning capacities at the village and Mandal level have been taken. These have facilitated the process of undertaking sound microplanning activities. A mention must also be made here of the attempt to link up the location of NFE, ECCE centres with microplanning activities.
- The articulation of training needs for DPEP, alongwith an indication of the agency that would impart the training, the schedule etc. is representative of a deliberated formulation of activity proposals in the plan.
- Similarly, the elaboration of the role of the DIET represents the linking up of activity proposals with institutional needs.
- The identification of the island villages in Pulicat as requiring specific and focussed educational strategies is in line with the equity focus of DPEP.

The district planning teams need to consider the following issues for effective implementation of DPEP:

- ♦ Developing a more explicit gender strategy in the plan than outlined at present. This could be done keeping in mind the need for gender sensitization trainings, involvement of community specially women's groups in enrolment of the girl child.
- ♦ The district group also needs to deliberate on the issue of additional teachers with community support in view of the legal ramifications of the same
- ♦ The management structure at the district level needs to be carefully delineated with roles and responsibilities for each position
- ♦ Thought needs to be given on the development of the DRCs, their role, and link ups between DIET, Tcs, and DRCs
- ♦ The strategies on tribal education need to be firmed up

**A Summary Record of informal Discussions
held in Hyderabad, 19 October 1995
on the Nellore District DPEP Draft Plan**

The following remarks provide a summary of the informal feedback given to members of the Nellore District planning team, further to study of the draft plan made available on 16 October 1995. They are based on the best professional judgement of the visiting team members and do not necessarily reflect the views and opinions of the forthcoming Appraisal Mission. Moreover it was not, for example, within the scope of the visit to provide substantive detailed comment on planned civil works components; on project costings or macro-economic considerations, including questions of sustainability; nor on monitoring and evaluation or certain social and institutional considerations.

The progress made in developing and refining the plan document, subsequent to the Joint GOI/ODA pre-appraisal mission in January/February 1995, has been very substantial and the team is enormously impressed. Particularly noteworthy is the degree of community involvement that has underpinned the planning process subsequently, including: door-door surveys; village conventions; establishment of VECs and related training; and, most recently, the large scale micro-planning activity implemented at mandal and village level. It is felt, therefore, that it will be worthwhile presenting one **sample** mandal plan and one village plan as **appendices** to the **revised** draft plan to give the appraisers an insight into quite what has been achieved. The draft plan in its present form has also been strengthened greatly as a result of the incorporation of findings of the Baseline Study now available.

The following further specific comments and observations are made in relation to the order of items and issues as they appear in the draft plan, rather than in order of importance : -

The map, showing mandal subdivisions, prefacing the document is very helpful. It would also be good to have a clear "**Vision Statement**" providing a summary of what the Nellore District Primary Education Project is setting out to achieve. This can be less than one page in length. However, it is also possible that in the revised plan presented for appraisal, the District may wish to place its **Logical Framework** as a preface to the document. If this is done, the need for a separate vision statement is not so important: the LogFrame will comprise a summary of the vision.

It is extremely good to see the data presented on Pages 4, 5 and 6 (Mandals with low female literacy rates, high ST populations, etc). The information is fundamental for formulating project strategies. It would be very helpful to include a further map which, for example, identifies these Mandals. Later in the document, the same map could be repeated with the number of proposed new schools, NFE centres, etc superimposed on each respective Mandal.

On the basis of this information, at some appropriate point in a revised document, it will be important to decide upon and explain how **priorities** have been identified.

This will include a list of **CRITERIA** used for **setting priorities**. For example this might include:

Mandals with low female literacy rates
Mandals with a proportionately high SC population
Mandals with a proportionately high ST population
Mandals with high school drop out rates
Mandals with low school enrolment rates
etc. etc

[Please note: this sample list is not complete and the criteria listed by way of example may not be those which are the most important.]

It will then be necessary to show how this priority list has been used to determine sites for school buildings, NFE activities, etc. (Perhaps a site will be given "number one" priority if a certain number of the criteria apply).

In view of the importance of siting of key interventions, whether they be in the form of new classrooms, new NFE programmes, alternative schooling options for tribal populations, or whatever, **it is recommended that this information is included in the project plan**, possibly as an annex. In other words, the project plan should, for example, include lists of where it is proposed new classrooms and NFE activity will be located, in **order of priority**.

The data presented on pages 17-23 are very important and good to see. There is a vital need, however, to go a critical stage further in the analysis of this particular data set.

The data provide a very good summary of "**WHERE WE ARE NOW**". What first needs to be done in addition, however, is the set of calculations that reflects whatever is the "**VISION STATEMENT**" of the plan. In other words, if targets are to be met, **how many children will be enrolled in formal and non-formal education by the end of the project (including enrolment in the private sector)?**

Using the information of "**WHERE WE ARE NOW**" and "**WHERE WE WANT TO BE**" (the "Vision"), what will then need to be performed is the set of calculations that tells us "**WHAT NEEDS TO BE DONE**" if we are to move from "where we are now" to "where we want to be at the end of the project". **An attempt has been made to clarify this point in the attached diagram**. For example, to meet the project targets, how many extra children will need to be enrolled? How many extra teachers will need to be provided?

When these answers are known, there will be a need to consider what project options exist to make targets achievable/affordable? **It is in this area of analysis that the draft plan in its present form is least strong.** The information/analysis being referred to could be presented in Chapter 7 on "Costings", but it would make more logical sense if it was presented before the chosen strategies are

explained in detail in Chapter 3. It will be helpful if enrolment projections and project targets are presented in summary, accessible form; for example in a table of a somewhat similar kind to the **table attached to these comments for illustrative purposes**.

It is felt that it is important that the plan should include a section which gives some insights to other programmes of an educational nature in the district, or which have an educational component. The section should identify the various implementing agencies doing such work. Information of this kind is especially important to **clarify issues of convergence of services and also to help recognize possible resources that DPEP can draw upon**. It would be especially helpful, for example, to provide brief details of the most important/credible non governmental organisations doing any related work (in terms of their potential to play a part in DPEP), if indeed there are such organisations in Nellore. What education programmes have they had experience conducting? What potential do they have for further expansion? If it were available, information on the **unit costs** of programmes would be extremely valuable. For example, what does it cost these organisations to educate one pupil per year? This information could be very useful in helping to decide what options might be chosen to achieve project targets.

It is good to see the detailed thought that has already been put into training requirements as well as course content, preparation and delivery (Pages 38-41).

Flexible Timing arrangements (referred to on Page 44) could, it is agreed, have enormous potential for improving enrolment and retention, if they were introduced. It may be desirable, however, to reflect further on the "risks" associated with this (eg alienation of teacher organisations). Could any project action be taken to reduce these risks?

THE POSSIBILITY OF USING LOCAL YOUTH AS SUPPLEMENTARY TEACHERS IS AN ESPECIALLY INTERESTING ONE (Pages 41 and 45) . But it is also a good example of the kind of strategy that will need developing in **much greater detail before appraisal**. How much will be the honorarium for supplementary teachers? How many supplementary teachers will be employed? How will this strategy be phased into the project? Will it be included in Year One activities? Will it start on a small scale and then be expanded subject to evaluation? What training will these supplementary teachers require? Who will conduct the training? Will support materials be required ("Supplementary Teachers Guides")? If so, who will develop these? How will supplementary teachers be supervised? Who will be responsible? And so on, and so forth. The appropriate budgetary allocations for all of the above will also have to be made.

The following guidance is offered concerning the degree of detail that should be provided in describing proposed interventions in the plan document. As a general principle, the more important the intervention, the greater should be the detail provided. Secondly, project components that are envisaged to commence early in the project cycle should be planned and described in more detail than

those planned for the middle of the project cycle or towards the end of the project cycle.

In particular, for activities that are envisaged to take place in Year One of the project, the answers to the following kinds of question need to be provided: "How?"; "Who by?"; "What resources are required"? "What **pre-requisites** might there be?" In using the term "pre-requisites" what is being referred to is the **sequence** in which activities might have to be done. Before training can commence, the trainers will need to be identified. Do the trainers themselves need training? Course content will have to be decided upon. Perhaps this will also need to be designed, and so on.

It is an appraisal expectation that a detailed ANNUAL WORKPLAN AND BUDGET for YEAR ONE will have been formulated as a separate project document. This, among other things, should contain a comprehensive strategic plan of all activities to be undertaken in the first year of the project and in the degree of detail indicated above.

In providing further feedback on the interesting idea of using "Supplementary Teachers, it may be worth reflecting on the following:

Would it be desirable, on an experimental basis (in one or two Mandals for example) to make all the Supplementary teachers girl youths? May be these "Supplementary Teachers" could concentrate on helping girl children (or ST children) in the class. This could be part of a gender (or ST strategy).

It might be worth considering whether the "supplementary teacher" could be a school leaver who would volunteer to help at the school for, say, one year. Perhaps such a person could be someone who would not otherwise be able to afford to continue her education? Might it be possible to give an honorarium in **the form of a scholarship for further study, or some such other educational incentive?**

Could literate mothers be encouraged to spend a few hours regularly in the classrooms supporting teachers; again in return for some notional reward -- perhaps the provision of extra assistance to their own children such as pen and pencil sets or other educational materials?

The above suggestions relating to supplementary teachers and classroom assistants are **NOT** made as recommendations (their feasibility and desirability will need much further thought), but merely to highlight the encouragement that is given to search for more effective ways of meeting educational needs and to try alternative approaches.

Indeed, DPEP provides a wonderful opportunity to find ways of doing things with greater efficiency and with reduced unit costs. Whenever activities are being planned, the question should be asked, "can this be approached in more than one way?" If the answer is "Yes", more than one approach will, in many cases, be

worth trying. Subsequent attempts should then be made to monitor and evaluate the two (or more) approaches, especially, with regard to their impact and comparative unit costs. In later stages of the project, if any one approach proves itself clearly to be the best this can be pursued with confidence and the less efficient approaches phased out, with findings of what was learned disseminated to other DPEP districts and states. **A diagram is attached to try to reinforce the point being made.**

If monitoring is to take place, however, in particular concerning what interventions are **most cost-effective and efficient**, this will need to be built into the project plan. Who will do the evaluation? How much will it cost? In other words, there will need to be a budget for this. At this early stage, it may simply be sufficient to make provision in the plan document for such evaluation, however; the details could be worked out at a later stage.

It is also important to stress that **significant room in the budget should be left for scaling up of successful innovations/approaches**. Scaling up cannot take place if the whole Rs40 crore available has already been allocated to other interventions.

It is anticipated that the sections in the draft plan on strategies to achieve targets for **Gender and Scheduled Tribes** will need to be strengthened if appraisal requirements are to be met. Gender sensitisation training for teachers and project staff may wish to be considered as a project intervention. DIETS may have a role to play in developing gender sensitive educational materials, etc. It may also be wished to formulate some strategies for targeting/supporting girls' education that take advantage of the funds available for "Innovations" within DPEP.

There needs to be more precision in the plans about quite what the project's policy/targets will be for recruitment of female project staff, NFE instructors, teachers, "assistant" teachers, etc. **It is understood that further guidance at State level may need to be provided before this can be achieved.** Plans for various committees supporting the implementation of DPEP are also detailed on Pages 46 to 49 of the plan document. **Again, more consideration needs to be given to safeguarding the representation of females on these committees.**

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In summary, it is felt that in preparing for appraisal the following should be areas of attention of greatest priority:

- the need for:
 - analysis of data to quantify the number of children, including **additional** children, the project will impact;

- further analysis on the basis of this information to ascertain whether planned interventions and the available budget will be sufficient to reach these targets;
- adjustment of plans and/or targets to reflect the findings of such an analysis
- the need for further consideration of the roles that NGOs can possibly play in the project implementation process;
- further development of strategies and proposed detailed interventions for targeting girls;
- further development of strategies and proposed detailed interventions for targeting STs;
- further development of strategies and proposed detailed interventions for strengthening and diversifying NFE;
- preparation of a first annual workplan and budget, which will contain far more details about the nature of interventions planned for the first year of the project and quite how they are proposed to be implemented;
- greater stress on the identification and adoption of a range of **alternative** approaches.

It is also noted that the present composition of the district planning team is not without significance in relation to a number of these critical points. It is likely to be very helpful in the revision process, therefore, if the district planning team was to co-opt appropriate stakeholder representatives and/or draw on the expertise of resources of persons with specialist knowledge and experience in certain areas. In other words, the planning document would be likely to be strengthened if it reflected inputs from NGOs, NFE experts, gender experts and someone with a good knowledge of tribal matters as relating to education (an NGO representative?; an officer from the Department of Tribal Welfare?; or, ideally, an educated and articulate ST person). It may also be useful to co-opt the services of a suitably qualified person to undertake the kind of statistical analyses referred to above, if it felt that this capacity is lacking in the existing team.

In concluding these informal comments, it is wished to reiterate the context in which they are made. While they concentrate for the most part in trying to offer guidance as to how the plans can be strengthened further, they are also made on the basis of recognition of how much has been achieved by the District Planning team since pre-appraisal in January/February 1995. The progress has indeed been immense and all those involved in the development of the plan document and in the community participative processes that have underpinned it are to be

highly commended. The team has also appreciated greatly the enormous commitment and enthusiasm displayed by Nellore planning team members in the logical framework training workshop and the excellent first draft Logframes they produced. All of this augurs well for further refinement of a document that the Nellore district team can be extremely proud of and which, ultimately, will provide a very strong foundation for the successful implementation of the District Primary Education Project over the next seven years.

Ms Manisha Priyam, GOI team member
Dr David Smawfield, ODA team member

Hyderabad, 19 October 1995

WHERE WE WANT TO BE
(THE VISION)

WHERE WE ARE NOW
eg: No. of teachers
No. of children enrolled

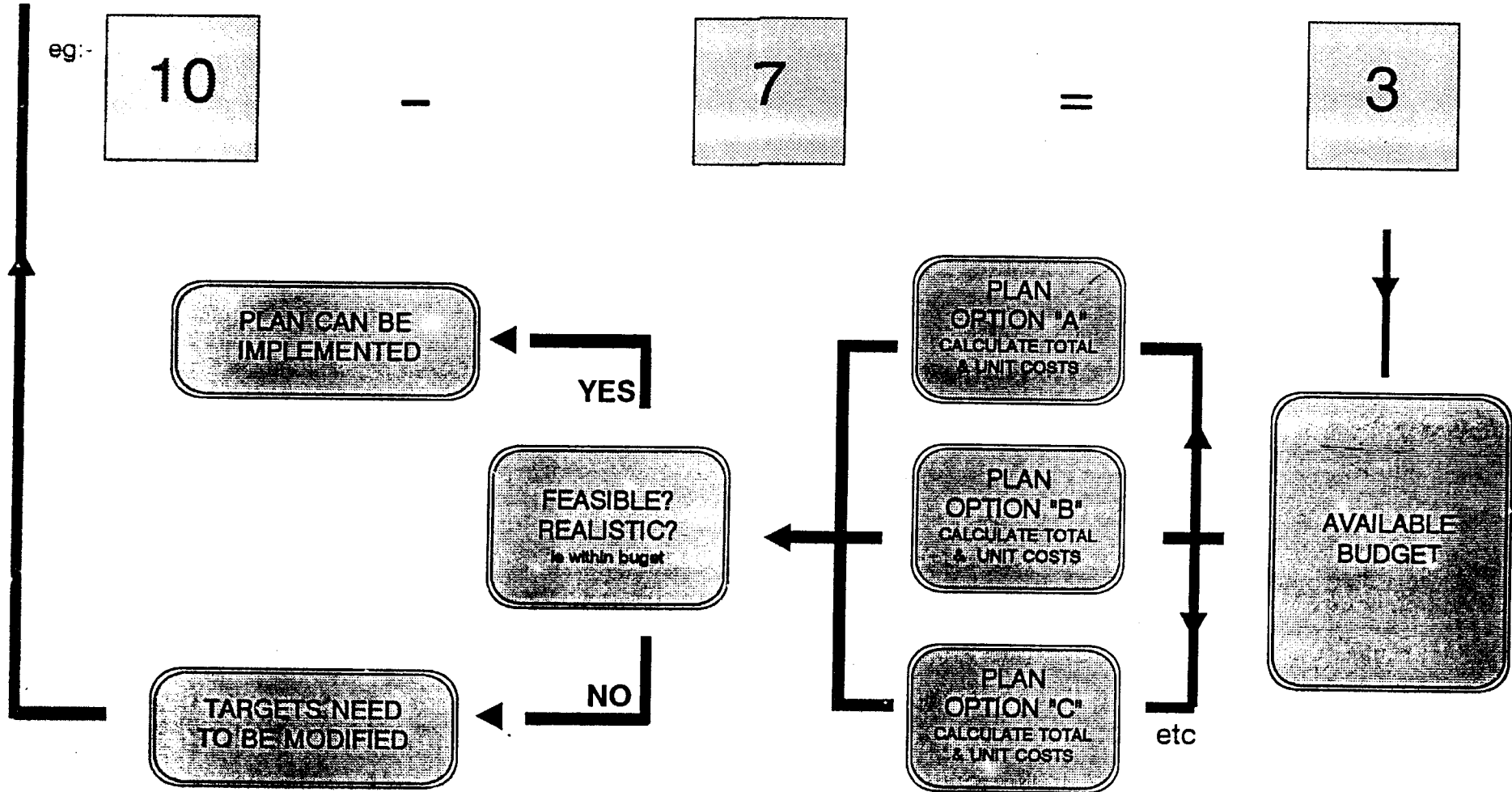
WHAT NEEDS TO BE DONE
eg: No. of extra teachers
No. of extra children

eg:-

10

7

3



Age Group 6 - 11 years		Actual Population	Actual Enrolment	(NER) Actual % Enrolment [F+NFE+P]	Projected Population	TARGETS		
						Enrolment	(NER) % Enrolment	Extra Children
Children	F	"x"	"a"	$\frac{(a+c+e)}{x} \times 100$	"y"	"b"	$\frac{(b+d+f)}{y} \times 100$	b - a
	NFE		"c"			"d"		d - c
	P		"e"			"f"		f - e
Boys	F							etc
	NFE							
	P							
Girls	F							
	NFE							
	P							
SCs *	F							
	NFE							
	P							
STs *	F							
	NFE							
	P							

NB: The shaded boxes are the most essential data for project planning. The number balance between extra children in Formal Education and NFE will possibly be influenced by budgetary constraints.

* Ideally, these data should also be disaggregated for girls and boys.

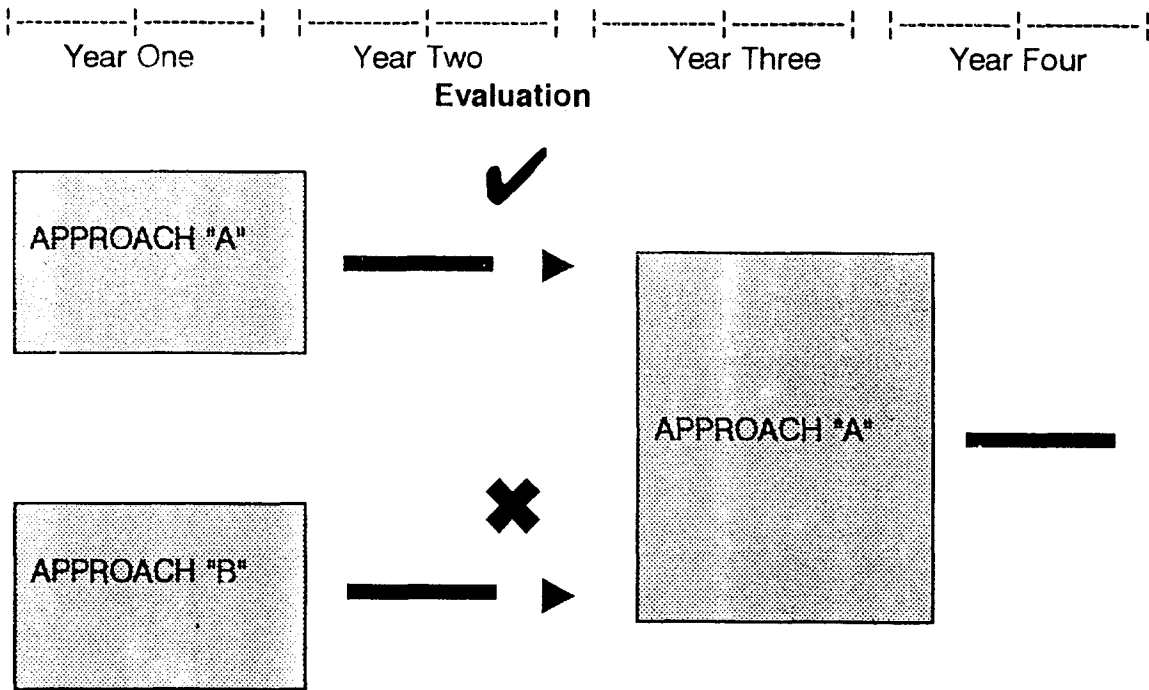
NER = Net Enrolment Ratio

F = (Government) Formal Education Primary Schools

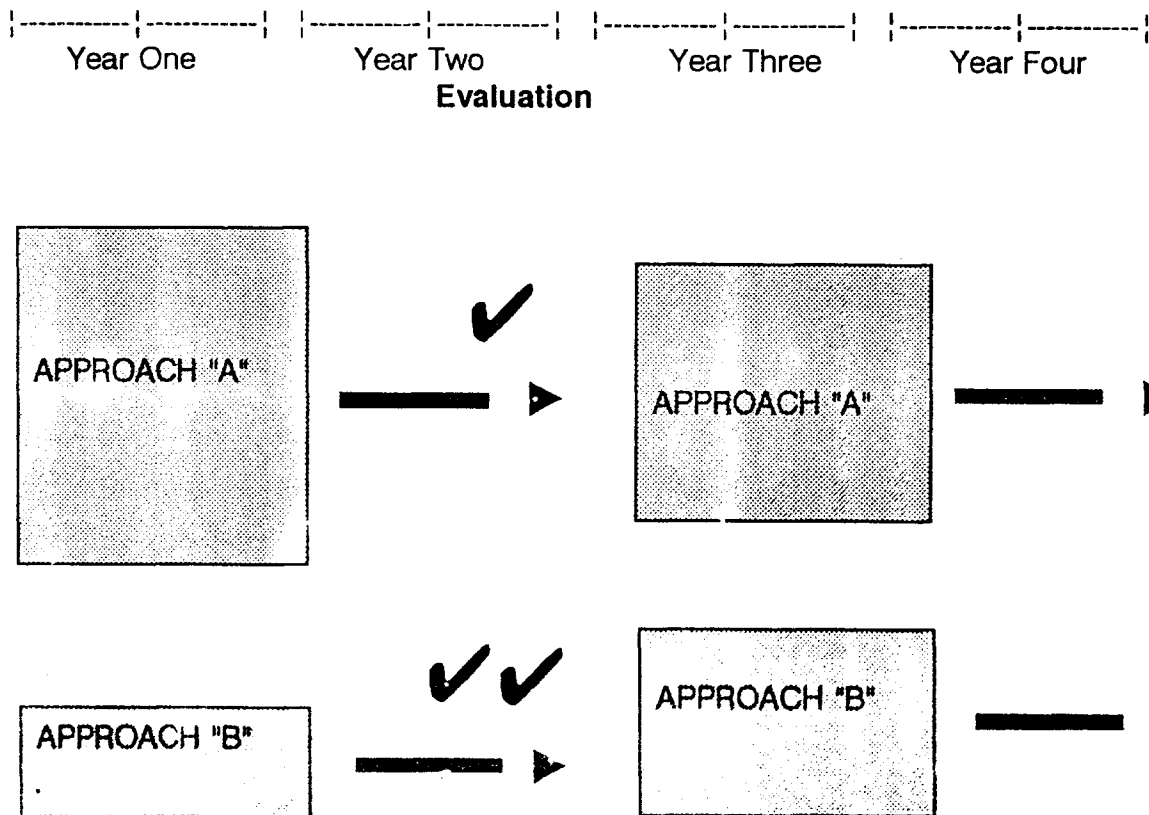
NFE = Non Formal Education

P = Private Schools

ACTIVITY ONE eg "Teacher Training"



ACTIVITY TWO eg "Civil Works" or "NFE"



SUMMARY OF STRATEGIC ISSUES

District Warangal
13-14 October 1995

The following were noticed by the team to be the positive indicators for DPEP

- Substantial Micro Planning activities have been undertaken at the village and mandal level. At the district, plans for every village and mandal in the district were seen by the team. These are a testimony to the initiation of an intensive planning process that bases itself on community participation.
- The institutional capacity for DPEP implementation appears to be strong. The process of APPEP implementation has laid the basis for convergent thinking between the various government departments and agencies that are to be partners for DPEP implementation. The contribution of APPEP is also noticeable at the level of the DIET and the vibrant teacher centres.
- The results of the baseline survey have been incorporated in the district plans. DIET and district level NGOs have been involved in the conduct of the surveys. As a result, the baseline study and its findings are understood by the district team including the NGOs.

As a general overall reflection, the plans will need improvement on the following issues and areas by appraisal:

- ⇒ Proposals for infrastructure need to justify themselves in terms of activities. The activities need to clearly spell out the targeted beneficiaries, the goal of the activity, what will be done, the implementing agency, and the focus of the activity in terms of DPEP targets.
- ⇒ The DPEP principle of additionality needs to be borne in mind in all aspects of planning for DPEP. Specifically, the proposal for local teachers with community support needs to be given a rethinking in the light of the numbers of existing teacher vacancy situation based on the norm of a student teacher ratio of 1:40.
- ⇒ While the district team identifies academic supervision to be a weak area, the proposal for strengthening needs to be developed as an activity.
- ⇒ The figures provided in the district indicate a very large number of children outside the formal system. The expansion of access facilities (formal school) under DPEP would be a phased process. NFE therefore appears to be an important activity component if DPEP goals are to be achieved in a time bound manner.

The following issues need to be borne in mind by the district team to strengthen their plans and subsequent implementation.

PLANNING & MANAGEMENT:

Microplanning activities will require a firm link up with district level AWP formulation activities as district has been taken as the viable unit for decentralisation under DPEP.

Costing skills at the district level need augmentation so that the strategies emerging from a situational analysis of the district can be costed at that level and options weighed.

The proposed management structures at the district level need to take advantage of flexible arrangements such as the provision for consultancy months.

The sub district arrangements suggested are a little different than that under both DPEP in other states and APPEP. The linkages between DIET, DRC and Teachers Centres need to be spelt out in detail.

EQUITY FOCUS:

The district plans identify child labour to be a significant impediment for PE. Since this would clearly be an innovative intervention under DPEP, a clear statement of how the initial planning has to be done for child labour needs to be made in the plan document.

The interventions on gender need to be interpenetrated with all areas of the plan. This is a significant weakness of the plan.

**A Summary Record of Informal Discussions
held in Warangal, 14 October 1995
on the Warangal District DPEP Draft Plan**

The following remarks provide a summary of the informal feedback given to members of the district planning team, during the visit made to Warangal district, 13-14 October 1994, by a joint GOI/ODA team, and further to study of the draft plan made available on 13 October 1995. They are based on the best professional judgement of the two visiting team members and do not necessarily reflect the views and opinions of the forthcoming Appraisal Mission. Moreover, it was not, for example, within the scope of the visit to provide substantive detailed comment on planned civil works components; on project costings or macro-economic considerations, including questions of sustainability; nor on monitoring and evaluation or certain social and institutional considerations.

The progress made in developing and refining the plan document, subsequent to the Joint GOI/ODA pre-appraisal mission in January/February 1995, has been very substantial and the team was enormously impressed. Particularly noteworthy is the degree of community involvement that has underpinned the planning process subsequently, including the door-door surveys, village conventions and micro-planning exercises that have involved the production of plans in every village and mandal. The draft plan in its present form has also been greatly strengthened as a result of the incorporation of findings of the Baseline Study that have now become available.

The following further specific comments and observations are made in relation to the order of items and issues as they appear in the draft plan, rather than in order of importance : -

The concise and clear Vision Statement prefacing the document is extremely pleasing to see and has tremendous importance. The map on the following page is very helpful, too.

The reader of the draft plan should be given early insights into the commendable processes that have underpinned the preparation of the document in order to set the context for what follows. It is recommended that Chapter 10 ("The Planning Process") is moved to follow the introductory chapters.

This new chapter should explain briefly about the door-to door survey that was undertaken, the preparation of the village action plans, the Mandal action plans, and the proceedings of the village conventions (say a paragraph on each). It would be good to mention, too, how planning has taken into account the findings of the Baseline Study.

It is felt it would be worthwhile presenting one **sample** mandal plan and one village plan as **appendices** to the draft plan, to give the appraisers an insight into quite what has been achieved.

Section 4.11 on "Community Participation" will also fit better in this early chapter. The tense of this section should be changed into the past tense to record what has been done. For example:

Therefore, participative processes **have been** stressed, whereby the local community **came** forward The district plans **have been** prepared through an intensive participatory process and are now **owned** by the stakeholders and the local needs **have been** reflected wherever necessary, etc.

Concerning Sections 2.5.8 and 2.5.9, it is recommended that a brief explanation is given (say one or two sentences) as to **where** the data comes from. (eg Baseline Study?, Census?, etc).

Attendance data presented (2.5.14) are not credible. More accurate indications should be provided or, if this is not possible, it should be said so. indeed, if realistic attendance data are not available it is worth making such an acknowledgment and adding that one of the contributions DPEP is planned to make is the setting up of MIS systems that will make these kinds of data available in the future.

It is extremely good to see the data presented on Page 18, Section 2.5.21 (Mandals with low female literacy rates, etc). The information is fundamental for formulating project strategies. It would be very helpful to include a further map which, for example, identifies these Mandals. Later in the document, the same map could be repeated with the number of new schools, NFE centres planned, etc, superimposed on each respective Mandal. In the tables placed between pages 18 and 19 it would be very helpful, too, to mark with an asterisk (or some other symbol) the Mandals with low female literacy rates.

In Chapter 3, Section 3.2 should be renumbered 3.1.1; Section 3.4 should become 3.12, etc. Section 3.5 should thus become, 3.2, etc.

Brief details of other schemes and implementing agencies could be provided in this chapter: for example, the working children's project; the forestry project for tribals with an education component, etc. Activities which are planned (rather than on-going) could, if wished, be grouped in a separate sub-section.

Section 7.4 (pages 60-62), on Voluntary Organisations, would arguably fit more appropriately in Chapter Three. It is also recommended that more details are given of the five or six most important/credible agencies, (ie in terms of their potential to play a part in DPEP). It would be very helpful to say what education programmes they have had experience conducting, and to comment on the potential of the agency for further expansion. It would also be especially helpful to provide some information of the **unit costs** of programmes, if the information is available. For example, what does it cost these organisations to educate one pupil per year? This information would be very helpful in deciding **what options** could be chosen to **achieve project targets**.

In Section 4.2 (page 29), it is probably worth making the point that where non-enrolment is **not** due to problems of access (covered in Section 4.1), NFE has an especially important potential role to play.

Flexible Timing arrangements (discussed in Section 4.8) could, it is agreed, have enormous potential for improving enrolment and retention, if they were introduced. It may be desirable, however, to reflect further on the "risks" associated with this (eg alienation of teacher organisations). Could any project action be taken to reduce these risks? The same observations apply to the empowerment of village education committees, mentioned in the same section.

Section 4.10 (page 37) discusses supervision. Again, it is agreed that strengthened supervision could make an enormous contribution to achieving project targets. This is an important potential project component that it is worth giving more thought to, in order to develop a much more comprehensive strategy.

The priority list developed in Chapter 5, page 41, is extremely important and very good to see in the plan. It provides the key basis for determining strategies. It is worth elaborating (say one or two paragraphs) on how this priority list has been used to determine sites for school buildings, NFE activities, etc. (Perhaps a site was given "number one" priority if a certain number of the criteria applied?) In an Annex, it would be helpful to list the sites chosen for school building, NFE programmes, etc, in order of priority.

The data provided in Sections 4.1, 4.2 and 4.3, together with that presented earlier in Chapter Two, provide a very good summary of **"WHERE WE ARE NOW"**. The Draft Plan also has its clear **"VISION STATEMENT"**. What still has to be presented in the draft plan, however, are the calculations and the logic to express clearly **"WHAT NEEDS TO BE DONE"**, if we are to move from "where we are now" to "where we want to be at the end of the project". **An attempt has been made to clarify this point in an attached diagram.** For example, to meet the project targets, how many extra children will need to be enrolled? How many extra teachers will need to be provided? When these answers are known, what project options exist to make targets achievable/affordable? **It is in this area of analysis that the draft plan in its present form is least strong.** The information/analysis being referred to could be presented in Chapter 9 on "Costings", but it would make more logical sense if it was presented before the chosen strategies are explained in detail in Chapter 5.

Chapter 5, from page 45 onwards, details envisaged interventions. These may have to be modified when the analysis referred to above is made.

The following guidance is offered concerning the degree of detail that should be provided in describing planned interventions. As a general principle, the more important the intervention, the greater should be the detail provided. Secondly, project components that are envisaged to commence early in the project cycle should be planned and described in more detail than those planned for the middle of the project cycle or towards the end of the project cycle.

In particular, for activities that are envisaged to take place in Year One of the project the answers to the following kinds of question need to be provided in the plan: "How?"; "Who by?"; "What resources are required"? "What pre-requisites might there be?"

In using the term "pre-requisites" what is being referred to is the **sequence** in which activities might have to be done. Before training can commence, the trainers will need to be identified. Do the trainers themselves need training? Course content will have to be decided upon. Perhaps this will also need to be designed, etc, etc.

It is an appraisal expectation that a detailed ANNUAL WORKPLAN AND BUDGET for YEAR ONE will have been formulated as a separate project document. This, among other things, should contain a comprehensive strategic plan of all activities to be undertaken in the first year of the project and in the degree of detail indicated above.

While, Chapter 5 is the key chapter which provides a statement of the main planned project interventions, presently, NFE gets only the slightest mention. Chapters 6 and 7 could perhaps be combined with Chapter 5. Section 7.8, however, on NFE, still needs strengthening. **It is also strongly recommended that further reflection takes place, concerning the role that NGOs could possibly play in delivering some of the proposed NFE components of the project. It may also be the case that the Alternative Schooling components will need to be larger if targets are to be met within the budget available.** If NFE is to be a significant project component, it may be wished to consider the desirability of creating a staff post in the District Project Office with NFE/Alternative Schooling responsibilities.

It is anticipated that the Section in the draft plan on **Gender Strategies** will need to be strengthened if appraisal requirements are to be met. Gender sensitisation training for teachers and project staff may wish to be considered as a project intervention. DIETS may have a role to play in developing gender sensitive educational materials, etc. It may also be wished to formulate some strategies for targeting/supporting girls' education that take advantage of the funds available for "Innovations" within DPEP.

There needs to be more precision in the plans about quite what the project's policy/targets will be for recruitment of female project staff, NFE instructors, teachers, "assistant" teachers, etc. **It is understood that further guidance at State level may need to be provided before this can be achieved.**

Lastly, it is wished to reinforce the point that DPEP provides a wonderful opportunity to find ways of doing things with greater efficiency and with reduced unit costs. Whenever activities are being planned, the question should be asked, "can this be approached in more than one way?" If the answer is "Yes", more than one approach will, in many cases, be worth trying.

Subsequent attempts should then be made to monitor and evaluate the two (or more) approaches: especially, with regard to their impact and comparative unit costs. In later stages of the project, if any one approach proves itself clearly to be the best this can be pursued with confidence and the less efficient approaches phased out, with findings of what was learned disseminated to other DPEP districts and states. **A diagram is attached to try to reinforce the point being made.**

if monitoring is to take place, however, in particular concerning what interventions are most **cost-effective** and **efficient**, this will need to be built into the project plan. Who will do the evaluation? How much will it cost? In other words, there will need to be a budget for this.

Ms Manisha Priyam, GOI team member
Dr David Smawfield, ODA team member

Hyderabad, 15 October 1995

WHERE WE WANT TO BE
(THE VISION)

WHERE WE ARE NOW
eg: No. of teachers
No. of children enrolled

WHAT NEEDS TO BE DONE
eg: No. of extra teachers
No. of extra children

eg:-

10

7

3



PLAN CAN BE IMPLEMENTED

YES

FEASIBLE?
REALISTIC?
ie within budget

NO

TARGETS NEED TO BE MODIFIED

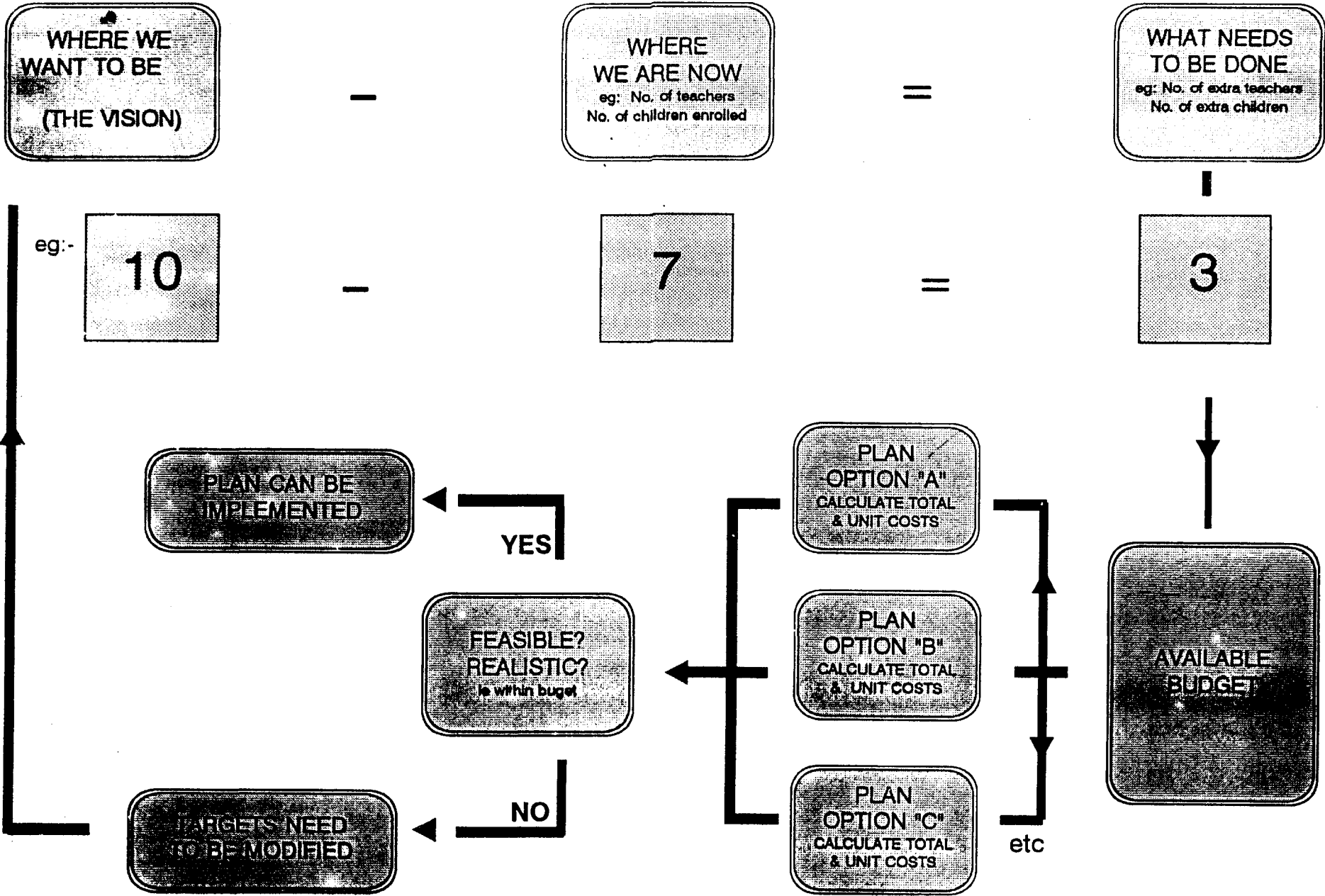
PLAN OPTION 'A'
CALCULATE TOTAL & UNIT COSTS

PLAN OPTION 'B'
CALCULATE TOTAL & UNIT COSTS

PLAN OPTION 'C'
CALCULATE TOTAL & UNIT COSTS

etc

AVAILABLE BUDGET



Age Group 6 - 11 years		NOW			END OF PROJECT			
		Actual Population	Actual Enrolment	(NER) Actual % Enrolment [F+NFE+P]	Projected Population	TARGETS		
						Enrolment	(NER) % Enrolment	Extra Children
Children	F	"x"	"a"	$\frac{(a+c+e)}{x} \times 100$	"y"	"b"	$\frac{(b+d+f)}{y} \times 100$	b - a
	NFE		"c"			"d"		d - c
	P		"e"			"f"		f - e
Boys	F							etc
	NFE							
	P							
Girls	F							
	NFE							
	P							
SCs *	F							
	NFE							
	P							
STs *	F							
	NFE							
	P							

NB: The shaded boxes are the most essential data for project planning. The number balance between extra children in Formal Education and NFE will possibly be influenced by budgetary constraints.

* Ideally, these data should also be disaggregated for girls and boys.

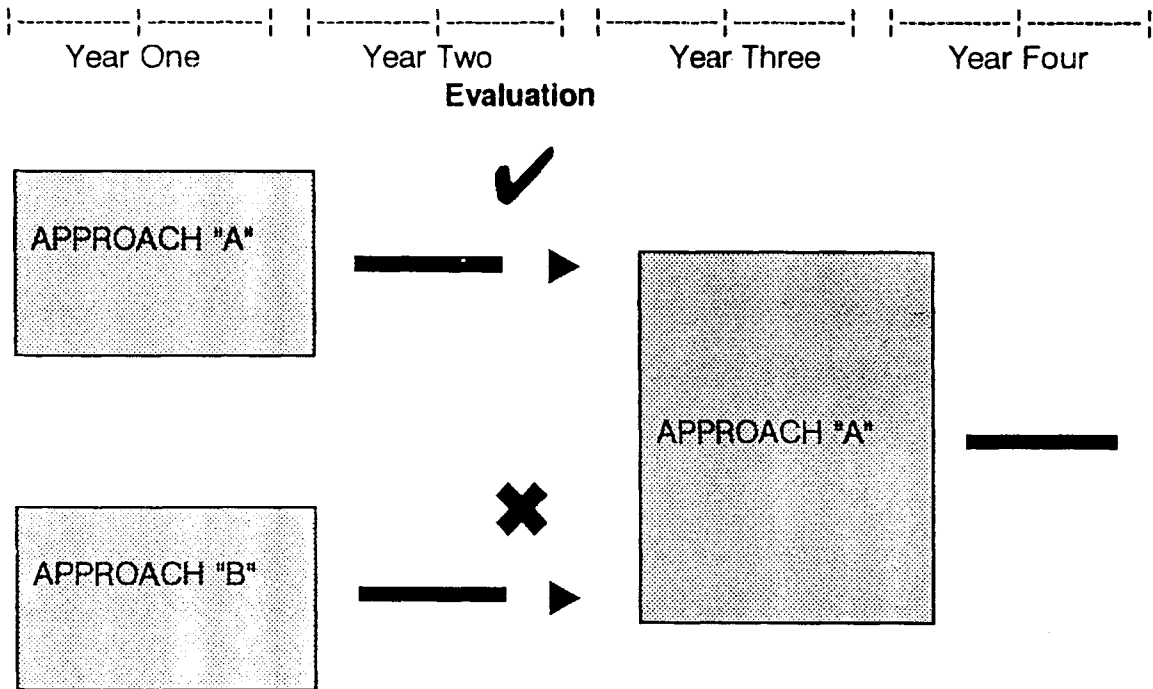
NER = Net Enrolment Ratio

F = (Government) Formal Education Primary Schools

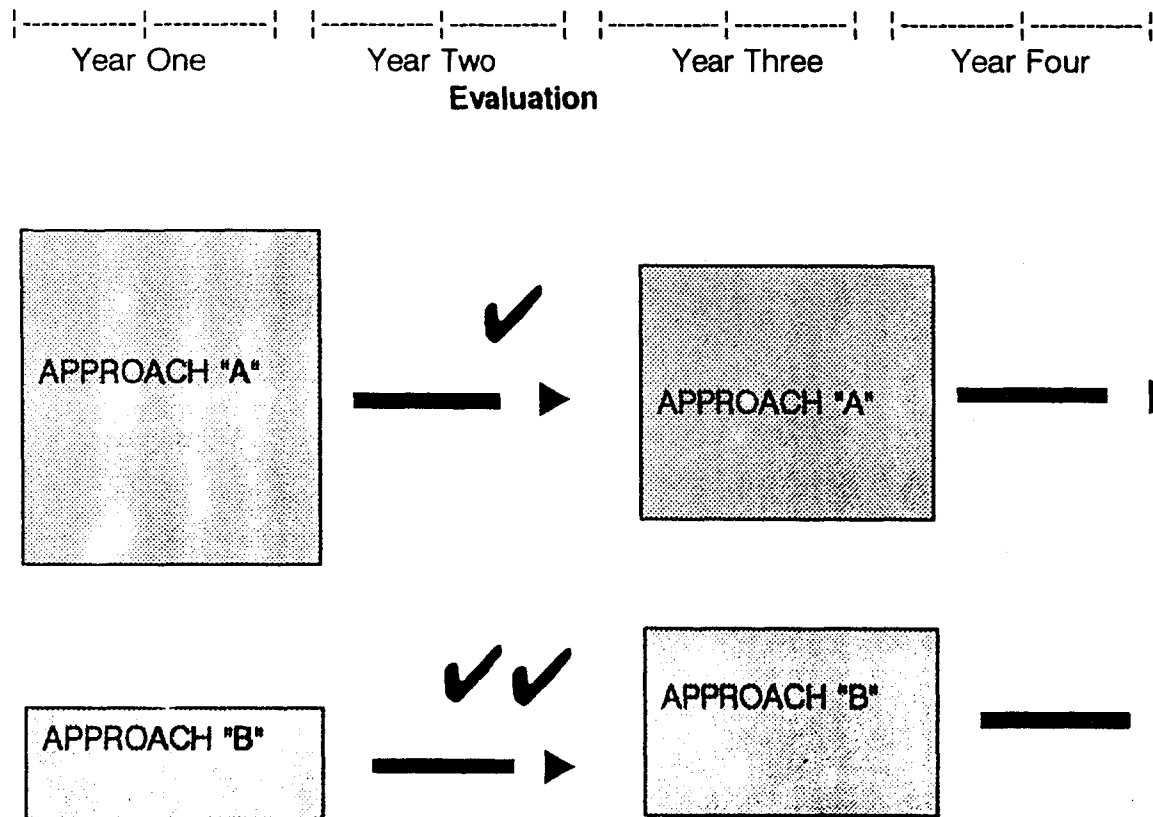
NFE = Non Formal Education

P = Private Schools

ACTIVITY ONE eg "Teacher Training"



ACTIVITY TWO eg "Civil Works" or "NFE"



**A SUMMARY RECORD OF THE INFORMAL DISCUSSIONS ON
THE VIZIANAGARAM DISTRICT PLAN**

1. The following remarks provide a summary of the informal feedback given to members of the planning team in Hyderabad on 20 October 95 following analysis of the district plan by the GOI/ ODA team. They are based on the best professional judgement of the two visiting team members and do not necessarily reflect the views of the forthcoming Appraisal Mission.

Introduction

2. Progress made in reviewing the plan document given in the pre-appraisal mission in January/ February 95 has been very substantial and the district teams are to be congratulated on the considerable effort that they have made. The team were particularly impressed by evidence in the document of the progress that has been made in developing a participatory approach to the planning process, by the excellent analysis of planned school locations, and by the effort to link analysis of existing problems to proposed project interventions.
3. The following comments are to be read in the light of this positive evaluation. They are intended to serve as useful pointers designed to enable the district team to further clarify the approach to DPEP.

Structure of the report

4. There is a certain amount of repetition in the plan which would benefit from a tighter structure. This could be as follows:
 - * Preface
 - * Planning process adopted in the District Draft Plan (currently pages 2-4, 55-56).
 - * Introduction: Demographic and social characteristics (5-10).
 - * The present status of primary education. The chapter would present the basic data on the current enrolment, retention, attendance, dropout and achievement broken down by gender, and community. Material for this chapter is found on pages 11, 24-29, 47 & 48.
 - * The present status of infrastructure (30-35).
 - * Enhancing access: plan for new schools 12, 15-23.
 - * Provision of additional teachers 36-40, 46.
 - * Community Participation 57-59.
 - * Gender: Measures to support girls, 47, 54.
 - * Measures to increase formal school effectiveness. This chapter could begin with a brief reminder of the problems analysed previously (new chapter 4) and would deal with teacher training (41 42) strengthening institutions (DIETs, TCS, DRCs (42, 52), provision of

materials (45) and the strategies outlined to arrest drop out (47), increase enrolment and attainment (53, 54), quality improvement strategies (48) and the shift system idea (54), MLLs (60).

It may be best to break up this chapter into measures to improve the quality of classroom practices and the strengthening of other educational institutions (DIET, TCs, DRC)

- * ECCE. 14, 53.
- * NFE. 13, 43, 44.
- * Convergence. 60
- * Management, Monitoring and Evaluation 60.

5. It should be noted that there is no discussion of measures targeted at SCs and STs. Given that equity to one of the principal thrusts of DPEP, this is an important omission and must be included prior to the arrival of the Appraisal Mission.

Preface

6. The objectives of the DPEP as a whole could usefully be followed by a statement of the particular objectives set for Vizianagaram district. The district team has set a wide range of targets in the plan. These could be collated and accompanied by a brief visit on statement outlining what changes the project will make to educational provision in the district.

Planning process

7. This is an excellent description.

The present status of primary education

8. The figures given for enrolment, retention and drop out are not altogether convincing and further work will be required to ensure that accurate, non-contradictory data is presented.
9. The total 6-11 population is 271,44. Net enrolment is stated to be 87% (237,469) on p 26, which seems to be a very high figure. This is contradicted in two places further in the text. On page 46, it is stated that the GER is 87% (which seems to be more credible in the absence of other information). The excellent table on page 28 showing mandal wise retention shows an overall retention rate of 50% for boys and 44% for girls, figures that do not match with those at the top of page 26 which suggests retention rates of 65% and 60% for boys and girls respectively.
10. The team does not have the data available to construct an alternative analysis of GER and NER and can only suggest that the district team check the figures. The point is of

considerable importance and it is fundamental to a correct diagnosis of the present situation. If the NER is 87%, the problem of enrolment and retention, while in need of improvement, is by no means as serious as the problem of quality. An NER of 87% for example would hardly justify the extensive development of NFE centres that is proposed as, if it was true, only 34,000 children are currently unenrolled or dropped out.

11. It was very pleasing to note the incorporation of achievement data. (Page 48). The table should indicate whether the figures are percentages or of scores out of some other number. It was very useful to have a breakdown by community.

The present status of infrastructure

12. This section contains very good data, particularly the table on page 31 which clearly demonstrated that mandals 1,2,3,11,12 and 27 have serious problems. The first three have very high tribal concentrations (p6) and below average retention (p28), strongly suggesting the need for specially targetted programmes which are not made explicit in the plan.

Enhancing access: Plans for new schools

13. This is an excellent chapter with a very clearly formulated set of targets. The strategy to provide Ashram schools for children from scattered hamlets appears a solution worth trying.
14. It would be useful to have an explanation for the large number of schools to be provided for Vizianagaram. (R)
15. While the targeting is clearly defined, it will be necessary to explain in addition how the new schools are to be constructed and to what extent it is proposed to use alternative technologies. Convergence with the activities of the Tribal Development Authority should also be mentioned.

Provision of additional teachers

16. It was very helpful to have a statement showing the proposed number and distribution of additional teachers by year. However an explanation of the helpful table on page 40 is required, stating the criteria by which have been used in selecting schools and communities to benefit from additional teachers. To what extent are SC and ST communities benefitting? To what extent are single teacher schools being favoured? To what extent are schools with very high pupil teacher ratios benefitting? What is the educational justification for the provision of new teachers, that is, what will be the expected benefits from the investment? If the GAP is to absorb the recurrent

costs of so many additional teachers, it is important to know what benefits will accrue.

17. A comparison of tables 20, 28 and 29 does show a reasonable relationships between the provision of additional teachers, low retention, and the number of single teacher schools. However this is not invariably the case. Komarada mandal is tribal, has low indices of retention, many single teacher schools, and yet is set to receive only 7 out of 1520 new teachers.
18. DPEP funds have to be used as an additionality. Care will have to be taken to ensure that no teacher is funded under DPEP who is used to fill an existing sanctioned but vacant post.

Community Participation

19. This section is strong on what has been achieved but is not very specific about what is proposed for the future in terms of how community participation is to be sustained.
20. How will the mahila mandals and Nehru Yuvata Kendras be involved? What will they actually do? How many VECs will be established? What sort of training and for what purpose will it be provided? The reader needs to gain an understanding of how the community institutions will be developed and how they will be sustained and how they will be empowered to enable them to achieve the objectives set out at the bottom of page 57.

Gender: Measures to support Girls

21. The interventions outlined on page 47 need further explanation. How will the interventions be organised? What will be the expected result?
22. No school based interventions have been proposed. Without such interventions, it is unlikely that the present gap between boys and girls can be closed. Specific strategies need to be proposed.

Measures to increase school effectiveness

23. A lot of very sensible interventions have been proposed which together should contribute to achieving your target of 25% increase in attainment. The priority now is to use the skills that have been acquired in the logframe workshop and the knowledge that you so evidently have to:-
 - * Describe what you hope to achieve by each intervention
 - * Say how you will implement each intervention (activities)
 - * How you will recognise success for each proposed intervention.

24. Is this subject knowledge good enough? Do they use materials effectively? Can they manage multigrade classes effectively? Even if they know their subject, have they effective means of teaching is difficult concepts? Do they understand how to teach reading, or mathematics? etc. Having analysed the problems in this way, produce an objectives task. This will help you to plan a teach training programme.
25. The teacher training programme should be specific, what courses do you intend to run, who will conduct the courses. In which year?
25. Measures to strengthen the DIET have rightly been proposed. These concentrate on physical provision. Consideration needs to be given to how the capacity of DIET staff is to be increased. Who will train DIET staff - and is what, what knowledge, skills and attitudes (on gender or ST<) need to be built. This is a subject, perhaps, for the state plan, but the District plan should indicate the requirement.
27. The same comments also apply to MRPs.
28. Strengthening supervisory capacity is also rightly identified as an intervention. The Appraisal team who want to know what the current problems are, why it is important to strengthen supervision and how you propose to implement a programme to impress supervision. eg. What training? For Whom? When?

Planning, Monitoring and Evaluation

29. According to DPEP guidelines, 6% has been allocated for management. Approximately 2% has been allocated in the plan, which demonstrates that then an insufficient staff in the DPO 5 manage the project. Experience of APPEP and the Bihar Education Project confirms that 6% is reasonable. A plan for additional staff in the APO should be made and costed.
30. The DPO will not be able to undertake all task therefore, particularly on evaluation which is a specialised and time consuming activity. Funds need to be reserved to support local consultancy to assist the DPO.
31. A monitoring and evaluation plan will need to be produced. For the present purpose, it is probably sufficient to say that this will be done in the first year of implementation.

Summary: Priorities

32. Everything in the plan is very sensible. There are two priorities for improving the plan:-

- * Now thinking on SC/STs and gender so that strong chapter can be produced on these topics. At present the plan focuses exclusively on access.
- * Describing how each intervention is to be implemented and, in the case of quality improvements, why you have been selected the interventions described in the plan.

Note for Informal Wrap-up Meeting, Delhi, 21 October 1995

A joint mission of the GOI-ODA visited Andhra Pradesh during 12-20 October after having first conducted a central level Logical Framework training workshop in Delhi (10-11 October), in which key resource persons from Andhra Pradesh participated. The members of the team were Professor C Seshadri and Mrs Manisha Priyam, representing GOI, and Dr A J Davison and Dr David Smawfield, representing ODA. Mr Peter Owen and Ms Barbara Payne of the ODA joined the team on the 18 October 1995.

1. The team visited districts Warangal and Karimnagar on 13-14 October and met the planning teams, district officials associated with DPEP. The team also visited schools, villages, NFE centres, and teacher centres in the districts. The occasion was used to interact with the district planning teams on their plan proposals for DPEP.
2. A Workshop was held in Hyderabad on 17-20 October. This was attended by the planning teams from the 5 DPEP Districts, the State Education Department, SCERT, and representatives of GOI and ODA. The ODA representatives, Dr Smawfield and Dr Davison, gave presentations on the Logframe approach and its application to DPEP District Frameworks based on their District Plans. Feedback from the participants, obtained via anonymous questionnaire, indicated that the participants found the workshop very useful and the Logical Framework was generally welcomed as a planning tool. Some participants commented that it would have been useful to have had the workshop at an earlier stage.
3. The opportunity was taken to have an informal discussion of the draft District Plans. The ODA team was joined for this purpose by Ms Payne and by Mr Owen for the last two days of the mission. The following main points were made by both ODA and GOI:
 - a. the draft plans were the product of much sustained effort during 1995; most contained a good analysis of the coverage of the education system, though some needed to bring the analysis into sharper focus;
 - b. all the plans estimated needs substantially in excess of 40 crores per District in order fully to meet the DPEP targets;
 - c. the Logical Framework exercise had highlighted the need for further work on indicators in order to define concrete targets and benchmarks for the project Purpose, Outputs and Activities. Particular importance was given to the need for Purpose Level Indicators showing targets for numbers of children enrolled in terms of both Totals and Disadvantaged Groups (SCs, STs, and girls) as well as levels of learning and other indicators of impact;
 - d. the plans needed to demonstrate more clearly the link between the activities (construction, new posts, training, textbooks etc.) and the increased enrolment and learning level that would result from them;

- e. design of systems for monitoring and evaluation were a high priority for the first year of implementation; the systems need to be manageable, rigorous enough to present a true picture of progress with activities, outputs and impact, and of practical use to planners and managers. In their development, they should build on the expertise and experience developed through APPEP.
 - f. there was a need for the State Government to project forward its planning assumptions about finance for basic education so as to complete the picture: the DPEP plans provided only a part of the resource needed to achieve the targets set.
 - g. the state and district plan proposals need to clearly elaborate their conformity to DPEP norms and guidelines, especially the principle of additionally.
4. The Secretary for Education indicated that there would be further work over the next 2-3 weeks to consolidate District and State Plans into an integrated programme containing mutually supportive District and State Plans. He acknowledged the problem over the resource gap and proposed that it should be addressed through experimentation with pilot programmes which delivered education services at lower unit costs and/or increased efficiency. It was reported that work was also in hand to prepare implementation manuals which would help define benchmarks and targets in practical terms. Moreover, there was a need to correct the high level of dependence on Government support that had developed in recent years; this would be achieved through the steady development of partnership with local communities.
5. The Secretary indicated that he would be tabling proposals to consolidate the investments made through APPEP. These would be addition to normal State provisions. He invited ODA to consider financial support.

Joint Mission of GOI ODA to Andhra Pradesh

Team Members :

Dr. A.J. Davison

Dr. David Smawfield

Prof. C. Sheshadri

Mrs. Manisha Priyam

Mr. Peter L. Owen *

Mrs. Barbara Payne *

* (Joined on 18th October, 1995).

SCHEDULE

9-11th October, 1995	Log Frame Workshop at New Delhi.
12th October, 1995.	- Review of Appraisal criteria.
	- Meeting with AP DPEP Team, Directorate of School Education, Hyderabad.
13-14th October, 1995.	Visit to district Warangal and Karimnagar.
16-18th October, 1995.	Logframe Workshop for state and district planning teams Hyderabad.
19th October, 1995.	Feedback to district Karimnagar on draft plan.
20th October, 1995.	Feedback to districts Kurnool, Nellore, and Vizianagarm on draft district plans.
	Meeting with AP, DPEP state level team, Hyderabad.
21st October, 1995.	Debriefing meeting with DPEP Bureau, New Delhi.

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