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TENTH DPEP JOINT REVIEW MISSION
and
SECOND IN-DEPTH REVIEW MISSION

10th November - 1st December, 1999

Aide Memoire

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INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME
COMBINED TENTH JOINT REVIEW AND SECOND IN-DEPTH REVIEW MISSION
(November 10 – December 1, 1999)

AIDE-MEMOIRE

I INTRODUCTION

1.1. The Government of India (GOI) and the International Donor and Lending Agencies review the District Primary Education Programme (DPEP) and Uttar Pradesh Basic Education Project (UPBEP) through a Joint Review Mission (JRM) modality organised twice a year. Nominated independent professionals are constituted into teams that visit selected districts of the States participating in DPEP.

1.2. The 10th JRM of DPEP led by the European Commission took place from November 10 till December 1, 1999. The 10th JRM, while reviewing the entire programme, was an In-depth Review of the second phase of the programme (excluding West Bengal)¹. The Mission could not visit Orissa due to cyclone and floods. The objective of the Mission was to assess progress towards DPEP's outcome- and process-related objectives. The four main areas for review included: (i) progress towards the DPEP's objectives with regard to access and enrolment, retention, learning outcomes and equity; (ii) school-level change; (iii) system-school support; and (iv) sustainability. The Mission used recent research, documents provided, consultations at the national level and during the State and district visits to arrive at conclusions on how the programme is proceeding in each of these areas. The Mission Terms of Reference (TORs) are detailed in Annex 2).

1.3. The Mission team consisted of 38 members comprising GOI nominees and those of various international funding agencies. The team, led by Mervi Karikorpi (European Commission), visited the following 14 States: Ward Heneveld (WB) and Ranjana Srivastava (GOI) visited **Assam**; Marshall Elliott (DFID), Keith Hinchliffe (WB), Shanti Jagannathan (EC) and B.V.R. Subrahmanyam (GOI) visited **Andhra Pradesh**; Prema Clarke (WB), V.P. Garg (GOI), Nishi Mehrotra (NL) and Juan Prawda (WB) visited **Bihar**; Shushmita Dutt and Hanke Koopman (Netherlands Government) visited **Gujarat**; Abrar A. Khan (WB) and Suresh S Salgaonkar (GOI) visited **Haryana**; C.S. Nagaraju (GOI) and John Shotton (DFID) visited **Himachal Pradesh**; Raghabendra Chattopadhyay (EC) and Tejinder Singh Sandhu (UNICEF) visited **Karnataka**; Mervi Karikorpi (EC) and Venita Kaul (WB) visited **Kerala**; Caroline Dyer (EC), Phil Harding (DFID) and N.K. Jangira (WB) visited **Madhya Pradesh**; Roger Bonner (DFID), Philip Cohen (EC) and Shailesh Shukla (GOI) visited **Maharashtra**; Sefton Davies (WB), Susan Hirshberg (WB) and Vikram Menon (DFID) visited **Rajasthan**; Sudesh Mukhopadhyay (GOI) and Steve Packer (DFID) visited **Tamil Nadu**; Carrie Auer (UNICEF), Mohan Menon (GOI), John Middleton (WB) and Jayshree Oza (EC) visited **Uttar Pradesh**;

¹ The second phase of the programme involved 40 expansion districts of seven DPEP I states and 35 districts of five DPEP II states (excluding West Bengal).

Subir Shukla (EC) and Felicity Townsend (DFID) visited **West Bengal**. In addition, Lal Advani participated in the Mission's work in Delhi.

II OVERVIEW

2.1 DPEP started in November 1994 in 42 districts in seven States, but has since then expanded in a phased manner to 214 (238 with bifurcations) districts in 15 States. Another 28 districts are in the pipeline. By involving over 35 million children, about 850 000 teachers and 300 000 schools the programme has without doubt brought primary education on the centre stage of the nation's agenda. This is also evident through the coverage and attention given by the media to primary education, involvement of e.g. teacher unions and private and non-governmental sectors in the programme and the national dialogue on the nature of the reform that DPEP aims to facilitate.

2.2 DPEP has recorded significant achievements on several fronts. There has been an undisputed increase in enrolments. DPEP has made it possible for States to adopt ways and means by which schooling has been extended to large section of the population that were hitherto unreached. A range of innovations and flexible strategies that the programme has engendered has taken the school down to remote and isolated hamlets. There has been a groundswell in the participation of communities in primary education. A network of in-service teacher training structures has been put in place, which will hopefully stay as a permanent feature. Child-centred education is now widely accepted. The challenges ahead are clearly to sustain this momentum, to retain the large numbers of first-generation learners in school, to enrich the quality of education and sustain the financial and human resource allocations to primary education.

2.3 As per the programme guidelines, decentralisation and capacity building were perceived as key strategies to achieve programme objectives in the DPEP districts and to catalyse system-wide reform. DPEP has made major investments in capacity building, particularly at the district and sub-district levels. The Mission had a chance to interact with resource persons and groups at state, district and sub-district level and to observe the professional confidence gained due to the formative nature of many DPEP interventions. To sustain the change processes the Mission felt that emphasis now needs to shift at all levels to facilitation of teambuilding within institutions as well as enabling the institutions to set and implement a dynamic agenda which reflects the needs of the clientele. This concerns particularly the district level institutions.

2.4 At the time of the first In-depth Review Mission, in 1997, the DPEP Bureau prepared a concept paper on decentralisation within the DPEP. Activities such as the annual work plan appraisal and internal supervision missions have been delegated to some States over time. There is a need to take the process of devolution further to enhance local-specific planning and implementation on the one hand, and development of strategies for process development, up scaling of DPEP innovations and consolidation of DPEP gains on the other. In this regard, the Elementary Education (EE) I Bureau as well as the State Project Offices (SPOs) may now wish to review, jointly with the District Project Offices (DPOs), ways to enhance the decision-making powers of the district and sub-district teams. Given that block and cluster level structures have been at the forefront of DPEP innovations, the States may now consider vesting greater autonomy and decision-making powers in them.

2.5 The decentralisation process within DPEP needs to be seen in the context of the wider decentralisation process underway as envisaged in the 73rd Constitutional Amendment. The Mission witnessed in many States the active involvement of the Panchayat Raj Institutions (PRI) in DPEP as well as primary education in general. Co-ordination between the DPEP structures, PRIs and Education Administration is an essential element of the efforts to build district and sub-district level planning and management capacities and to integrate DPEP within the overall district developmental plan for UEE.

2.6 The Mission welcomes the GOI's plans to review the indicators and mechanisms used for overall progress review of DPEP. Validation and better utilisation of the range of data currently available will throw more light on a range of programme interventions, their interconnectivity and impact. This process will furthermore benefit the review of the baseline situation and possible milestones set by the districts at the start-up of the programme. The recent studies conducted by the EE I Bureau and the DPEP States demonstrate that progress, as measured against the DPEP super goals, across the DPEP districts is uneven. There may be a need by the DPEP I and II States, therefore, to revisit the goals set in the perspective plans on the basis of experience till date. This would allow the States and districts to identify future directions for those interventions that were not originally foreseen.

2.7 Today, as the DPEP I districts have reached their 6th year of programme implementation, the DPEP II districts are midway in the programme period, and districts in Bihar and Rajasthan are still at their initial stages of implementation, the time is ripe for rigorous stocktaking, assessment of impact till date and reaffirming goals for the future. This need was highlighted by the GOI and the Mission fully endorses it. The Mission welcomes the EE I Bureau's plan to launch a third-party evaluation of the programme as a whole, including the national support to DPEP. The States could facilitate the evaluation of major DPEP components such as the pedagogical renewal interventions as well.

2.8 The Mission was, furthermore, informed about the GOI's new developmental plans for UEE. A new district based programme called 'Sarva Shiksha Abhiyan' is proposed for the entire country. The DPEP districts and States, therefore, need to reflect on areas, which need to be consolidated during the remaining programme period, as well as ways to ensure strategic and smooth transition from DPEP to the wider programme framework. The DPEP I States, which have conducted or initiated the sustainability studies may keep this in mind while working out the subsequent plan for implementation of the study recommendations.

III PROGRESS TOWARDS DPEP'S OUTCOME RELATED OBJECTIVES

Providing access for all children to primary education or its non-formal equivalent, and reducing gender and social inequity in enrolment to less than 5%.

3.1 Trends in access have been reported in a national study of the 42 districts from phase I and 75 of the 97 districts in phase II using DISE data. DPEP through a variety of innovative measures is having a clear and significant impact on improving access and enrolment in respect of both formal and alternative schooling. The increasing contribution of alternative schooling, catering for the education of children living in smaller habitations is particularly noticeable. Phase I has been operating for five years, and up to 1998/99 the average enrolment annual growth in the 42 districts has been 6.2% of which 4.1% has taken place in formal schools. Phase

II has been operating for only two years and at this stage data is not available from all districts. Across 75 districts between 1997/98 and 1998/99 an average increase in enrolment of 2.55% is reported, of which 1.63% occurred in formal schools. Although the growth rate in phase II districts is less than for phase I, it is probably too early to conclude that the impact of DPEP has declined. The Mission noted that enrolment trends vary considerably across States and districts, and from year to year. The Mission is concerned over the recent significant decline in grade I enrolments in 18 phase I and 39 phase II districts as presented in the study on Trends in Access and Retention by Y. Aggarwal. As confirmed reasons for the same have not yet been provided, concerned States and districts may wish to examine the matter in detail.

3.2 The average Gross Enrolment Ratio (GER) (1998/99) for phase I districts is reported as 99.7 (including formal and Alternative Schools), with district variations from 76% in Kaithal (Haryana) to 118 in Latur (Maharashtra). The average GER for phase II districts (based on 66 districts) is reported as 85, and has registered a marginal decline in formal schools. The GOI conclude that if unrecognised schools are taken into account, enrolment is near universal in phase I districts. GOI comments to the Mission in relation to phase II indicate that there is a strong belief that GERs are actually much higher than those reported, based upon observations during recent visits to project areas, household survey data and sample studies conducted in two districts in Uttar Pradesh.

3.3 The Mission notes with concern that it is increasingly difficult for the GOI, States, districts and the JRMs to report on progress towards universal enrolment in DPEP districts as a result of particular deficiencies in existing data systems. Some of them have been discussed in the above mentioned study by Y. Aggarwal. The Mission notes and commends plans announced by the EE1 Bureau to address this issue. Despite the current problem, it is agreed that phase I districts have advanced towards achieving universal enrolment, and that efforts now need to be focused on sustaining high enrolment where it has been achieved and addressing identified pockets of continued non-enrolment.

3.4 The gender gap in enrolment continues to decline in all districts, with 23 out of 42 phase I districts and 35 out of 75 phase II districts now having a gap below 5%. Special concern and action in districts where the IGE is less than 85 need to continue. Attention to gender strategies in relation to teachers and other education staff may bring about accelerated achievement of increased girls' participation.

3.5 Social inequity in enrolment with respect to the SC population is reported as no longer existent (ISE greater than 100) in all phase I districts and in 55 of 67 Phase II districts where the SC population is more than 5% of the total. The States and districts may wish to analyse the disaggregated data too. The situation is not so encouraging with respect to the ST population. Although the ISE is greater than 95 for 14 of 22 phase I and 22 of 31 phase II districts having a ST population greater than 5% of the total, inequities persist or have got worse in a significant number of districts. The Mission noted that in Bihar the GERs for both SC and ST groups have declined in recent years and require to be urgently addressed.

3.6 The need to be responsive to local needs in the context of ST communities is particularly apparent. The EE1 Bureau and the States may wish to consider specific micro studies to examine more closely the situation where the participation of ST children is low.

3.7 The Mission observed evidence in some States of additional effort within DPEP to address, often in co-operation with other programmes, the education needs of working children, deprived urban children, migrant children and children with special needs. The Mission supports the suggestion by the EEI Bureau to make education for these special target groups to be an area of special assessment by the next Mission, and suggests that the Bureau and the States develop mechanisms to obtain systematic information on the impact of these interventions.

3.8 The Mission recommends immediate concentrated effort to improve micro-planning and data systems as these are considered key to helping both phase I and II districts achieve DPEP targets. Accurate information by habitation on the number of school aged children is essential, together with numbers enrolled in all types of school, whether formal, alternative, government or private. This information would need to be available disaggregated by gender and special focus groups. It is recommended that necessary actions be taken such that DPEP districts obtain and utilise information about trends for all in-school and out-of-school children, including NER and GER. Use of existing micro-planning data need to also be linked to the preparation of the AWPBs and design of targeted interventions.

Reducing overall primary dropout rates for all children to less than 10%, with gender and social inequities reduced to less than 5%.

3.9 Reliable data in respect of grade repetition, child attendance and primary completion rates is not generally available and so a comprehensive review of progress with respect to dropouts is not possible.

3.10 The data that is available at the national level indicates that grade repetition in phase I districts has reduced from 7.5% in 1995 to 5.2% in 1997, and that in 1997 the average repetition rate in phase II districts was 8.8%, and largest in grade I at 15.6%. The Mission observed evidence of alarmingly high grade 1 repetition in DPEP districts in States such as Assam, Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh and West Bengal, despite the no detention policy operating in all these States. Unless this issue is seriously addressed, high levels of inefficiency and dropout are likely to persist. A focussed study on grade 1 repetition in schools where the rate is higher than 10% may help determine how the issue can be best tackled.

3.11 Data from sample studies on attendance (Andhra Pradesh, Tamil Nadu and Uttar Pradesh) were shared with the Mission. Madhya Pradesh has data for Alternative Schools and a student attendance information system is being developed in Bihar. In general attendance is, however, not recognised as a significant issue to monitoring and planning. This issue requires more attention at all levels. Data from the sample studies and observation by some Mission members suggests attendance varies considerably according to State and to the social and economic stance of children, and is a particular problem in grade 1. Where attendance is clearly low, say less than 80%, districts may wish to examine the issue more closely and consider appropriate action.

3.12 A study on dropouts has been attempted for phase I districts, but due to lack of data covering complete cohorts of children, the results may not give an accurate picture. Given the specific target of the DPEP programme to reduce dropouts to less than 10%, it is suggested that greater focus be placed on establishing more reliable data in this area. Sufficient evidence exists

to indicate that in the majority of DPEP districts the current levels of dropout are far greater than the target, and the situation is worst for SC/ST groups and in grade 1. A cohort tracer study of 26,000 children in 9 blocks in Tamil Nadu between 1993-98 indicates that only 55% of children completed the primary cycle in 5 years. There is some evidence of very high levels of dropout in Assam, Andhra Pradesh, Bihar, Haryana, Maharashtra, Madhya Pradesh, Uttar Pradesh and West Bengal. All States are strongly encouraged to undertake studies in order to more fully understand actual dropout rates, with those States for which 5 year data already exists conducting cohort analyses.

Raising average achievement levels by at least 25% in language and mathematics and ensuring a minimum of 40% achievement in other subjects for all primary school children.

3.13 Baseline assessment studies of language and mathematics competency are conducted at the beginning of a new phase of DPEP. A second mid term assessment study (MAS) is then carried out after three years. A MAS has recently been completed for the 4 States that commenced with DPEP in 1996. A summary report is available for the 13 districts in Andhra Pradesh, Gujarat and Orissa.

3.14 As with the previous MAS undertaken in 1997 for phase I States, there is again clear evidence of achievement of DPEP targets with respect to language and mathematics in grade 1. The results with respect to the penultimate grade (3/4) are not so encouraging, particularly with respect to mathematics where average achievement was only 19%. Gender inequity is less than 5% in all but 2 districts. Despite progress towards reducing social inequity there remain significant differentials between rural and urban populations and between SC/ST children and others in many districts. The Mission noted that the results of the MAS remain to be analysed and interpreted at the state and district levels.

3.15 The Mission endorses the positive steps being taken by four DPEP phase I States (Assam, Karnataka, Kerala, Madhya Pradesh) to develop methods of comprehensive and continuous assessment of individual children's learning achievement. Given that this is not uniform across States and that most assessment is summative and focused only on mathematics and language, it is recommended that all States give consideration to the development and strengthening of mechanisms for formative assessment which are related to pedagogical renewal and which provide opportunities for feedback and improvement.

IV SCHOOL LEVEL CHANGE

School based planning

4.1 The school is emerging as the hub for targeted planning and implementation. It is evident that school-based plans are beginning to emerge, with the participation of village communities and school education committees (Gujarat, Karnataka, Kerala, Maharashtra and Tamil Nadu). However, in many instances, school plans are merely concerned with utilisation of school grants or infrastructure improvements. There appears to be obvious and enthusiastic participation of communities, headmasters and teachers in micro planning and school mapping exercises that have been initiated through DPEP. Micro plans, however, do not yet seem to be translated into activities that would reflect specific developmental goals for the schools' improvement. Micro planning has allowed schools and communities to identify and recognise deficiencies and problems, yet there is no mechanism to take appropriate action for specific problems, other than

enrolment drives. In view of the extensive training that is being provided across participating States in micro-planning, it is important to ensure that the processes lead to focused action. The DPEP States and districts may also wish to consider possible support and training to headmasters and VEC Chairpersons in school management skills.

Infrastructure and Environment

4.2 The quality of school buildings in the DPEP States has improved. DPEP II has been able to learn from DPEP I in terms of superior school designs and buildings. Schools and classrooms have begun to be learner-friendly, with wall blackboards, better lighting and ventilation, provision for storing Teaching Learning Materials (TLM) and so on. In many States, there has been a genuine effort to develop alternative and low-cost design and materials for the construction of schools (e.g., AP, UP, Kerala, Bihar). School sanitation, however, has so far not been adequately addressed. A striking feature observed by the Mission during State visits is the large size of grade I, often with a significant proportion of under-age children. This is seriously hampering the effectiveness of the schools. As the pupil-teacher ratio (PTR) is calculated for the entire school, it masks heavy overcrowding in grade I. Teachers are having to cope with a class strength of over 100 pupils in some instances. The lack of adequate space in the classroom was quoted by teachers as being a key reason for not employing child-centred methods and not undertaking group activities.

Community Participation

4.3 All participating States are reporting increasing community mobilisation and partnership in school matters. There is a strong involvement of village education committees and school management committees in increasing enrolment of children in schools. An important avenue for community participation and ownership is the recruitment of para-teachers and payment for their services. In some instances the salaries of the para-teachers are being routed through the Village Education Committees leading to community ownership. Community investment in education is also visible in the Alternative Schools, which are being set up on demand from the communities in most States. In States like Madhya Pradesh and Andhra Pradesh where the scale of expansion of Alternative Schools is quite large, some communities are contributing to the school building.

4.4 A common trend that is visible across States is that communities are making a difference to enrolments, retention and also teacher monitoring but are not yet dealing with academic matters and the educational process. This has also been highlighted in the Community Empowerment study done by TSG/Ed.CIL. The States and districts may wish to explore how it could be promoted through training and advocacy. There is also need for post-training follow up support to VECs, just as teachers receive school-based support. Cluster Resource Persons (depending on workload) and the education administration at the district and block levels might give some attention to support VECs and SMCs.

Classroom Processes

4.5 The national study on classroom processes was not available to the Mission. The Mission, however, found evidence of increasing pupil participation and interaction in the classroom. There has also been a significant shift in teacher behaviour in classrooms. The concept of child-centred and joyful learning has now been accepted and promoted. While teachers have become more lively and interested in the teaching process, it still remains a question whether they have fully internalised the learning process of children. The Mission

observed that in many classrooms, teaching/learning is still oriented towards the teacher participating more than the children. In most States, there is evidence of teachers preparing lesson plans in a systematic way, but which are geared towards the teachers rather than students.

4.6 Similarly, the Mission found evidence of the presence of Teaching Learning Materials in almost all schools visited. As can be expected, there is a wide variation in the utilisation of TLM in the classroom and their physical and educational characteristics. The DPEP has invested in developing teacher capacities to prepare teaching and learning materials. While in some States TLMs are fairly uniform and almost provided as supplementary materials, in others teachers have been encouraged to contextualise and prepare TLMs locally. In some States like Karnataka and Andhra Pradesh, innovative multigrade, multilevel TLMs have been locally designed and successfully tested and now being taken to scale in other districts of the State. However, the use of TLMs continues to be fairly mechanistic in several States. A common trend observed by the Mission in most States is that TLMs and their use are often not adequately linked to a particular lesson objective or a learning outcome. In order to enhance the utility of TLMs, it might be useful to build bridges between textbooks, TLMs, teacher training and student assessment whereby the use of TLMs and activities in the classroom do lead to meeting a specific learning outcome. Textbooks were found to be generally present in the classrooms, although perhaps not in sufficient quantities that will ensure one book for each child.

School-based Support to Teachers

4.7 On site-professional support to teachers has been established for all DPEP States, as a means to enrich and follow up on in-service teacher training. Clearly, there are wide variations in the quality of school based support to teachers. Except Himachal Pradesh and West Bengal, a system of school visits by resource persons to support teachers in the school and peer group meetings among teachers once a month is well in place. However, a mechanism whereby such school-based support incorporates systematic assessment of teacher performance for improvements and feedback to teacher training modules does not yet exist in most States. Kerala and Karnataka have done pioneering work in this area. Maharashtra has undertaken an evaluation of the teaching process. The Cluster Resource Centres that provide in-school professional support to teachers would require greater clarity in their role at the school level. A greater co-ordination between the school support provided by CRCs and the inspectorate (already happening in some States, as mentioned later) and clarity of their respective roles would be essential.

Impact on Student Learning

4.8 While most States have initiated DPEP interventions for Early Childhood Education (ECE), there are a number of issues which need to be addressed by the EE I Bureau and the States in terms of the quality of pre-school education and the convergence with other programmes such as the ICDS. The Mission found that in most States there is a need to refine the strategies for the DPEP supported ECE interventions and base the activities on more rigorous need assessment and follow up monitoring. The Mission, furthermore, found that convergence with the ICDS and other pre-school programmes could produce greater co-operative action. Similarly, the States, where DPEP has facilitated a major pedagogical renewal for primary school, need to ensure continuity in terms of the approach in the curriculum transaction from pre-school to primary school.

4.9 A range of pedagogical renewal interventions has been put in motion. However, in most States, there has not been adequate integration across the different components of teacher training, textbooks, TLM, school visits, etc, all of which should impact on children's learning achievement in the classroom. There has so far been very little effort to capture learner feedback on all the pedagogic innovations that are being implemented. Some beginning has been made in capturing pupil performance in Haryana and Uttar Pradesh. Madhya Pradesh (monthly milestones in the Quality Watch), Kerala (internal academic missions) and Karnataka (learning ladder) have put in place certain mechanisms to monitor the progress of quality improvements in the classroom.

4.10 While several strides have been made in pedagogical innovation, the unit tests and the examination system by and large remain the same. Some States have started to think about revising the scope and nature of unit tests based on new pedagogy and they need to be encouraged to go ahead. External evaluation of student performance is important on a certain scale (of the kind made in the Mid Term Assessment Study) in order to assess progress in learning levels. On the other hand, formative assessment of student feedback to new teaching learning processes will assist the teacher to diagnose problem areas and take remedial action. Professional support to teachers to assist them in this process would be very valuable to gain an empirical insight into classroom processes. Action research projects by teachers are just beginning to emerge and active support and direction could be considered to gain closer insights into the nature of classroom change occurring as a result of DPEP.

Alternative Schools

4.11 Support to the Alternative Schools presents a mixed picture. Gujarat, Uttar Pradesh, Andhra Pradesh and Madhya Pradesh e.g., have extended the kind of professional support to Alternative Schools that is available to regular formal schools – teacher training, teacher grants, school visits and on-site professional support, textbooks and TLM. In some States, a strong quality chain for the para-teachers does not yet appear to exist. The Mission found that change in the classroom, which in many Alternative Schools tend to be multigrade and without proper space, is often comparatively slower. Existing and planned investment across States in Alternative Schools have extended educational opportunities to some deprived communities for the first time. While recognising the contribution of AS to universalising access, it is critical that a long-term vision is developed that addresses equity, quality and sustainability issues with regard to these innovations. Providing children from Alternative Schools options to enter regular schools is a key challenge for the future.

Disadvantaged children

4.12 The DPEP interventions are ensuring education to a very large number of first generation learners, some of whom may face considerable barriers in the school environment. Strong affirmative action is required to retain first generation learners, especially in the first two years of schooling. This is true particularly for girls, scheduled castes and tribes and children with special needs. This requires teachers to have a special set of practical skills to deal with disadvantaged children within the classroom. There is need for professional capacities to be developed for this purpose. Resource persons at the cluster level need to support teachers to address issues of girls' education in the classroom and integrated education for the children with disabilities as well as help backward communities to surmount the social barriers to education which is critical to their participation in schooling. Furthermore, attention needs to be paid to both physical facilities as

well as the teaching learning material available in making them adaptable to children with disabilities. Some States are providing support to working children to join schools. For instance, in Andhra Pradesh, camps, summer schools and transitional classes help working children integrate within regular schools. Given that the programme is seeking to build a wide range of competencies, knowledge and skills in teachers within a short span and through compressed teacher training programmes, the EE I Bureau and the States may wish to study in more detail factors which currently hinder the participation and opportunities for learning of such deprived children and identify the most effective means of sensitising and building suitable capacities in teachers.

V SCHOOL SUPPORT SYSTEMS

5.1 The JRM reviewed the school support systems of DPEP with respect to the holistic pedagogical renewal process that has been set in motion, the available training infrastructure, the involvement of state and district apex institutions and the capacity of the project state and district structures to plan and manage the proposed changes. The general picture is one that varies according to the implementation stage of each one of the participating DPEP districts - from soon to reach completion like in Uttar Pradesh Basic Education (UPBEP) and DPEP I districts, to mid-way implementation in DPEP II districts, to being at the initial stages, like Bihar (DPEP III), West Bengal and Rajasthan.

Holistic pedagogical renewal and school support structures (BRCs/CRCs)

5.2 The JRM reviewed the holistic pedagogical renewal process in terms of its vision and the extent to which this process has been decentralised to the districts and sub-districts levels. It also reviewed developments related to the renewal of textbooks, the delivery of in-service teacher training, the provision of TLMs and the mechanisms for on-site professional support. It is the Mission's perception that in almost all DPEP States, a vision of the pedagogical renewal process exists, although in different stages of evolution. In some States, this vision has also been shared at district and sub-district levels. The role played by the state and district resource groups, and in some cases block resource groups, and their quality, have been essential to conceive and launch this renewal process in almost all project districts.

5.3 One visible success in almost all DPEP States has been their capacity to produce and deliver improved textbooks for classes I to V in most major languages. While a few States distribute textbooks free to all children, many have provisions to supply free textbooks to socially disadvantaged children. The Mission however notes, that in some States like Maharashtra and Uttar Pradesh, children below the poverty level who are not girls, SC or ST, do not receive any free textbooks. Uttar Pradesh is addressing this issue by providing schools with a textbook bank. A striking feature is that in many States, teachers have been involved in the process of writing the new textbooks. Assam, Karnataka, Kerala and Haryana have produced integrated textbooks. The physical quality of textbooks has also improved. Many States have brought out teachers' editions of textbooks that incorporate teacher guides. Children's workbooks are yet to find widespread use. About ten DPEP States have adopted the revised textbooks state-wide after piloting them. There is, however, some evidence that the textbook trial has not been as intensive for the higher Grades as it was for Grades I and II (Andhra Pradesh, Madhya Pradesh, for e.g.). Notwithstanding this commendable accomplishment, project States may wish to continue striving to ensure that these textbooks are distributed to schools at the

beginning of the school year. The process of textbook renewal for all I – V Grades is also yet to be completed in some States. One area deserving further attention by state and district resource groups is to strengthen teachers' capacity to utilise these textbooks and other TLMs effectively in constrained classroom realities (multigrade, large class size, different language groups).

5.4 With the exception of Rajasthan which just started implementing DPEP, teacher training has been provided to over 850,000 teachers, many of them more than once. UPBEP, for example, is now conducting its fourth training cycle. BRCs and CRCs play an essential role in providing teacher training. The Mission notes that the role of BRCs and CRCs has evolved since the start of DPEP. Some of these training entities, for example in Andhra Pradesh, have progressed from following training modules developed by the state resource groups to responding and adapting the training programme to meet teachers' needs. This type of an enabling environment for BRCs and CRCs to be responsive to emerging needs has been possible in those districts where: (i) a shared pedagogical vision, especially between SCERT and DPEP, has evolved; (ii) qualified state and district resource groups have been constituted; (iii) DIETs and SCERTs have contributed substantially to DPEP; and (iv) proactive BRC master trainers/resource persons and CRC co-ordinators have been selected and empowered to take initiatives. The integration of the block education officers with the DPEP pedagogy remains weak in many places, except in Assam, Kerala, Madhya Pradesh and Uttar Pradesh showing encouraging efforts to strengthen the academic and administrative links at the sub-district levels. In UPBEP and most of the DPEP I States, the construction of BRCs/CRCs has been substantially completed. In Assam and Maharashtra, as well as in DPEP II States, the approved accumulated construction programme of BRCs/CRCs is significantly lagging behind schedule. The DPEP Bureau may wish to address this situation, in particular in the context of the under-spending reported at the beginning of the Mission.

5.5 The Mission notes that many of the CRCs visited seemed to be confronted with a range of responsibilities, limiting their ability to provide regular on-site pedagogical and academic support to the schools and to interact more effectively with the Village Education Committees in their catchment area. In addition, the Mission perceived that the majority of CRC co-ordinators may not have sufficient clarity as to what to observe in the classroom and in the school during their school visits and what type of action to take thereafter.

5.6 With respect to the training provided, it is the Mission's view that in some States it has evolved to be more experimental and adapted to meet teachers' needs. In other States, training continues to be standardised. In many of the classrooms observed by the Mission, teachers were not able to deliver an activity-based method of teaching and had difficulties in integrating their training with other learning inputs, like the available textbooks. DPEP States may wish to investigate this situation further and incorporate the findings in training modules and materials. The Mission found very little evidence in the teacher training modules of development of thinking and materials with regard to the continuous assessment of children's learning by teachers. It is the Mission's view that priority be given now by the state and district resource groups to enhance their efforts to ensure that teachers: (i) relate the training received, the content of the textbooks, the TLMs and their teaching activities to learning outcomes; (ii) acquire classroom learning assessment skills; and (iii) are able to draw on a variety of strategies for effective teaching in different situations, for instance, in multigrade settings.

5.7 Distance education was conceived as a means to complement the training of teachers and primary education personnel provided by DPEP. There has been significant progress in the development and production of distance education materials and in capacity building since the last JRM, especially in Andhra Pradesh, Assam, Gujarat, Haryana, Tamil Nadu and Uttar Pradesh. The Mission was informed about the production of audio, video and printed material now being utilised by the States and the teleconferencing mode and tailored-made workshops employed for capacity building. Mission members that reviewed distance education materials in the field are of the opinion that except in a few cases they were not fully integrated with the DPEP training, and that the quality of the production of these materials could be greatly improved. DPEP States, which are lagging behind, need to accelerate the implementation of this project component. Those DPEP States that are already in the process of script writing or production need now to ensure better integration of these materials with the DPEP training. The state institutions in charge of producing these materials may wish to seek technical assistance of qualified mass-media communication professionals to enhance the quality and appeal of their distance education-related production.

State and district institutions

5.8 SCERT, SIEMAT and DIETs are expected to play a key role in supporting and sustaining the pedagogical renewal process in the DPEP States. This JRM, like past JRMs, is of the opinion that, with very few exceptions these institutions, although involved in DPEP, remain weak and in need of additional capacity building. Not all SCERTs have a shared-vision with DPEP, thus implementation tensions are generated and are in need of resolution. Some SIEMATs have not yet been established (Assam, Karnataka and Kerala), and a large number of those which have been established, the one in Uttar Pradesh being the only exception, lack sufficient role clarity or are yet to be made operational (Gujarat, Andhra Pradesh, Himachal Pradesh). In almost all SCERTs, SIEMATs and DIETs, staffing with qualified personnel continues to be a problem not yet addressed by the State governments. Horizontal and vertical operational linkages of these institutions with other DPEP activities are not yet sufficiently visible.

5.9 Notwithstanding positive practices in some DIETs in Andhra Pradesh, Bihar, Gujarat, Karnataka, Kerala, Himachal Pradesh and Uttar Pradesh, and that many DIET faculty are participating in state and district resource groups, DIETs as an institution have not been sufficiently involved in DPEP's pedagogical renewal process. This is a matter of great concern for the Mission, as these district institutions in almost all project States are expected to be the institutional home of teacher training innovations developed under DPEP at project completion. To enhance the DIETs' involvement and performance in DPEP in course of the programme implementation it is the Mission's strong view that increased efforts are required to facilitate the formulation and operationalisation of the DIETs' institutional development plans. In view of the overall impact of DPEP's large-scale investment in in-service teacher training, it would be furthermore useful to the Centre and the States to undertake a full fledged review of how the lessons learnt from DPEP could feed into a revision of pre-service teacher training as well.

5.10 The Mission commends the convergent efforts displayed by many DPEP districts with respect of tapping additional school construction funds from the centrally sponsored JRY scheme administered by the District Magistrates. In addition, the Mission was informed about the teacher training being provided by some Gram Panchayats (GPs) utilising their own resources. Integration of the training provided by the GPs with the pedagogical renewal of DPEP needs to

be ensured. The Mission notes that DPEP is involving a large number of individuals, institutions and NGOs in the implementation of DPEP. The sharing of their accumulated knowledge has been beneficial to enrich the DPEP process.

Planning, management and finance

5.11 On the basis of review of the AWPBs 1999-2000 of the visited States and districts, the Mission found that in many cases the spill-over of unmet targets from earlier years has driven the project districts to set unrealistic targets in the formulation of their AWPBs. Visits to the districts made it clear to the Mission that districts have often not considered the nature and amount of human resources and time required to achieve the set targets. For example, time may not have been allocated sufficiently for the design and follow up phase of interventions. The GOI and the States may wish to support district project planning teams in course of the appraisal of the next AWPBs such that the lessons learned from previous planning exercises would be taken into account.

5.12 DPEP has generated a vast amount of information emerging from the EMIS, PMIS, micro-planning exercises and research findings. However, this data is not always validated nor fully utilised in the formulation of AWPBs and in the setting of project yearly priorities to reach the most needed groups of socially disadvantaged children still out-of-school and to improve social equity. It is the Mission's view that the analytical capacity of the state and district planning teams need further strengthening to formulate more district-specific AWPBs. The Mission also notes, that in some States (Andhra Pradesh, Karnataka, Kerala, Gujarat, Maharashtra and Uttar Pradesh), micro-planning exercises have been used quite effectively by the communities to identify children out-of-school and to launch more targeted interventions, with a consequent upsurge in enrolments. DPEP districts may wish to follow up and consolidate the micro-planning training of the Village Education Committees.

5.13 The Mission observes that the quality of the management staff at the state and district levels and the continuity of the processes developed under DPEP are key to improve the efficiency and effectiveness of project implementation. The Mission requests the State governments to retain key qualified state and district managers in regular posts in the project and in the education system so that the acquired learning experience could fully be utilised in DPEP.

5.14 According to the information received from the EE I Bureau, the expenditure to date as a percentage of total EFC approved project budget for the entire implementation cycle averages 64 percent in Phase I. In three DPEP I States, Assam, Haryana and Maharashtra, total spending is below 60 percent of total project budget. The cumulative expenditure in Phase I up to August 1999, is 78% of the target. However, there is a declining trend in the cumulative expenditure over the past one and a half years. The GOI expressed its concern with respect to the under-spending in Phase I, and the Mission supports GOI's request to the States to make plans to indicate their choices regarding effective utilisation of approved project funds, especially in the non-infrastructure and non-management components.

5.15 The Mission would like to flag that there is a significant delay in GOI's release of approved 1999-00 project funds to all DPEP States. In addition, the Mission would also like to flag that the State governments of Assam (GOA), Bihar (GOB), Haryana (GOH), Maharashtra (GOM) and Rajasthan (GOR) have not yet released their 15 percent contribution. Furthermore,

Assam is in arrears for the fiscal year 1998-99 also. The Mission requests GOI, GOA, GOB, GOH, GOM, and GOR to address this issue, which is already causing project implementation delays in some project States.

VI SUSTAINABILITY AND DPEP'S IMPACT ON THE SYSTEM AS A WHOLE

6.1 In assessing the progress made by State governments in creating conditions for sustainability of DPEP activities during the post project period, the Mission reviewed the efforts towards filling teacher vacancies, enforcing policies and regulatory frameworks concerning recruitment of educational personnel, maximising the programme's impact on the primary education system as a whole and developing appropriate exit strategies.

Policy frameworks

6.2 State governments have made some progress in filling existing teacher vacancies and appointing teachers to meet State norms on student teacher ratios. While positive trends have been witnessed in some States, a large number of unfilled positions still exist in the States of Andhra Pradesh, Bihar, Haryana, Himachal Pradesh, Maharashtra and West Bengal. The problem is especially severe in Bihar, Maharashtra and West Bengal, where recruitment was stalled during the past few years, and in Haryana, where the cumbersome procedures delayed it. However, modalities for recruitment are now underway in these States. The existing demand and supply imbalance in the States, accordingly, suggests the need for addressing the supply capacity of the system as well as maintaining a minimum level of quality to the newly recruits.

6.3 The Mission noted the efforts initiated by the States of Andhra Pradesh and Karnataka in introducing reforms in teacher recruitment and deployment by undertaking an analysis of teacher pupil ratios across mandals/blocks and schools along with a massive exercise of teacher counselling. Karnataka has introduced reforms through computerised selection to bring about transparency and merit in their teacher recruitment and regulatory systems. They have also modified the rules to provide adequate representation of women teachers to tackle the adverse ratio of female to total number of teachers. Other States that have initiated the process of teacher rationalisation could gain by studying and adapting the methods and mechanisms introduced by these States.

6.4 Of late, there is evidence of a large number of para-teachers being recruited in formal schools to work along with regular teachers to ensure a better teacher pupil ratio. Many States have opted for large-scale appointment of para-teachers to alleviate teacher vacancies in formal schools (prominent among these are: Andhra Pradesh, Gujarat, Madhya Pradesh, Rajasthan, and Uttar Pradesh). In addition, para-teachers are being hired in alternative and community schools in remote and un-served habitations. While there are positive aspects of the para-teacher programme in terms of their greater acceptability and better linkage of para-teacher schools with community, it raises additional challenge for the concerned States to address the problems of inadequate teacher competence. In order to make these interventions sustainable, it would be important for the States to reflect on a long-term policy on para-teachers and to ensure mechanisms and strategies for ensuring quality and attainment of minimum standards of academic competence by all teachers.

Impact on the education system as a whole

6.5 The overall impact of DPEP is evident in the state-wide response to programme interventions in project States. There is ample evidence to suggest that the larger elementary education system has adopted many of the successful innovations piloted in DPEP. The initiatives that have spread to non-DPEP districts in project States differ in range and intensity in the different States. The new pedagogic interventions including activity based curriculum and text books, other teaching learning materials and methodologies, and community based programmes are being extended to the non-DPEP districts of many project States. Karnataka has successfully incorporated its software on monitoring and assessment of elementary education activities into the State educational administration; and Assam has recently revised its pre-service curriculum in the light of new pedagogic interventions. The Mission also acknowledges the significant contribution made by DPEP in bringing primary education to the centre stage of the national agenda by responding to the growing community support and demand for primary education.

6.6 In most DPEP II & III States too, there are a number of indications that successful DPEP initiatives are being extended to the entire educational system. The necessary initial conditions for sustainability of project structures and processes are being put in place at a relatively early stage in Andhra Pradesh, Bihar and Gujarat. Some States are also providing support for interventions beyond those planned through the project.

6.7 While there are some indications of evolution of shared and coherent visions of educational reform across the States, which DPEP has been spearheading, there are States where the progress has been slower in this regard. Given the nature of the differential spread of DPEP in project States, it would be necessary for all States, especially DPEP I States and districts, to consolidate the DPEP gains and integrate them into the regular system. What are the steps for the same, and what implications they entail for systemic and policy changes, are some of the questions that all States would need to address. A planned approach would need to be ensured in all States to deal with the transition from the project period to the post project period. The Mission is of the view that sustainability of a project, to a large extent, depends on the State governments' commitment to facilitate systemic changes and ensure enabling environment for school improvement and innovations in primary education.

Studies on sustainability

6.8 Four States (UP, Karnataka, Haryana, and Assam) have conducted sustainability studies to determine the financial, managerial, pedagogic and other implications of continuing with the project gains in the post project period. The UPBEP sustainability study and transition plan for 1999-2000 based on evaluations of project interventions has been completed, discussed and approved, and the State has begun to implement an intensive programme of activities focussed on capacity building in the academic support systems. The State has not only assessed the financial implications for the post project period, but has also issued formal orders to ensure availability of funds for the continuation of the key activities from the non plan resources. Kerala has initiated a similar exercise; a proposal has been developed based on a workshop at the state level, high-lighting the prerequisite steps that need to be initiated by the State for creation of an enabling environment for smooth transition to post project activities. The Mission supports the proposal of the State and recommends that the State initiate the necessary studies and evaluations. Karnataka and Haryana plans have identified the activities, structures and processes

to be sustained. While Karnataka has estimated its financial additionalities, the State plans to meet this out of the anticipated education plan outlays; this would need to be met out of the non-plan resources. Uttar Pradesh is the only State which has provided for the post project additionalities through its non-plan resources. Haryana and Assam plans are yet to be approved by the respective State governments.

6.9 The Mission is of the view that all DPEP I States would need to reflect on the DPEP gains which need to be sustained and define the contours for the remaining period of the project as also for the post project phase. The Mission, furthermore, recommends that DPEP I States with a sustainability study completed, or in process, prepare a time bound plan and specify actions required to implement the recommendations of these studies. These may be discussed with EE I Bureau before the next JRM.

VII NEXT STEPS

The Mission would like the EE I Bureau and the States to address the following five major areas for action and follow up as a matter of priority by the time of the next JRM:

7.1 Lack of funds has hampered the State DPEP Societies from implementing planned activities this year. As a matter of urgency, the GOI needs to ensure the timely release of funds to the State Societies, and Assam, Bihar, Haryana, Maharashtra and Rajasthan need to pay their 15% share if they expect the funding agencies to continue their support. It is furthermore suggested that for the time being Orissa and West Bengal continue as special watch states.

7.2. States and Districts may like to strengthen the designed training modules and materials to: (i) enable teachers to better relate training and integrate textbooks and TLMs to children's learning outcomes; (ii) ensure that classroom assessment skills are developed and used, such as continuous student assessment; (iii) ensure effective teaching in multilevel/multigrade situations; and (iv) ensure that strategies are developed for enhancing the skills of trainers and educational administrators at the block and cluster levels to enable them to fulfil their roles, especially in providing on-site support to teachers and schools.

7.3 The Mission has observed a considerable expansion of Alternative Schools in most States that have extended educational opportunities to some communities for the first time. However, whilst recognising the contributions of AS to universalising access, the EE I Bureau might encourage the States to further develop context-specific strategies with appropriate resources to ensure education of comparable quality for all children on a sustainable basis, with particular reference to the most deprived children such as street children, migrants and working children.

7.4 The Mission acknowledges the progress made by some DPEP I States to review the sustainability of DPEP gains. There is, however, an urgent need for the DPEP-I States that have not yet conducted sustainability studies do so now. The States that have undertaken sustainability studies need to formulate, on the basis of the findings, a time-bound plan to consolidate the DPEP gains and sustain the initiated change processes. In this context, the States may wish to consider further strengthening communication, co-ordination and co-operation among key resource institutions and facilitate the formulation and implementation of institutional development plans of DIETs and other envisaged district level resource institutions.

7.5 For DPEP-I States it is a matter of urgency to develop a plan for the deployment of unutilised funds, in particular, with respect to components outside the civil works and management.

In addition, the Mission recommends that attention be paid to the following areas:

7.6 While most States have initiated DPEP interventions for ECE, the EE I Bureau and the States may like to refine the strategies for the same to ensure (i) promotion of quality of such interventions through need assessment and regular follow up and monitoring, (ii) greater co-operative action with ICDS and other programmes, and (iii) continuity in approach with regard to the curriculum transaction from pre-primary to primary education.

7.7 In-class attention to disadvantaged children including girls, SC, ST and all other deprived children in formal school may not always be ensuring equitable opportunities for their learning. The EE I Bureau and the States may wish to undertake research and take appropriate actions through teacher sensitisation and support mechanisms to ensure that children in these groups get equitable opportunities for participation and learning.

7.8 The Mission has observed a wide variety of data in circulation providing information on enrolment, repetition, retention and attendance. The Mission furthermore acknowledges the EE I Bureau's plans to further develop the progress review mechanisms for DPEP. In this regard, the EE I Bureau and the States may wish to (i) rationalise DISE data with other management information systems currently in use, (ii) continue efforts to improve the reliability of the available data, and (iii) further integrate the findings of the micro-planning exercises for the formulation of subsequent AWPBs. The Mission hopes that in the future there will be a better utilisation and analyses of available data at state and district level to set priorities and to respond to local-specific needs.

Annex One

Abbreviations

ABBREVIATIONS

ABSA	Assistant Basic Shiksha Adhikari
ACR	Actual Completion Rate
ADI	Assistant District Inspector (of schools)
AEO	Assistant Education Officer
ALS	Alternative Learning School
APPEP	Andhra Pradesh Primary Education Programme
AS	Alternative Schooling
ATI	Administrative Training Institute
AV	Audio-Visual
AW	Anganwadi
AWP&B	Annual Work Plan and Budget
AWW	Anganwadi Worker
BAS	Baseline Assessment Study
BDO	Block Development Officer
BEO	Block Education Officer
BEP	Basic Education Project
BLRC	Block Level Resource Coordinator
BPEO	Block Primary Education Officer
BRC	Block Resource Centre
BRG	Block Resource Group
BSA	Basic Shiksha Adhikari
BSTBPC	Bihar State Text Book Publishing Corporation
CAC	Cluster Academic Coordinator
CB	Capacity Building
CEO	Chief Executive Officer
CLRC	Cluster Level Resource Centre
CRC	Cluster Resource Centre
CRCC	Cluster Resource Centre Co-ordinator
CRG	Cluster Resource Group
DDO	District Development Officer
DEO	District Education Officer
DEP	Distance Education Programme
DI	District Inspector
DIET	District Institute of Education and Training
DISE	District Information System for Education
DLO	District Level Officer
DPC	District Project Coordinator
DPI	Directorate of Public Instruction
DPSC	District Primary School Council
DPU	District Project Unit
DRG	District Resource Group

DRU	District Resource Unit
DTERT	Directorate of Teacher Education Research and Training
ECCE	Early Child Care and Education
ECE	Early Child Education
EFC	Education Finance Committee
EGS	Education Guarantee Scheme
EMIS	Education Management Information System
ET	Education Technology
EVS	Environmental Studies
GCERT	Gujarat Council of Educational Research and Training
GER	Gross Enrollment Ratio
GP	Gram Panchayat
GTBB	Gujarat Text Book Board
ICDS	Integrated Child Development Scheme
IDA	International Development Agency
IED	Integrated Education for the Disabled
IEDC	Integrated Education for the Disabled Children
IIE	Indian Institute of Education
INSET	In-service Teacher Training
IPMIS	Integrated Project Management Information System
ISRO	Indian Space Research Organisation
JBT	Junior Basic Teacher
JRY	Jawahar Rozgar Yojana
KRP	Key Resource Person
LH	Listening Handicapped
LJP	Lok Jumbish Programme
LSA	Lok Sampark Abhiyan
MAS	Mid-term Assessment Study
MBC	Most Backward Castes
MD	Managing Director
MEO	Mandal Education Officer
MGT	Multi Grade Teaching
MH	Mentally Handicapped
MIEPA	Maharashtra Institute of Educational Planning and Management
MIS	Management Information System
MLL	Minimum Levels of Learning
MPSP	Maharashtra Prathamik Shiksha Parishad
MRG	Mandal Resource Group
MRP	Mandal Resource Person
MS	Mahila Samakhya
MSCERT	Maharashtra State Council of Educational Research and Training
MTA	Mother Teacher Association
NAB	National Association for the Blind
NAR	Net Attendance Ratio
NCB	National Competitive Bidding
NCERT	National Council of Educational Research and Training
NER	Net Enrollment Rate
NFE	Non Formal Education

NIC	National Informatics Centre
NPRC	Nyaya Panchayat Resource Centre
NPS	New Primary School
NSSO	National Sample Survey Organisation
OBC	Other Backward Castes
PFE	Primary Formal Education
PHC	Primary Health Centre
PO	Programme Officer
PRD	Panchayati Raj Department
PRI	Panchayat Raj Institution
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
PTTI	Primary Teacher Training Institute
PWD	Public Works Department
RCI	Rehabilitation Council of India
RES	Research and Evaluation Studies
RSTB	Rajasthan State Textbook Board
RT	Resource Teacher
SC	Scheduled Castes
SCERT	State Council of Educational Research and Training
SCR	Student Classroom Ratio
SDI	School Deputy Inspector
SEC	School Education Committee
SI	School Inspector
SIEMAT	State Institute of Educational Management and Training
SIERT	State Institute of Education Research and Training
SIM	Self Instructional Material
SKP	Shiksha Karmi Programme
SLM	Self Learning Materials
SLO	State Level Officer
SMART-PT	Statewide Massive Training for Primary Teachers
SMC	School Management Committee
SPD	State Project Director
SPIU	State Project Implementation Unit
SPO	State Project Office
SRG	State Resource Group
SSG	School Support Group
SSK	Shishu Shiksha Kendra/Karmasuchi
ST	Scheduled Tribes
TBC	Text Book Corporation
TC	Teacher Centre
TLM	Teaching Learning Material
TLP	Total Learning Package
TSG	Technical Support Group
UEE	Universal Elementary Education
UPBEP	Uttar Pradesh Basic Education Programme
UPE	Universal Primary Education
VCC	Village Core Committee

VEC	Village Education Committee
VLC	Village Level Committee
VS	Vidhya Shayak
VV	Vidhya Volunteer
WBBPE	West Bengal Board of Primary Education

Annex Two

Terms of Reference for the Tenth DPEP Joint Review Mission

INDIA DISTRICT PRIMARY EDUCATION PROGRAMME

**Tenth Joint Review Mission and Second In-Depth Review Mission
(November 10 – December 1, 1999)**

Terms of Reference

Introduction

The District Primary Education Programme (DPEP) was designed to achieve the objectives outlined within the policy framework of the revised National Policy on Education 1986 and Plan of Action 1992. The objectives of the programme are to increase access and retention, and to improve learning achievement especially for girls and SC and ST children and other marginalised groups, such as children with disabilities and working children.

The programme was designed to decentralise decision making to the district and sub-district level for more effective service delivery. It takes an integrated approach to primary education development, aiming to harbingers a system-wide reform in primary education and achieve the goals of UEE in a cost-effective and sustainable way.

DPEP started in November 1994 in 42 districts in 7 states, but has since then expanded in a phased manner to 193 districts in 15 states¹ (including the 17 UPBEP districts) with plans for further expansion. The programme is managed at the national level by the Elementary Education I Bureau, at the state level by a State Project Office and at the district level by District Project Offices. DPEP is monitored twice a year by the Joint Review Missions (JRM), which are led, in rotation, by the Government of India (GOI), the World Bank (WB), the European Commission (EC) and the British DFID. The purpose of the JRM is to provide the programme managers at all levels and the funding agencies through joint examination with information and reassurance that the programme is being carried out in accordance with the DPEP guidelines.

The 10th JRM, while reviewing the programme as a whole and visiting all the 15 DPEP states, will be an *In-Depth Review of the second phase of the programme*² (excluding West Bengal). The 10th JRM will be led by the European Commission, co-ordinated by Mervi Karikorpi.

¹ Assam (4+5), Haryana (4+3), Karnataka (4+7), Kerala (3+3), Madhya Pradesh (19+15), Maharashtra (5+4), Tamil Nadu (3+3); Andhra Pradesh (5+14), Himachal Pradesh (4), Gujarat (3), Orissa (8), Uttar Pradesh (17+15+3), West Bengal (5); Bihar (27); Rajasthan (10).

² The second phase of the programme involves 40 expansion districts of seven DPEP I states and 35 districts of five DPEP II states (excluding West Bengal).

Mission objectives

The Mission will assess progress towards DPEP's outcome- and process-related objectives. There will be four main areas for exploration and observation during this mission: (i) progress towards the DPEP's objectives with regard to access and enrolment, retention, learning outcomes and equity; (ii) school-level change; (iii) system-school support; and (iv) sustainability. The mission will use recent researches, documents provided, consultation at the national level and during the state visits to arrive at conclusions of how the programme is proceeding in each of these areas. Specifically, the objectives of the mission are as follows:

1. ***To assess progress towards the DPEP's objectives concerning access and enrolment, retention and learning outcomes, with particular reference to the programme's target groups (girls, SC and ST children, children with disabilities and working children)³:***
 - Evidence of improved quality in the delivery of primary education with respect to students' learning;
 - Evidence that the time of students and teachers on education has increased in terms of daily attendance and learning time at school.
 - Evidence of increased access (higher initial enrolment), lower student repetition rates and higher retention rates;
2. ***School-level change: To assess the extent to which evidence of and planning for improved quality in terms of "inside the school" – processes and school/community interaction can be perceived:***
 - Efforts and progress made to strengthen capacities for and to increase ownership of holistic school improvement at school/village level.
 - Evidence of improved teaching/learning processes as indicated by participation of children in teaching/learning processes, teachers' attitudes towards children, teachers' ability to use diverse teaching strategies and assess and give feedback on students' work and progress, availability of space for teacher innovations, availability of improved textbooks and teaching/learning materials and degree of utilisation of these materials, etc.
 - Efforts and progress made in removing barriers to learning, participation in school improvement, and professional development opportunities, with a focus on disadvantaged and marginalised groups within communities.
3. ***System-school support: To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP states and districts:***

³ The DPEP objective related to institutional capacity will be addressed fully under sections 2 & 3.

- Efforts and progress made to strengthen the capacity of the Block Resource Centres (BRC) and Cluster Resource Centres (CRC) to plan for and provide support to teachers, formal and alternative schools, early childhood education centres, and to work with Village Education Committees (VEC).
- Efforts and progress made to improve the quality and impact of the pedagogical renewal and teacher development process as a whole (curriculum development, teacher training and support, textbooks and materials development, production and delivery, learner assessment).
- Evidence of enhanced district level planning capacities as indicated by reflection on and articulation of overall education development plans to benefit primary education, by effective utilisation and sharing of information, and by supervision of and guidance for plan preparation and implementation at the sub-district levels.
- Evidence of impact on institutional functioning of the supervisory and support structure as indicated by increased reflection on and efforts for organisational changes (personnel, processes, technology, structures/system), with particular reference to organisations such as DIETs, SCERTs, SIEMATs and State Textbook Corporations.
- Evidence of management capacity, including co-ordination, effective management information systems, assessment, monitoring and evaluation, role clarity, participation of civil society, etc.
- The extent to which the financial status of the programme implementation reflects effective and efficient utilisation of programme funds and the programme's emphasis on quality and innovations in primary education:
 - comparison between actual expenditures and the original budgeted amounts for the main expenditure categories, especially civil works;
 - the extent and nature of investments in human resource development;
 - efforts made to employ cost effective ways of resource utilisation.

4. *To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP I and UPBEP states and districts, and efforts and progress made in terms of maximising the programme's impact on the primary education system as a whole:*

- Efforts and progress made by the state governments to fill teacher vacancies and appoint additional teachers to ascertain state norms on student-teacher ratios.
- Efforts and progress made to review and enforce policies and regulative frameworks concerning e.g. recruitment of educational personnel, para-teachers, utilisation of teachers for non-educational tasks.

- Efforts and progress made to embed the DPEP experiences from in-service teacher training and support to pre-service education.
- Efforts and progress made to develop exit strategies to ensure smooth transition between the project and post-project period, and continuation of the initiated change processes with particular reference to DPEP I and UPBEP districts.
- Efforts and progress made to embed the DPEP management innovations in the overall primary education establishment.
- Feasibility of the long term financing of the reforms introduced by DPEP.

The Mission will review lessons learnt till date and major accomplishments in the programme since the last JRM, identifying individual states and districts as examples where appropriate. The Mission will also assess progress in resolving outstanding issues in “special watch” states and with respect to issues raised by the last JRM, and highlight priority issues that the Mission considers require attention to improve and sustain the programme, with suggestions on strategies for addressing these issues.

In Rajasthan, which has just recently joined the programme, the Mission will assess the state of readiness for programme implementation.

Preparation

- The participating agencies agree on the TOR and the Mission framework.
- The Elementary Education I Bureau (EE I Bureau) discusses and shares the TOR and the Mission approach and objectives with the 15 DPEP states, who do the same with the districts to be met visited by the Mission.
- The DPEP states, the EE I Bureau and the Team leader will work on the details for the state and district visits.
- A set of documents will be provided by the EE I Bureau to the Team leader prior to the start of the Mission as indicated below.
- The Team leader processes and analyses, together with the other agencies and some independent professionals, relevant available information and prepares an agenda and a background paper for the Mission to discuss.

Mission tasks

- Individual state teams will be responsible for the state reports, which will be annexed to the Aide Memoire.
- The whole team will be responsible for developing a cross-state matrix of issues with conclusions, on return to Delhi.
- The Core team, which will be established by the Team leader in consultation with the other agencies, and the Mission members who have been involved in the analyses of the recent studies and other documentation, will facilitate the discussions while the Mission is working in Delhi.
- The Mission will reflect on the Mission modality and make suggestions for improvement.

- The Core team will assume complete responsibility for drafting the Aide Memoire, for taking it to a Pre Wrap-up meeting and presenting it at the Final Wrap-up meeting.

Composition of the Mission team

The Mission will consist of 38 members nominated by the Government of India and the international funding agencies (GOI 10, IDA 10, EC 7, DFID 7, UNICEF 2, Netherlands 2), who will form the state teams.

Those nominated to take part in the JRM should have a wide educational background and experience, as they will be required to report against a wide range of activities. Consideration should be given to providing continuity. The majority of those participating in the JRM should have some prior involvement with or understanding of DPEP.

Organisation

At the beginning the Mission team will work two full days (10 and 11 November) together to discuss the TOR of the Mission, the Mission organisation and the programme status and emerging issues on the basis of the analysed information available to the team. On 12 November the team will interact the full day with the EE I Bureau, the national nodal agencies NCERT, NIEPA, IGNOU, the national resource persons including TSG/Ed.CIL etc. On Saturday, 13 November, the team will prepare for the state visits and travel to the states in the afternoon. Madhya Pradesh, Andhra Pradesh, Uttar Pradesh and Bihar will be visited by four Mission members each, while the other 11 states will be visited by a team of two members each.

The state visits will take place during 14-20 November. On the first day, the Mission will utilise the reflection papers prepared by the DPEP states as a starting point for discussions and consultation at the SPO. The state teams will return to Delhi on Saturday night 20 November, or latest on Sunday morning, 21 November. During 21-23 November, the state reports will be shared among the full team and given a final touch by the state teams if necessary. The state reports, including the matrix, are expected to be however nearly complete at the return to Delhi. The state reports will also be shared with the EE I Bureau and the states by the Team leader. The full team will share their findings and conclusions from the state visits, updating thereby the team's 'prior to the state visits'-vision of the programme status. The work will be carried out partly in smaller groups, partly in full team session, and will be facilitated by the Core team and the Mission members who had been earlier involved in the analysis of the background material.

On Wednesday 24 November, the team will reflect on the JRM modality and have an opportunity to discuss some of the professional issues in more detail. Excluding the Core team, the team will have completed the official part of the joint In-Depth Review Mission by Wednesday night, 24 November.

The Core team will draft the Aide Memoire during 24-27 November. The Pre wrap-up meeting and Final wrap-up meeting have been scheduled on Monday afternoon, 29 November, and Wednesday afternoon 1 December respectively.

Background material

The EE I Bureau will provide to the Mission the following studies and documents:

- AWPBs 1999/2000 of the 15 DPEP states and 19 districts to be visited,
- a short reflection paper by each DPEP state on the status of the programme and the vision for the future,
- bibliography and abstracts of researches on DPEP,
- a number of research studies and desk analyses commissioned by the EE I Bureau, namely the ones on:
 - access and retention,
 - MAS in Andhra Pradesh, Gujarat, Himachal Pradesh and Orissa,
 - classroom processes,
 - textbook development,
 - alternative schooling and para-teachers,
 - gender and ECE,
 - support systems and processes which underpin DPEP's pedagogical strategy,
 - good practices of BRCs and CRCs,
 - community mobilisation and empowerment for UPE,
 - DPEP's impact on resource mobilisation and expenditure patterns,
- the background document for the 10th JRM, including the updated tables made available to the 9th JRM,
- follow up of the recommendations of the previous JRMs,
- possible other researches and evaluation studies such as the study on DIETs when available.

Reporting

The Mission will produce the Aide Memoire, which includes the state reports and the cross-state matrix, as well as a set of analyses on the emerging key issues at this stage of programme implementation.

September 30, 1999

Mervi Karikorpi

Team leader of the combined 10th JRM and 2nd IDRM

Annex Three

State Reports

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME
10TH JOINT REVIEW MISSION AND SECOND IN-DEPTH REVIEW MISSION

ANDHRA PRADESH STATE REPORT
(13 - 20 November, 1999)

1. INTRODUCTION

1.1 On behalf of the Tenth Joint Review Mission and the Second In-Depth Review Mission of the District Primary Education Programme, Dr Marshall Elliott (DFID), Mr. Keith Hinchliffe (WB), Ms Shanti Jagannathan (EC) and Mr. B.V.R. Subrahmanyam (GOI), visited Andhra Pradesh from November 13-20, 1999, with the following terms of reference:

- To assess progress towards the DPEP's outcome related objectives concerning access and enrolment, retention and learning outcomes.
- To assess the extent to which evidence of and planning for improved quality in terms of "inside the school" – processes and school/community interaction can be perceived.
- To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived; and
- To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created in order to maximise the programme's impact on the primary education system as a whole.

1.2 The team met the Secretary, Education, Director and Commissioner for Education, the State Project Director and other members of the State Project Office and the Director. SCERT. The team visited the districts of Kurnool and Nalgonda and interacted with various district level officers and functionaries, including the Collector, the Joint Collector, the District Education Officer, the Assistance Project Coordinator and the entire team of the DPO, as well as the DIET. The team visited a range of schools, including regular and Alternative/Community schools in different mandals, as well as Mandal Resource Centres and Teacher Centres.

1.3 The team wishes to thank all the State and District representatives for extensive and open discussions on various aspects of programme planning and implementation and for the warm hospitality extended to the team.

2. PROGRESS OF DPEP TOWARDS ITS OBJECTIVES (OUTCOME RELATED)

2.1 Primary enrolment continues to grow at an impressive rate. The total number of students has risen from 7.90 million in 1996-97 to 8.37 million (5.95% increase) in 1997-98 and in 1998-99 reached 8.80 million (5.2% increase). There are an estimated 10.1 million children aged 6-11, of which up to 3.5 million could still be out of school. If a 5% overall increase can be sustained it would take AP only a further 5 years to achieve UPE. An accurate determination of the number

of out of school children would be useful, but can only be obtained by use of micro-planning throughout the state to verify the actual number of school aged children and the age profile of children in school. DISE data does not currently take account of unrecognised schools that are estimated by the SPO to possibly enrol an additional 5-10% of pupils, mainly in urban areas.

2.2 The state GER has increased from 79.95 in 1996-97 to 85.20 in 1998-99 (6.6% increase). In the 5 DPEP phase I districts the GER has risen from 74.31 to 89.70 (21% increase) over the same period. This substantial increase clearly indicates that DPEP has been very successful at increasing enrolment. AP is second only to MP in terms of the percentage increase in enrolment achieved in a comparison of Phase 2 DPEP states. It is too early to judge project performance in terms of enrolment in the 14 phase II districts. Despite clear overall success in phase I districts, there is a huge variation in performance across the five districts that needs to be analysed by the SPO in order to understand the underlying reasons and to determine appropriate strategies for raising performance in the problem districts. In Nellore district the GER has increased by only 2.7% over the past two years (less than the state average) and in Karimnagar the GER is still only 74.99 compared to the state average of 85.2 and a DPEP (all 19 districts) average of 89.12. Extra effort will be needed in districts having a GER less than the state average if progress towards UPE is to be sustained. There still remains a need for the SPO to strengthen district capacity to interpret, analyse and contextualise DISE data within the AWP&B exercises.

2.3 DPEP access targets include opening 5,227 (95% complete) new primary schools and 3,527 (66% complete) Alternative Schools (AS). In terms of physical works DPEP targets are 4,847 buildings (65% complete) to new primary schools, 3681 buildings (47% complete) to schools without buildings and 4200 (71% complete) additional classrooms. Taking account of work in progress some 98% of school civil works will be completed by the end of 1999. The average SCR for DPEP phase 1 states is currently 38.7, and for phase 2 states is 48.8. In AP the SCR is 50.39. AP is one of four states having a high proportion (26.4%) of schools with a SCR greater than 90. In AP, school and classroom locations are based on planning centred around habitations. Unless the DPEP classroom construction target is increased (as proposed by the state) it is now too late for the APDPEP construction programme to be used to better equalise SCRs. Many schools were observed as being grossly overcrowded. This is a serious issue for both DPEP and the state to address if it plans to provide adequate space for effective teaching and learning to take place.

2.4 An increased number of strategies and interventions are being used by the state to help reduce gender and social participation disparities whilst at the same time increasing overall participation in primary education. AS (grade I & II schools in remote communities), Early Childhood Education (ECE, for 3-5 year olds), Summer Schools (for out of school children 6-8 years old), Integrated Education for Disabled (IED), transitional schools (for child labourers 5-14 years old) and bridging course camps (for out of school girls aged 9-14) are the main components of the current strategy.

2.5 The existing 1,983 DPEP supported AS have enrolled 54,023 students mostly in SC/ST communities. The SPO proposes the establishment of a further 12,000 AS in order to achieve UPE amongst the hardest to reach SC/ST communities with populations of 100-200. The DPEP Bureau is recommended to provide authority to the SPO to vary its targets for AS in order to

achieve DPEP enrolment objectives. The Legal Agreement with IDA for Phase II districts in Andhra Pradesh provide for certain numbers of AS and para-teachers. GOI could review the State plans for the same with the World Bank.

2.6 5,419 ECE centres are planned under APDPEP, of which 2,180 (40%) are operating. Enrolment statistics for the ECE centres are not currently available and should in future be included within DISE. Convergence of ECE centres and Anganwadis is still in the planning stage and needs to be advanced. As an essential ingredient of achieving UEE, the SPO proposes the establishment of an ECE centre with a pucca building near or within every primary school (currently 51,836) in the state. 36,837 Anganwadis already exist. There is no provision currently in DPEP for any ECE construction or for opening ECE centres on the scale envisaged by the SPO.

2.7 During the 16,557 Summer Schools operated over a 40-day period in the 1999 holiday period, 422,166 students enrolled of which 140,855 were successfully transferred to formal schools. The majority of the remaining children were already enrolled in schools but were still permitted to take part in the summer school. This initiative will be repeated on demand from communities in 2000, but efforts will be made to enrol only out of school children.

2.8 IED coverage has to-date been on a pilot basis within three districts, catering for 446 in-school and 102 out of school children with special education needs and 190 children with learning difficulties. It is proposed to slowly expand IED in accordance with the availability of specialised staff.

2.9 Building on the previous success of the UNICEF child labour project, DPEP intends to operate 747 transitional schools in 30 mandals within 13 DPEP districts in order to enrol and mainstream 8,796 child labourers. 7 residential bridge course camps for 652 girls are taking place in Ranga Reddy district, and 205 girls are preparing for admission tests to gain entry into grade VII.

2.10 The SPO should consider a specific evaluation of the impact of its various gender and social targeting initiatives by the end of 2000.

2.11 The current PTR for DPEP 1 states nationally is 38.9 and for DPEP 2 states is 47.5. In AP the PTR is 64.0. DPEP targets for appointing new teachers are 6,485 regular teachers (of which 3922 or 60% are in place) and 10,021 Vidya Volunteers (VV, of which 9,790 or 98% are in place). The state is attempting to provide on demand a VV to ensure no school has a PTR greater than 50. There are currently 20,861 VVs working across the state in primary schools. The SPO propose to raise the DPEP target for VVs by 3514 in the 5 phase I districts where there was no prior provision. This is a sensible proposal given the need to reduce the PTR in certain formal schools and to provide teachers to new AS. The state should consider undertaking a comprehensive evaluation of the VV scheme during the year 2000.

2.12 AP has a policy of not retaining students providing they satisfactorily attend school. In practice schools often retain under-performing students with parental permission, particularly in grade I. Student and teacher attendance rates have recently being analysed in a detailed impact

and evaluation study of the 5 phase I districts. Student attendance levels of between 72-82% are reported, and it is clear that attendance is lowest in class 1. Dropout rates are available at state and district level. The state dropout rate has reduced from 45.48% in 1997-98 to 43.63 in 1998-99. The dropout rate for DPEP districts at 45.15% is higher than the state average. A major effort to tackle the problem is needed for the DPEP target of less than 10% to be achieved. The largest numbers of dropouts occur during the first year of primary school, indicating where effort should be concentrated in the first instance. There is evidence in AP that SC/ST communities suffer much more from the problem of dropout, and that the situation is not improving for STs for whom dropout is a major problem (74% in 1997-98).

2.13 The Midterm Assessment Survey (MAS) of the 5 phase I districts was only just completed in October 1999 and is still to be analysed by state and district staff. It could be useful to organise a seminar for all the districts to jointly reflect on the findings and to determine appropriate teaching and learning strategies for the remainder of the project. The MAS reports a significant improvement in student achievement compared with the 1995 baseline levels. However, there continues to be widespread underachievement in mathematics. Gender bias is reported as having been removed. With regard to achievement of social groups differentials remain and it is suggested special attention be paid to this issue. Competency based TLMs, teaching aids, teacher qualifications and INSET are reported as positively influence student performance. Parental qualifications and the PTR interestingly appear to have little significance.

3. SCHOOL LEVEL CHANGE

3.1. There is evidence of an increased focus on the school as an entity for education improvement. The formation of School Education Committees, the provision of school grants and teacher grants and the preparation of habitation plans by the Headmaster and School Committees have contributed to it. The close involvement of the SECs and Headmasters in school construction and physical facilities improvement has also enhanced their participation in school matters. The SECs have started to take an active interest in the enrolment of out of school children in the school's catchment area, and on monitoring teacher and pupil attendance. They are yet to take an active role in school academic matters.

3.2. The creation of SECs and the opening of a joint account in the school (Headmaster and SEC Chairman) have had a positive impact on the empowerment of communities in taking up school matters and this needs to be built on. The mission found evidence of the existence of habitation plans in all the villages visited and these had been updated last year. However, the information available in these plans, particularly on the out of school children is not feeding into the development of Annual Work Plans and budgets. Training on microplanning and school mapping is being given to SEC members more as an awareness building and capacity building exercise rather than for the actual planning of investments.

3.3. The complementary role of other village bodies (particularly Panchayat Education Committees) has not been explored fully. The large network of Non-Formal Education Centres (9-14 year olds) and Continuing Education Centres (15 years and above) have not been tapped for convergence with DPEP objectives. The former could be valuable for addressing the needs of over-age children and the latter for mobilizing community support to unenrolled.

3.4. There is evidence of a beginning of change in the classroom. However, there appear to be variations. The DPEP has been able to build on the foundation laid by the APPEP interventions towards child-centred teaching. Most of the teachers had received one round of training. In some of the schools, the mission observed the use of group activity among children. Children, in general, were observed to be participating in classroom activity. While teachers appeared to have understood the concept of child-oriented and participatory teaching, they had not yet adopted methods to encourage the innate abilities of individual children or create natural learning conditions. In some of the schools visited, teaching was on the old lines of a lecture, with children seated in rows. Some teachers attributed the lack of application of DPEP training in the classroom to lack of space. There was as yet no evidence of a full range of teaching techniques being adopted by the teachers. Learning corners were not yet implemented. School library grants had not been released so far. (Delays in the release of school, teacher and library grants and Volunteer salaries were attributed to delays in the flow of funds from GOI).

3.5. There is as yet no continuous process of assessing the impact of teacher training on classroom change. A study on the impact of in-service training on improvement of classroom instruction by the State Government in 5 phase I DPEP districts (May 1999) states that the impact of teacher training on classroom instruction is moderate.

3.6. The mission observed the presence of textbooks in all the schools (however, not for each child). Teacher grants and school grants had not so far been released to any of the schools this year. Some schools still had stocks of Teaching Learning Material distributed under APPEP in 1997, which were locked up in the headmaster's almirah. The mission did not find as much evidence of TLM in the classrooms in Phase II compared to Phase I, except for wall posters. In Phase I, an impressive range of children's work was also on display.

3.7. The teachers have so far only received limited on-site professional support, as MRPs had hitherto been pre-occupied with the training programmes. The creation of MRGs has freed up time for the MRPs to make school visits and to assist and guide the teachers. The teachers found the school visits useful and supportive. Some MRPs also conducted demonstration classes. The mission found evidence of lesson plans being prepared by the teachers. MRPs had so far not collected any information on the performance of teachers and classroom processes. The State has recently prepared a School Visit Proforma that will be used to collect systematic data on classroom processes. It is important that the data collected through the school proforma is analysed at regular intervals for appropriate action by MRPs and MEOs. This sort of information should also feed into revision of teacher training modules, etc.

3.8. While teachers maintained records of unit tests, there was no systematic recording of pupils' learning assessment on the basis on the new approach to teaching/learning. This makes it very hard to reach conclusions on the usefulness of teacher training or the new textbooks in contributing to enhanced student learning. Textbooks have now been revised to include activity-oriented learning upto Class IV for Telugu, Class III for Maths and Class III for English. Teaching is more child-centred and expected to be geared to encouraging the children's innate abilities, yet the evaluation systems have remained unchanged. It might be useful to examine possible ways to re-design unit tests to be in line with the new methods of teaching learning. It is also important to start recording the impact of changing classroom processes on enhanced student

learning. This would also be important because the new set of textbooks (except Grade I) have not been put through any systematic trial.

3.9. A clear statement of State strategy towards the concept of Minimum Levels of Learning and its practical application had not yet been laid down. While the textbooks have been revised based on Minimum Levels of Learning, there appeared to be no clear definition of how the teachers were expected to assess acquisition of basic minimum competencies by children. A vision statement on quality issues, shared at all levels, would be useful.

3.10. The State's pedagogic vision for the Alternative Schools appears to be the same as that of regular schools – same type of teacher training, textbooks, school-level support and teacher grants. (school grant to AS is expected to be substantially lower; the salaries of Vidya Volunteers will only be an honorarium). However, the mission found no evidence of a child-oriented classroom process in any of the AS visited. Moreover, no training had taken place for the Vidya Volunteers this year as a re-designed package was being developed. Vidya Volunteers had also not been paid over 6-8 months, which may have an adverse effect on their motivation. The proposed rapid expansion of Alternative Schools, now renamed Mabadi Schools, will need to address a large set of quality issues.

3.11. A striking feature observed by the mission was the large size of Class I. The number of children in Class I tended to be quite large in most of the schools (in some cases, class sizes of 130-200) and included a large sprinkling of under-age children. This constrained both classroom activity as well as the rational utilization of teachers. Given that the DPEP put a strong emphasis on Early Childhood Education as a means to support girls' enrolment, it is essential to take a view on the quality of ECE interventions, particularly with emphasis on ensuring a certain minimum quality for ECE before a large-scale expansion of ECE Centres through DPEP. Given the large cost implications, the State may also wish to consider the replication of successful community-based models for ECE elsewhere.

3.12. Although a survey was done on disability among children, there is as yet very little effort to address integrated education for the disabled in Phase II districts. An evaluation by the State of this component in Phase I should set the stage for its implementation in Phase II. Similarly, the mission found little evidence of professional support to teachers to deal with slow learners (except for some remedial classes) and first-generation learners from backward castes and tribes.

3.13. On the question of continuous professional growth of teachers, it might be useful for the State to draw up a quality improvement plan that provides for a gradual and phased growth of professional capacities among teachers, based on established priorities. Currently, a very large range of competencies are sought to be transferred to teachers within too short a time. There should also be continuous monitoring of teacher performance.

4. SYSTEM - SCHOOL SUPPORT

4.1. The state has invested in a training structure centred on the MRC. Each MRC has been provided with a complement of three full-time resource persons (MRPs) who are expected to be providers of both training and post-training support. The state's commitment to have a permanent

4.2. decentralised training structure is evident from the fact that MRPs are full-time government posts and not project posts. It is expected that in the long run, MRPs - and not the DIETs - would be the key to effective teacher training.

4.3. The range of activities expected from MRPs is quite large. In the past, they have been expected to conduct training programmes, provide post-training support to teachers, monitor functioning of schools and Teacher Centres (TCs), provide feedback to district resource groups and monitor progress of civil works. They were sufficiently overburdened not to be able to focus on post-training support activities and school visits. A planned round of booster training to teachers could not be completed last year owing to this. To reduce the burden on MRPs, Mandal Resource Groups (MRGs) chosen from the strongest teachers in the mandal have been constituted to conduct training programmes in future, leaving MRPs free to focus on on-site support to schools. However, it may be examined whether the investment made on MRPs in building up their training capacity should be utilised only for such support leaving training activities completely in the hands of relatively inexperienced MRGs. The long-term strategy of reliance on MRPs as the key training functionaries needs to be balanced with the short-term need of conducting a large number of training programmes in a compressed time frame.

4.4. MRCs are at present being seen as a training delivery structure implementing training schedules prepared at the district and state levels. They could have a role in providing greater academic support to schools and supporting teacher centres. This would require recasting the range of activities planned for MRPs in a realistic manner and also providing for greater local flexibility in programme planning.

4.5. Teacher Centres in both Phase I and Phase II districts were created as part of APPEP. TC meetings take place once a month. TCs are getting a grant of Rs 2000 per annum for their activities and this too seems to be a low priority activity. Grants to teacher centres are being released late. The Mission team interacted with teachers during TC meetings. They found TC meetings useful for exchanging ideas and solving academic problems. However, they felt that greater support could be given to TCs in equipping themselves better for conducting their activities. At present, support to TCs from DPEP is limited although they have an important role in the chain of training and support. They need to be raised from the level at which APPEP left them. The state may consider focussing on this potential resource and developing it further.

4.6. The academic support chain under DPEP begins from the SRG and reaches the teacher through the DRG and MRG. The DRG at the district level consists of teacher trainers from DIETs and resource persons drawn from other district level bodies and MRGs. It is a body much larger than the DIET and has been an effective structure for overcoming weaknesses observed in DIETs. Being an informal structure, steps may need to be taken to embed it in the long term training structure, possibly in the DIETs.

4.7. DIETs continue to be a major source for academic capacity at the district level. The Mission found evidence of this in Kurnool and Nalgonda. More than half the DIET faculty were key persons in the DRG. Some of the key personnel in conducting research and evaluation, both on their own and on behalf of national and state agencies are from DIETs. However, the extent of their involvement in DPEP and the flexibility available to the DRG for adaptation and innovation

at district level needs attention. There was clear articulation of a desire for adapting and modifying training packages designed at the state level to suit local requirements. DPEP has made limited investment on developing the institutional capacity of DIETs. Institutional development plans for DIETs and visits by DIET personnel to MRC training programmes and to schools are issues which the state may like to deliberate on. Most of these issues are well known in Phase I districts. Phase II districts too seem to replicate the pattern.

4.8. The existing academic support system extends to Alternative Schools to a limited extent. AS teachers have been trained at MRCs and a supplementary fifteen day training package has been designed for them this year. Academic support systems other than training need to be extended too to AS so that the quality of education there keeps pace with improvements in the formal system.

4.9. The state has a clear vision on pedagogic renewal. All pedagogic activities have been inter-linked and are being planned in close coordination. The teacher-training programme leans on the textbook development programme for its content. The new seven day teacher training module for this year is based on the new books introduced in schools. There is clear evidence of an understanding of this holistic view at all levels from the SPO to the MRG at the mandal level. There is close coordination between the SCERT and SPO in developing new textbooks and training programmes. Resource persons including school teachers from district levels are also involved in these activities. This is reflected in the changes in the books and modules. Teachers are also supported through a monthly academic magazine with a circulation of 80,000.

4.10. The response of teachers to changes in textbooks and the training programmes is encouraging. The Mission team interacted with teachers at MRC training programmes in Kurnool and Nalgonda districts. The changes in the textbooks were appreciated by all. The expectations from books yet to be introduced were high. The appreciation was based on the improvement these would bring to the teaching-learning process in the classroom. There were apprehensions on being able to transact some of the activity based approaches in congested classrooms with limited space. Regular feedback on these programmes is being taken and is monitored at the district and state levels.

4.11. However, an area that could be looked into is the level of flexibility that may be provided to DRGs and MRGs for adapting training programmes to their requirements. This would enhance their capacity to be active agents in the academic renewal process in future. This would also enable greater attention to be paid to pupil learning assessment, an area that has not been addressed so far. Pupil assessment by teachers would require a far greater degree of support from the academic support structure than is the case with training alone which would have implications for developing strong academic capacity at mandal and district levels.

4.12. The state has two distinct categories of schools - those having five teachers or more with high enrolment and shortage of space and those having small enrolments with less than five teachers. The problems and constraints of these two categories are distinct. One has a space constraint for child centred, activity based learning and the other has a multi-grade situation. An omnibus training approach may not suit the requirements of both groups adequately. There may be a need to address their needs separately during training.

4.13. Support to MRPs is also being provided through distance education. The state has a well developed distance education component through which all MRPs have been trained once and have been provided self instructional material. At present, distance education is planned to reach out only till this level pending an evaluation of its effectiveness.

4.14. The state has set up an impressive database of statistics - both through DISE and a state level database. Mandals and habitations can be categorised on many parameters. However, the use to which this data is being put in annual plan preparation may be improved. Access to and use of data for planning, formulating strategy and reflection is a skill that needs to be developed at district and sub-district levels. The micro-planning exercises being carried out at present could then be integrated into district plans. This would create a better environment of decentralised decision making. The wealth of data that is emerging through such PRA techniques should be put through a process of validation for purposes of building up district and State Annual Work Plan and Budget. Habitation micro plans should find a way into the MIS data set.

4.15. Institutional involvement in DPEP activities at the state level is of a high order. SCERT has been playing a key function in all academic activities. Textbook development has been an SCERT activity. Distance Education has been a collaborative effort between the SPO and SIET. Most of the capacity building even in the SPO would benefit SCERT as many staff are on deputation from SCERT. Institutional development of SCERT was a component in the perspective plan of DPEP. This has not taken place to the extent originally planned. The institutional development plan for SCERT could be recast and taken up in the coming years, particularly in view of its major role in many activities.

4.16. State institutions have built up a healthy capacity for research and evaluation. A large number of research studies have been commissioned and some have been used for designing programme interventions. The state has also developed a "quick study" approach for examining alternative strategies. Studies have been conducted both internally and also by external institutions. This is a commendable effort and should be sustained in future. The state plans to develop its own methodology for measuring pupil achievement on a regular basis. Most state and national level studies were not available at the district level. Districts have also made a beginning in conducting research studies. The state has conducted a workshop on research methodology to train district personnel. It is expected that research at district level would lead to greater local initiative and innovation in pedagogic renewal and improvement.

5. SUSTAINABILITY

5.1. The DPEP is a complex programme with very many interlocking components. In such a programme it is inevitable that some activities will proceed faster than others. Particularly in DPEP II, the state government has made a decision to accelerate the civil works component. Implementation of this component has been very impressive in many ways – including the quality of location planning, speed of construction cost and innovations, and community involvement. Unit cost appear to be around 20 percent below alternative modes of construction. Of the 4847 schools planned under both phases, 3141 had been completed by the end of September with the rest anticipated to be completed by March 2000. Similarly, of the 4200 additional classrooms planned, 2979 had been completed and again the remainder are anticipated

to be completed by March 2000. Supplementary to the civil works originally incorporated in the initial perspective plan, an extra 4784 classrooms and 435 buildings for building-less schools have been constructed and a further 5298 and 756 respectively are in progress. On the other hand, expenditure on several other items are less than projected. This has resulted from both a slower than anticipated activity pattern – including for training, school grants, strengthening of institutions, libraries, research and evaluation, and salaries. Overall, by September 1999, for the DPEP II districts, 78 and 21 percent of total planned allocations for civil works and non-civil works programmes had been expended. As the civil works programme is completed, the same energy, which was put into this, will need to be focused on the other programmes.

5.2. The GOAP has amply demonstrated its support for the Programme by advancing significant funds to the Society, encouraging and enabling a civil works programme beyond that planned and funding around 11,000 volunteers beyond those supported through the Programme.

5.3. Over the past five years, the state government has been processing the filling of teacher vacancies but court action has stalled the process in the latest round. The Government is currently seeking to resolve the process at the highest levels. In the meantime, positions are being filled by volunteers (Vidya volunteers) recruited by the school committees and will be filled by regular teachers when the legal situation permits. Almost all of the planned recruitment of regular teachers for DPEP I has occurred but in the 3969 new schools opened under DPEP II, only 1516 regular teachers have been posted together with a total of 3738 volunteers. Beyond the filling of vacancies in sanctioned posts, no increases in postings of regular teachers to primary schools are anticipated in the immediate future. The additional posts justified by pupil teacher ratios of over 50:1 are being filled by volunteers, appointed by school committees. Around 21,000 of these have now been appointed in primary schools (and a further 22,000 in upper primary and high schools). Of these 9790 have been appointed under the DPEP and the remainder directly by the state government. Around 2,200 volunteers have also been recruited for Alternative Schools established in habitations too small to justify a primary school.

5.4. The filling of vacancies has also been approached by re-deployment where an apparently effective and highly transparent scheme has been implemented. The scheme was first implemented for primary school teachers and will be shortly followed at other levels of schooling. In total, around 80,000 teachers will be involved. This exercise was based on analysis of pupil:teacher ratios across mandals and schools, publication of the results and a massive exercise of teacher counseling. The mission commends the state for tackling this often difficult area.

5.5. Like many other state governments, which are attempting to rapidly expand access to primary education, within tight financial constraints, GOAP is adopting the para teachers or Vidya volunteer scheme. Monthly emoluments for volunteers in primary schools are Rs 1000 and in AS Rs 500 a month compared to Rs 6-7,000 for regular teachers. In addition to cost saving, this scheme is also being utilised to empower the recently convened school committees who initially appoint the volunteer (within guidelines) and also decide annually on their continuation. The scheme is new and evolving. The government may wish to further consider the implications of lower emoluments to AS instructors, a more systematic career development path for all volunteers and measures to increase the currently low share of female volunteers.

Experiences of other states, which have been implementing similar programmes for several years, might usefully be collected.

5.6. The alternative schools scheme is a major attempt to provide some schooling in remote and often very poor habitations. The 'schools' as currently envisaged will cater for classes I and II. The mission visited several of these and found them to be functioning. To increase the chances of the educational benefits from this scheme being sustained, there is a need, even at this early stage, to consider what will happen to the children after class II – if they are to remain in the existing alternative school in which case a regular teacher will be required to teach classes III, IV and V grades; or whether it is intended that they go to the nearest primary school, in which case there is probably a need to develop from the start a systematic relationship with that school so the parents and children feel comfortable transferring to it. Without the resolution of this issue and planning for it, there is a danger of significant levels of dropout.

5.7. The mission spoke to several members of school committees in two districts. Each had children in the schools and the keen interest which they demonstrated was impressive. Examples of members following up on non enrolment and attendance were common. Members of the mission who have interacted with members of Village Education Committees in several states in recent years noted a greater sense of involvement under this new school committee arrangement.

5.8. Since DPEP is being implemented in 19 of the 24 districts, the issue of transferring experiences to the non-DPEP districts is not a major one for this state. More important will be strategies to ensure that Project activities are closely meshed with the work of the District Education Office and the DIET.

5.9. The mission noted several times in their district visits the base which the earlier APPEP programme has laid in orienting teachers towards child-centred, activity based learning. Similarly the concept of the teachers centres which are an essential component of the inservice programme is firmly established and is seen as providing a sound base for the current DPEP in service-programmes. The sustainability of these earlier interventions is encouraging. The state and district project teams might consider, however, how to make these institutions stronger and even more effective. For instance, the annual grant to each centre is significantly below the level received by the cluster resource centres in other states.

5.10. The attempts which have been made to go beyond the project personnel in developing the state, district and mandal resource groups are important for increasing the width of ownership of the programme's objectives and strategies. As far as the mission could judge, these groups are beginning to be effective. Since they are not institutionally based, thought will need to be given to the measures required for their sustainability beyond the period of the projects.

6. NEXT STEPS

6.1 In terms of achieving DPEP's outcome related objectives, perhaps the biggest challenge remaining for the state is the reduction of the high levels of dropout. Various reports and statistics show that within certain districts and certain social groups dropouts continue at an alarming level. There are particularly high levels of dropout in the first year of education. The

problem is compounded by high levels of repetition by class 1 students. The SPO is encouraged to focus particular attention to this issue ahead of the next review to incorporate the necessary measures for addressing dropout as part of the next AWP&B exercise.

6.2 The state is focussing on ECE as the primary strategy for girls' enrolment and retention. The existing ECE programme needs strengthening in training, continuous support, monitoring and resource provision. It would then need to be evaluated in depth before it is expanded across the state. Convergence with the existing anganwadi programme should be explored as a first step.

6.3 The entire training support system including the SRG, DRG, MRG and TC should be reviewed to examine the workload on members at all levels, particularly MRPs, and rationalising the entire effort to prevent excessive burden at any level and also providing time for reflection, innovation and contextualisation. Greater decentralisation may begin with training content and then proceed to other areas. Efforts should be made to make the cycle of training, classroom transaction, pupil learning, pupil evaluation and feedback functional. This would then lead to a better assessment of pupil achievement.

6.4 A clear vision is required for the Alternative Schools or Mabadi (Community) schools that the State proposes to expand to provide access to the unreached. The target group should be identified and specific targeted actions dovetailed for ensuring enrolment and retention. Currently AS are meant to include only Grades I and II. Although the quality of education is expected to be equivalent to regular schools, the lack of adequate infrastructure, poorly paid volunteers may hamper equivalence. The State may wish to consider the possibility of regular schools adopting AS in the vicinity as part of an outreach programme, providing the requisite academic and administrative support, whereby the AS act as feeder schools to the regular schools.

6.5 New activities are being implemented, and structures created under the Programme. Even at this comparatively early stage, it is important to keep in mind the issue of longterm sustainability, and the incorporation of the interventions into the mainstream work of the Department. Over the next year, the SPO might usefully undertake an exercise to determine which of the interventions and processes will need to be continued beyond the life of the projects and the means to do this.

*Appendix 1***Andhra Pradesh State Report****Ninth Joint Review Mission - Follow-up of Recommendations**

Recommendations	Status and Progress
SPO to share any thinking on strategies that might be considered and developed for sustaining the highly successful development of ECE centres across the state	ECE has been proposed as the major intervention for girls' enrolment and retention. The SPO has conducted a "quick study" on the impact of ECE. SPO plans to expand ECE further across the state. The In-depth Review Mission has suggested further strengthening and evaluation of the ECE programme before it is expanded.
In view of a majority of schools being multi-grade, the state may consider further developing a more comprehensive training plan	A new 7 day teacher training programme has been developed and is being implemented. The training plan is based on the new textbooks introduced in schools. The plan is more systematic than earlier attempts. A booster training, which could not be given last year, is planned this year. There is a plan to tackle multi-grade problem in specific mandals separately.
The equivalence strategy for Alternative Schools should avoid the development of a lower tier of schooling	The duration of training to AS Instructors has been raised to 15 days and training is to commence in December. SPO plans to extend school grants and TLM grants to AS. MRPs to act as resource support to AS also.
Developing a long-term strategy for the maintenance and development of teacher support in MRCs	MRGs formed to support MRPs in training activities. MRPs are to do systematic school monitoring which is yet to begin
In view of differences between various project districts and in line with DPEP's policy of decentralisation, specific workshops may be organised to further develop planning and management capacity at the district level	There is a plan to organise training to DRGs on school mapping, micro planning, monitoring and supervision. District level workshops for training mandal level personnel are also planned. Inter-district visits to district planning teams are also planned.

*Appendix II***Andhra Pradesh State Report Matrix**

KEY FINDINGS with regard to each of the four main areas of observation highlighted in the TOR	
STATE: Andhra Pradesh	
A. Progress towards the DPEP's outcome objectives	
1. SCR	<ul style="list-style-type: none"> 50.39, but 26.4% of schools have SCR>90 Habitations are the basic unit for planning school location. The state requires many more classrooms than is provided for under DPEP.
2. GER/NER	<ul style="list-style-type: none"> GER currently 85.2 for state and 89.7 for 5 phase I districts. NER not normally used GER increased by 21% over last two years in 5 phase I districts UPE could be achieved in 5 years at current rate of increase Need for micro-planning to confirm age range populations for more accurate determination of GER and NER
3. Repetition	<ul style="list-style-type: none"> No statistics available for repetition and retention as it is state policy not to retain students provided they have a minimum 80% attendance Evidence that many students repeat class 1 with parental permission
4. Dropout	<ul style="list-style-type: none"> State dropout 43.63%, DPEP districts higher at 45.15%. Not based on cohort analysis which is considered too difficult to administer More focus needed on this issue otherwise national target of <10% will not be achieved SC/ST have much higher dropout : 74% for STs
5. PTR	<ul style="list-style-type: none"> Primary PTR=64.0. State appointing large numbers of Para teachers on demand from schools against PTR of 50:1. To-date 20,861 employed, 9790 under DPEP
6. Attendance Rates	<ul style="list-style-type: none"> Not available across state. Impact and evaluation exercise conducted in DFID supported districts shows attendance between 72-82% according to district, & lowest levels of attendance in class 1
7. Learning Achievement	<ul style="list-style-type: none"> MAS completed only in October 1999. No evidence of state or district analysis Seminar for state and districts to agree T&L strategies to tackle issues raised in the MAS Improvements over baseline, but problems remain with mathematics, and social group differentials
8. Equity Data	<ul style="list-style-type: none"> SC GER 109.3, ST GER 106.51, but dropouts very high; 54.1% for SC and 74.05 for ST and slower decrease compared to other parts of the population Many SC/ST communities too small for formal school to be sanctioned and thus needing AS

9. Girls	<ul style="list-style-type: none"> • 47.56% of pupils girls in 1997-98 rising to 48.00% in 1998-99 • ECE programmes have encouraged girls enrolment • State has other special incentive programmes for girls including 5000/- per annum sponsorships for poor families • 7 Residential courses for girl child labourers to help bridge into formal schools
10. ECE	<ul style="list-style-type: none"> • 2,180 opened so far under DPEP, enrolment not known, needs recording in DISE • State plans each school should have an ECE, either newly established or through existing Anganwadis. • Building programme proposed, but no finance available within DPEP
11. Disadvantaged Groups	<ul style="list-style-type: none"> • Summer Schools for out of school children. 16,577 in 1999, leading to 140,855 new primary school enrolments • Transition schools for child labourers. 747 planned in 1999-2000 to enroll 8,796 targeted children 5-14 years old
12. AS	<ul style="list-style-type: none"> • 1,983 opened under DPEP, enrolling 54,023 students. Grade I/II only in smaller communities • State plan a further 12,000 AS to reach all SC/ST communities with population 100-200 • Vidya Volunteer teachers used, with 1000/- honorarium in normal schools and 500/- in AS
B. School level change: Evidence of planning for improved quality in terms of "inside school processes" and school community interaction:	
1. School Plans	<ul style="list-style-type: none"> • Habitation plans updated but not used in DISE • Several sources of information but not integrated • Not much evidence of data analysis at district level
2. School quality	<ul style="list-style-type: none"> • A fast paced school infrastructure programme • Classroom change only beginning • Systematic monitoring of teacher performance required – school visit proforma recently designed.
3. Community	<ul style="list-style-type: none"> • Formation of SECs has had a positive effect on school management and out of school children. • SECs taking interest in school infrastructure, enrolment and retention, yet to be involved in academic matters. • No integration evident with the NFE network or Adult Education network.
4. Nature of children's interactions	<ul style="list-style-type: none"> • Children are participating more
5. Teacher attitude toward and interactions with children	<ul style="list-style-type: none"> • Use of activity oriented methods; some relapse back to old methods witnessed • Constraints of space in adopting new approaches
6. Recording of children's progress and feedback from teacher	<ul style="list-style-type: none"> • Only unit tests • No change in the scope and nature of unit tests/student evaluation. • No systematic learner assessment yet – proposed.
7. Textbooks/ TLMs	<ul style="list-style-type: none"> • Textbooks largely present in schools. • More use of TLM in Phase I than Phase II. • TCs engaged in preparing activity banks.

8. Professional support	<ul style="list-style-type: none"> • MRP visits to school need to be accelerated. • A stronger investment on TCs required for quality • Too many competencies sought to be built in too short a time.
9. AS/ Para teachers	<ul style="list-style-type: none"> • No training this year so far • A longer training programme designed
10. Disadvantaged children in classrooms	<ul style="list-style-type: none"> • Needs attention (through training) • Disability survey done for Phase II – needs to learn from Phase I experiences.
11. Migrants	<ul style="list-style-type: none"> • Strategies need to be evolved • Large levels of migration noted in one district visited.
12. Tribal language	<ul style="list-style-type: none"> • Teaching in Telugu only at present • Some work with tribal language in Warangal – needs evaluation and possible replication
C. System-school support: To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP states and districts	
1. BRC/ CRC overload	<ul style="list-style-type: none"> • MRPs in MRCs burdened with many tasks. Need to recast activities of MRPs • Sharing by DIETs can be considered • TC meetings are regular; no overload
2. BRC/ CRC autonomous capacity	<ul style="list-style-type: none"> • Greater autonomy to DRG/ MRC in modifying training modules possible • Need to develop skills in the feedback, monitoring and improvement loop
3. DIET-BRC-CRC-school links	<ul style="list-style-type: none"> • DRG-MRC link strong • TC link needs strengthening. TCs are active • DIET needs integration
4. SCERT/SRG/ DIET/ BRC/ CRC pedagogical vision	<ul style="list-style-type: none"> • Co-ordinated, shared vision on improvements. Little evidence of organisations pulling in different directions
5. Teacher pedagogical understanding	<ul style="list-style-type: none"> • Reasonably good • No problem of ownership. Teachers receptive to new ideas, initiatives
6. Teachers - pupil learning assessment	<ul style="list-style-type: none"> • Work needs to be done in developing a system of pupil evaluation • Need to transmit the system to the grassroots
7. Decentralisation of training	<ul style="list-style-type: none"> • Structure decentralised • Autonomy in planning schedules required • MRPs a great resource investment
8. Grassroots planning capacity	<ul style="list-style-type: none"> • Needs strengthening • Data gathering, compilation, reflection and use in planning are areas for further work • Local specific strategies need encouragement and support • Micro plans need integration into action plans
9. Two way flow of information	<ul style="list-style-type: none"> • State well informed about districts • Little information flow downwards to districts about statistics, studies, new developments
10. PRI involvement	<ul style="list-style-type: none"> • Education committees at all PRI levels • School Education Committees are a parallel setup
11. Institutional involvement in DPEP processes	<ul style="list-style-type: none"> • Strong at the state level • Weak at the district level, particularly DIETs

12. Implementation on schedule	<ul style="list-style-type: none"> • On schedule in Civil Works • Slow in the other "70%" areas like training, TLM, capacity building, etc.
D. To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP 1 and UP BEP states and districts, and efforts made in terms of maximising the programme's impact on the primary education system as a whole	
1. Teacher vacancies	<ul style="list-style-type: none"> • Vacancies being filled to April 1999, since slowed down due to litigation. • Some vacancies filled by re-deployment and volunteers.
2. PTR	<ul style="list-style-type: none"> • (see section A)
3. Increase in female teachers	<ul style="list-style-type: none"> • In 1998/99 female teachers 35 percent of all teachers. • Recruitment 1997/98 to 1998/99, 44 percent female
4. Para-teacher recruitment criteria	<ul style="list-style-type: none"> • Include living within the habitation, and • a minimum of class X.
5. Para-teacher professional development	<ul style="list-style-type: none"> • Induction course of 7 days being increased to 15. • MRPs to give additional attention in school visits and to visit alternative schools. • To take part in the Teacher Centre activities.
6. Evidence of impact of DPEP on main system institutional level	<ul style="list-style-type: none"> • From mandal level down the DPEP and main system are the same in all matters. • Textbooks developed by DPEP and distributed by main system. • Little impact on DIETs and on NFE programme.
7. Evidence of impact of DPEP on main system regarding pedagogy	<ul style="list-style-type: none"> • Programme and system is one
8. Performance of SRGs/ DRGs	<ul style="list-style-type: none"> • Apparently performing satisfactorily
9. Future of SRGs/ DRGs	<ul style="list-style-type: none"> • Not explicitly considered
10. Steps taken regarding sustainability	<ul style="list-style-type: none"> • Evidence from APPEP that initiatives tend to be sustained. • Several models such as summer courses, transition classes, etc. only piloted this year. • MRP posts (3/MRC) have been sanctioned by govt.
11. AS sustainability	<ul style="list-style-type: none"> • No concrete steps yet

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME
10th JOINT REVIEW MISSION AND SECOND IN-DEPTH REVIEW MISSION

ASSAM STATE REPORT
(13-20 November 1999)

1. INTRODUCTION

1.1 The team consisting of Ranjana Srivastava (GOI) and Ward Heneveld (WB) visited Assam from the 13th to 20th November, 1999, to review programme implementation, particularly in DPEP II districts. Three days of the mission were spent meeting with officials and visiting schools and other institutions in the DPEP II District of Kokrajhar, and the mission met project staff, teachers and community members at one school in the DPEP I District of Dhubri. In Guwahati the team met with the Honorable Minister for Education Mr. Thaneswar Boro, the Principal Secretary Mr. J.P. Rajkhowa, the Secretary Education Mr. Dinesh Burman, the DPEP Project Director Mr. Hemant Narzary, and other members of the DPEP team including the Director of SCERT, the Managing Director of the Textbook Corporation, and the Director for Elementary Education. The team also met with all the units in the DPEP State Project Office, with representative District Elementary Education Officers, Block Resource Centre (BRC) Officers, Cluster Resource Centre (CRC) Officers, and other project staff from 3 districts, and with the staff at SCERT and at the Textbook Corporation. On Saturday, November 20, the mission shared its observations and suggestions and a draft of this report with state officials at a meeting chaired by Sri Dinesh Barman, Secretary Education, GOA. The mission records its deep appreciation for the courtesy and cooperation extended to it during its visit by everyone it met, most especially the officials, teachers, children and community members of Kokrajhar and Dhubri Districts.

2. PROGRESS OF DPEP TOWARDS ITS OBJECTIVES

2.1 DPEP's objectives are to increase access to primary school and retention in school for all children and to improve their learning while in school. The mission noted from the reports provided to the mission, including summaries of the DISE statistics collected by the State Project Office, that enrollments in DPEP districts of Assam have been increasing slightly faster than in non-DPEP districts (around 6% per annum versus 4% per annum). However, both national and state presentations of the data on DPEP districts in Assam suggest that the grade 1 intake has declined in the last year or two, as in the rest of the state and country. The explanations for this change are conjectural, and the mission suggests that the state and GOI may want to study this phenomenon to understand better what is happening. Still, in Assam DPEP districts, it appears that almost all children obtain some schooling. When "venture" (unrecognized) and alternative

schools are taken into account, six of the nine districts have GERs over 100%, and the other three are close to this level. However, primary school completion rates seem to be under 50%. A Study on attendance rate has been commissioned. One cause of the low completion rate, which itself may depend on attendance, may be the districts' high repetition rates, especially in grade 1 where on average about one-third of the children repeat the grade. The variations in the averages for these indicators vary significantly across the nine DPEP districts with 1998-1999 Gross Enrollment Ratios varying from 64% to 99% and grade 1 repetition rates varying from 29% to 44%.

2.2 The statistics on equity of access for girls and disadvantaged groups suggest that Assam is doing well in this area. Nearly half the students are girls, and SC/ST groups are well-represented in school (though the mission has not seen indicators on their GER/NER or repetition rates). The diversity of languages of instruction and the problems this poses for teachers, for the production and distribution of materials, and for class participation by groups who are in the minority in a school make this issue very complex in Assam. Some minority language groups may be suffering because of this situation.

2.3 DPEP Assam supports other efforts to improve access: alternative schooling, early childhood education, integrated education for children with disabilities, and distance-education. Till date 2297 AS centres, 708 NFE centres and 120 Moktabs (non-formal schooling in Islamic schools) are functional. The Alternative School visited by the mission was functioning well. As noted in the last state report of November, 1998, the state has committed to providing pre-school education throughout the state. The mission met the teachers of the "Ka-maan" programme that this year has started to provide a two-hour session in the early morning for pre-schoolers. The SCERT staff shared a draft copy of the curriculum for this programme which will be published soon and shared with the schools. DPEP schools are benefiting from this new class in the schools, and it is also sponsoring the creation of 2220 Early Childhood Education (ECE) Centers in the most disadvantaged communities. 250 of the planned 270 centers in the DPEP II district that was visited have been opened. After completion of survey Medical camps have been organised. Parental and Teachers counselling is being conducted through consultants and trained resource persons by way of home and school visits. Finally, in distance education learning modules have been field-tested; video materials have been produced; and satellite dishes have been installed at all DIETs in DPEP districts.

2.4 The mission was given two studies which document students' achievement in mathematics; and the studies identify the concepts with which students have difficulty. No other information on student achievement was available to the mission since Assam was not included in the pupil assessment conducted for the in-depth review of DPEP II. The research studies on mathematics achievement show low mastery of the material, and the mission observed in schools that students' can recognise symbols and manipulate information when closely directed by the teacher. However, students seem to have limited skill in explaining what they have learned or in applying it to new situations. The DPEP's good start at sponsoring research on achievement should be continued and expanded to language learning. The unit tests for the integrated textbook for class I that SCERT has developed could be useful in such research.

2.5 The Mission appreciated the completeness and availability of the DISE data from the SPO,

though the Project Office shared its concerns about the accuracy of the data prior to 1998-1999. The DISE system seems to be well-established now in Assam. The mission feels that the state could make more effective use of this data. First, progress on outcome indicators can be useful in the regular monitoring of implementation and should be included in reports on the project. It may be particularly helpful in identifying districts that may confront problems with respect to achieving project outcomes. Second, the leaders of DPEP Assam may want to use the indicators as a frequent point of reference whenever the programme is discussed, either with project staff or with the public.

3. SCHOOL LEVEL CHANGE

3.1 There is no doubt that the state has come a long way in creating the necessary structures and processes to provide classroom based, holistic training and support to teachers. There is a definite evidence in formal and alternative schools of richer classroom environments with textbook based wall displays, learning corners with student centred teaching learning materials, and lesson plans. The efforts towards developing self-formative books during 1998-99 and 1999-2000 resulted in the development of 'Resource material' Part-I for class III and IV in four major subjects viz. Language, Science, EVS and Mathematics were also made to develop 'Resource Material' on newly developed integrated text book for class I. SCERT has also prepared additional resource materials which should soon be available to teachers. The mission witnessed enhanced use of materials and involvement of children and group learning techniques in the schools visited. Most formal schools have received text books and supplementary materials. Alternative schools have not received the text books, but the SPO and the Directorate of Non Formal Education have produced supplementary materials for AS schools. Community ownership of new teaching learning practices is reflected in the community's participation in school renovations in DPEP II districts, in classroom based activities related to the local environment and history, and, among women, in participating as mother teachers (teaching aides). Numerous parents and teachers reported to the mission that children enjoy school more since the DPEP approach has been introduced.

3.2 However, observations of classroom teaching learning practices and interaction with teachers indicate a mechanistic approach to the use of teaching learning materials and to classroom organisation practices. The teaching learning materials that involve children are often utilized without sufficient understanding of how the activities are linked to expected outcomes, the textbooks, and pupil assessment. While a large number of children appear visually keen and enthusiastic, the teachers, interaction is often primarily with the most involved children; and most children easily respond to requests for rote participation. The issue of teacher attention to pupil assessment is an important area for attention in DPEP II districts, while there is some evidence of progress in DPEP I districts, especially Morigaon and Dhubri. The SCERT's new unit tests for grade 1 and the guidelines for teachers will help teachers at this level with assessment.

3.3 While significant efforts have been initiated to address the needs of the disadvantaged and marginalised groups, particularly those belonging to the tea garden and riverine areas, seasonal migrants, and working children, diversity of languages in the state has rendered in-school

organisation and teaching difficult. While activity based resource material is in use in languages other than Assamese, the integrated textbook for grade I is still to be translated and adapted in other languages. Schools also face the problem of insufficient teachers for minority language speakers.

4. SCHOOL SUPPORT SYSTEMS

4.1 The state has succeeded in creating academic support structures at state, district, block and cluster levels with staff who can explain their functions. The State Academic Resource Groups for Curriculum, Textbook and Teacher development, IED, Alternative Schooling, Community Mobilisation and Women's Empowerment, and Research and Evaluation are actively involved in reviewing progress, planning innovation, guiding implementation and providing overall support and guidance to the programme. The District Resource Groups have been expanded to include all faculty members of DIETs. A twenty to twenty two member District level resource group facilitates the DRG in undertaking school visits, participating in review meetings and BRC and CRC activities pertaining to training of teachers and village communities, and preparing monthly action plans. The district and block level resource groups have also been extended to non- DPEP districts. Assam has developed resource teams at block and cluster levels too (BLRGs and CLRGs) to assist the BRCs and CRCs in undertaking school visits, developing learning materials and providing direct school support. The large group of motivated individuals recruited through workshops and seminars undertake regular visits to schools in accordance with a monthly plan of action chalked out in a participatory mode with the Cluster Resource Coordinators. In the schools they provide direct instructional support where they assist teachers in preparing lesson based resource material and facilitating activity based teaching and learning. They are also being utilised in schools with high pupil-teacher ratios, particularly in DPEP I districts (Dhubri). The BRCs, BLRGs, CRCs and CLRGs also have a critical role in eliciting community support for academic and school development activities. The members of the Cluster and Block Resource Groups seem to know their expected roles and display considerable autonomy in performing them in accordance with their monthly action plans. However, they have had very little training (3 days in the district visited by the mission) for the teaching roles that many of them fill. If Assam is to sustain this position in its schools, the functions, expectations, and training of CLRG and BLRG members need review and further planning. The mission notes that this position could evolve into an important auxiliary position to directly support teachers especially if Assam has plans for extending resource groups to the cluster level in non- DPEP districts too.

4.2 Discussion with the academic and administrative staff at the block and cluster levels revealed a high degree of support and involvement of Block Elementary Education Officers and Inspectors of Schools in joint school supervision and monitoring activities and in providing overall guidance and support to the project structures and their activities. While the DIETs are structurally linked with the block and the cluster level structures (BRCs and CRCs) there seems to be little initiative among the staff in participating in district development activities beyond the monthly review meetings and need based associations with block and cluster structures. This is especially true of DPEP II districts where capacities of all DIET staff need considerable strengthening in new pedagogic practices, materials development, student evaluation, action research and providing on-site support to teachers. DIETs have also been constrained in carrying

out their expected roles of conducting monthly review meetings in the recent past on account of lack of funds. Moreover, the issue of linkages among district institutions (DEO, DPO, DIET) and sub-district units (BEO/SI, BRCs, CRCs) are viewed by all in a simplistic manner in terms of joint supervisions and need-based problem solving. While there has been significant achievement in carrying out activities, the institutional linkages need considerable strengthening in terms of developing a common vision and understanding, using diverse teaching learning practices, and ensuring time on task, effective classroom organisation and management and comprehensive continuous pupil evaluation. The strengthening of capacities of BEOs and SIs is another aspect to be considered by DIETs. Based on the observations during this mission, the mission members suggest that the state assess how well current practice in each district reflects the defined roles of the different agencies that are meant to support improvements in primary education. Further support to achieve expected linkages among district and sub-district units may be needed.

4.3 At the state level both SCERT and SPO have done good work in material development but institutional linkages in follow up and training remain weak. With support from DPEP, SCERT has produced an integrated textbook for grade I which is in use state wide; a similar textbook for grade II, in two volumes, is completed, and SCERT recently submitted it to the Textbook Corporation for printing; and it is preparing the grade III book(s). Other material developed by the SCERT include a teachers' handbook for grade I incorporating lesson based activities, formats for receiving feedback from teachers on these, pupil assessment unit tests, and guidelines and curriculum for the newly started Ka-Maan classes. SPOs' MLL based resource materials (Samaar Sambal) comprising of a set of 9 books in language, mathematics, social studies and general science for grades III & IV and integrated resource guide for grade I that have reached the CRCs (and teachers in DPEP I) supplement the existing text books in schools. The resource material for grade V is under preparation by the SPO. While SCERT faculty members have been involved in the preparation of the teaching learning materials that the mission observed in schools, SCERT and the SPO have produced their materials without ensuring their integration. Also SCERT's involvement in follow up activities such as teachers' training, supervision, learner assessment and ongoing support to teachers and other resource groups in all DPEP districts has been limited.

4.4 The Text Book Corporation production unit has supported the finalization of camera ready copies for grade I (Assamese language) textbooks, but the translation and adaptation to other languages is yet to be done. The production of the grade II textbooks seems to be delayed due to lack of funds and may not reach schools during the next session. The TBC does not seem adequately equipped and confident of undertaking adaptations of textbooks to Bengali, Bodo and other minority languages. The state may like to review the responsibilities for translating textbooks to ensure that editions in the necessary languages are published expeditiously.

4.5 Support to DIETs has remained a weak link in SCERT activities. While two faculty member from each DIET have been trained by SCERT in material development and use of integrated textbook for grade I, there seems to have been very little follow up support to the DIETs to strengthen their capacities in new pedagogic techniques, research and evaluation, and learner assessment. The mission was heartened to note that SCERT is thinking of reviving/developing its DIET nurturing plan to incorporate the new pedagogic vision, but again resources will be necessary. .

4.6 The State Institute of Educational Management and Training (SIEMT) is yet another link in the network of institutions that support schools where progress has been slow. Since the last review mission, SIEMT has been registered under the Society's Registration Act, and preparations for the construction of a building are about to reach the tendering stage. However, there is as yet no operational vision of the Institute's mission, and programme and staff planning has not yet started. The state may wish to consider engaging the services of a management specialist from management institutions within the state/ neighbouring states to conduct an assessment of training needs, to articulate a vision for the institute for discussion in the state, and to start planning the SIEMT's programme. In planning this programme, the state might consider the mission's observation that the capacities of project and other district and local staff need training and support in preparing district plans and sub district plans, in training communities to prepare school plans, in preparing and appraising annual work, and in analysing and interpreting micro level data. Also, while EMIS reports and information on indicators is generated regularly at all levels, it will be useful for the SPO and the DPO to share data and indicators to help identify area specific issues and strategies for creating better learning conditions and outcomes.

4.7 Implementation in both DPEP I and DPEP II districts has been slow. The first phase districts have implemented only slightly more than half of the budgeted funds, and the project has less than two years left. The phase two districts have expended only 17% of their funds, and the project's time is half completed. It was reported to the mission that the delay in the construction of Phase II BRCs has been caused by problems in finding suitable contractors. The SPO has prepared a utilisation plan that it is confident will use the rest of the funds within the project periods. The mission has examined the plan and agrees that, though ambitious, the plan could possibly be followed. In it there are some activities that deviate from original plans (e.g., school renovations in DPEP I districts, investment in reading materials – libraries), but the mission believes they are worthy of careful consideration by GOI. Two clear causes of this slow implementation have been the frequent change in Project Director and the state's large arrears in paying its share which has delayed GOI transfers. The frequent changes in the SPD have slowed project activities. For example, none of the three main recommendations from the last review mission have been followed up on well (see Appendix I), and the delay in state payments has left the SPO with severe cash flow problems this year. The mission noted to the state authorities that this problem will persist until the state pays the share of project costs that it agreed to when taking on the projects. The Honorable Minister of Education gave his commitment to take care of this problem.

5. SUSTAINABILITY

5.1 Assam has completed a sustainability study, prepared by a consultant. The study identifies steps to be taken to ensure the continuation of programme components and provides an estimate of marginal additional costs to the state to sustain the programme. The report is now under consideration by the DPEP Executive Committee. While the study provides practical recommendations for individual DPEP components, how elements of DPEP will be integrated with each other and with existing structures and practices could be better defined.

5.2 The mission is of the opinion that the sustainability of DPEP in Assam does not depend on a plan. DPEP's uncertainties for the future depend on broader issues. First, as noted earlier, the

state is still evolving a coherent vision of the programme's pedagogical model, its planning methods, and its supervisory practices, a vision that brings together the many excellent innovations that DPEP has initiated. The Programme still needs to demonstrate the effectiveness of the innovations that have occurred, and it needs to integrate them into effective relationships among all institutions and units that are involved. Second, the state's commitment to the DPEP approach could be clearer. If the state government provided continuity in leadership in the SPO and in all districts, if it paid its share of project costs (55% of current obligations based on GOI transfers is owed, about Rs. 870 lakh), and if it implemented a transparent redeployment of teachers to make teacher-student ratios across schools more equitable, it would be clearer that the state is committed to sustaining the changes that DPEP is bringing about. Finally, the state's current fiscal conditions suggest that however committed it may become, the state may find it difficult to sustain any long-term changes that require additional support, however limited the requirements for recurrent state financing may be.

6. NEXT STEPS

6.1 The most important conclusion of the mission is that the state Government has not fully embraced the potential that DPEP offers for improving the education of Assam's children, even though DPEP staff members and the teachers and communities that are benefiting from the programme are working so successfully to implement the programme. State government would profit from learning more about the programme from its dedicated workers and its beneficiaries, based upon which the Government may make informed choices about how much it can support the programme with appropriate policies and its limited resources. In the meantime, the state will need to pay the arrears on its contribution to the project if implementation is to continue smoothly.

6.2 One consequence of the state's tentativeness about DPEP has been that the involved institutions – the SPO, SCERT, the Department of Education, the DIETs, and the BRCs and CRCs created by DPEP – have pursued their responsibilities on their own. The mission believes that productivity of each has been very good, and the beneficiaries are receiving the results, but in fragments. Effective long-term improvements require that the institutions communicate and cooperate with each other much more than they have done to date. This could take many forms - frequent working level meetings, joint task groups to produce specific products, short-term secondments from one institution to another, etc. The mission is confident that if the state's leadership insists on this focussed attention to realizing the potential offered by DPEP, the managers it met will find ways to improve the implementation of their collective responsibilities for DPEP.

6.3 The achievement of DPEP objectives in Assam may be helped by a more focussed use of outcome indicators. They can be useful in the regular monitoring of implementation, particularly in identifying districts that may confront problems with respect to achieving project outcomes, and district-wise time series data could be included in reports on the project. Also, the leaders of DPEP Assam may want to use the indicators as a frequent point of reference whenever the programme is discussed, either with project staff or with the public. The mission believes that project objectives will be better served if the SPO and DPOs make use of the good data on outcomes that the system is generating.

6.4 The mission has been very impressed by the new materials and classroom organizations that are being used in DPEP schools. Everyone involved in DPEP has contributed to making these changes possible. However, teachers appear to use their new pedagogic tools mechanistically, suggesting knowledge and acceptance of them but not mastery. The SPO could take the next step towards teacher mastery of DPEP's innovations and materials by making sure that teachers understand how all the elements of the DPEP pedagogy fit together. This could be done by making sure that guidelines and training for teachers explicitly link individual expected learning outcomes for children, the relevant subject matter in the textbook, the relevant teaching learning materials, and assessment tools for determining how well the students have understood what is taught using the new methods and materials. If the new teacher's guide for the grade one textbook has not made these links explicit, the SPD could work with SCERT to plan materials and training courses that will give teachers a better understanding of how the different elements in the pedagogy fit together and of why they are appropriate for the children they teach.

*Appendix I***Assam State Report****Eighth Joint Supervision Mission – Follow-up on Recommendations**

RECOMMENDATION	ACTION TAKEN
GoA should continue the state project director (SPD) and other personnel at district and block levels for at least the next two years.	SPD changed in mid-1999; some changes of leadership have occurred at the district level; There has been continuity in staffing at block levels
The planning process should focus on the interlinking of strategies across different functional areas in the context of specific outputs and outcomes. . . with due emphasis on utilization of existing data and information bases	This continues to be a significant problem. Data and information bases have improved.
A systematic plan should be formulated to build institutional capacity in DIETs and SCERT	This has not been done. The vision for the future of these institutions in the context of DPEP innovations is lacking, and there has not been planning for individual or the systemic institutional development of SCERT with the DIETs.

2. PTR	* about 40:1 (range across districts is 29-59 with more variation locally, reflecting the way deployment is decided)
3. Increase in female teachers	* not an issue now
4. Para-teacher recruitment criteria	* not an issue in formal schools unless CLRGs become regular school-level personnel; AS teachers have sufficient formal education
5. Para-teacher professional development	* not an issue in formal schools unless CLRGs become regular school-level personnel, in which case their functions need clearer definition than now (with training to follow); AS teachers being trained similarly to regular teachers
6. Evidence of impact of DPEP on main system at institutional level	* Integrated Gr. 1 textbook being used in whole state; teacher training in non-DPEP districts influenced by these materials; structures similar to resource centres exist in other districts.
7. Evidence of impact of DPEP on main system re pedagogy	* no information
8. Performance of SRGs/DRGs	* as noted, the members are very hands-on in schools, an extension of the DPEP unit that they represent; cross-institution participation seems limited, especially at the state level
9. Future of SRGs/DRGs	* depends on conceptualisation by the support structure and policy decisions that the state might take on the use of school-based CLRG and BLRG members
10. Steps taken re sustainability	* Sustainability plan prepared by a consultant and under discussion; tends to be component-wise only and optimistic about the state committing resources for the long term
11. AS Sustainability	* The SPO and Director Education say that AS in camps will disappear when the camps do; state is less clear on other AS

INDIA
DISTRICT PRIMARY EDUCATION PROGRAM
10th JOINT REVIEW MISSION AND SECOND IN-DEPTH REVIEW MISSION

BIHAR STATE REPORT
(13 – 20 November, 1999)

1. INTRODUCTION

1.1 A team comprising Prema Clarke (WB), V. P. Garg (GOI), Nishi Mehrotra (NL) and Juan Prawda (WB) visited Bihar from November 13 - 20, 1999 to assess the extent to which the Third District Primary Education Project (DPEP III) has progressed in implementation since the ninth joint review mission (JRM) carried out in April 1999. The team visited Patna and held discussions with the State's Chief Secretary, the State Educational authorities, the State Level Officers (SLO), the SCERT, the SIEMAT, the SIET, the BSTBPC and the district teams from Hazaribagh, Ranchi, Vaishali and West Singhbhum. Field visits were undertaken to the districts of Bhojpur (new district) by N. Mehrotra and J. Prawda and Muzaffarpur (old BEP district) by P. Clarke and V. P. Garg, where the mission team members met with the District Magistrates, District Level Officers (DLOs) as well as district and block educational authorities, visited schools and classrooms, the Primary Teachers Education College in Muzaffarpur, BRCs, CRCs, pre-schools, Mahila Samakhya components, school construction sites and village education committees (VECs). A wrap-up meeting to discuss the mission's main findings and recommendations was chaired by the Education Secretary of the Government of Bihar (GOB), with the presence of the State Project Director and other GOB officers.

1.2. The team would like to thank the SLO Director and staff for their hard, effective and timely work in having made this visit an informative and constructive experience for all concerned. The team would also like to thank the State, District and Block officials, the representatives of the State apex institutions, the teachers, the parents and the VEC members who contributed valuable information to make the team's visit a success.

2. PROGRESS OF DPEP TOWARDS ITS OBJECTIVES

2.1 DPEP III, now in its third year of implementation, focused during the first two years on organising the project's state and district level management structures and initiating pedagogical renewal efforts. The mission records evidence of substantial progress since the last JRM which is commendable given the difficult geographical and social conditions of the project's implementation environment. The printing (through competitive bidding processes) and delivery of about 17.5 million textbooks, the provision of the first cycle of ten-day training to about 80,000 teachers, the establishment of 1,871 alternative learning centres (ALS) centres for a variety of socially disadvantaged children, the training and mobilisation of village education committees (VECs) and the empowerment of women, are some examples attesting to the project's implementation progress. However, the mission notes that this progress continues to be more notable in the seven (old) BEP districts than in some of the ten (new) non-BEP districts.

The SLO may wish to continue taking steps to ensure further reduction of the implementation progress gap between these two sets of project districts, by closely monitoring those districts that are lagging behind, like Purnea and Darbhanga.

2.2 The mission was informed that total enrolment for classes I to V in project districts increased by about 5.4 percent since 1996 (from 4.77 million children to about 5.03 million) and net enrolment rates also increased in the same period in all project districts, except Purnea. The percentage of girls against total enrolment has slightly improved, while their gross enrolment ratio (GER) has shown considerable improvement (from 59 percent in 1996 to 63 percent in 1998). However, social equity has not improved in the same period. The percentage of SC and ST children against total enrolment has remained stagnant in the 1996-98 period and their GER has in fact decreased (from 78 percent to 76 percent for SC and from 83 percent to 76 percent for ST). Emphasis may be given in subsequent annual working plans and budgets (AWPBs) to improve social equity in project districts. The mission also notes that in 13 districts, the enrolment in class I recorded a significant decrease since 1997 (ranging from one percent in West Champaran to 36 percent in Darbhanga). The SLO and DLOs may wish to study further this decrease of enrolment as well as examine the quality of the EMIS data.

2.3 It is estimated that about 1.9 million children in the 6-11 age group still remain out of school in project districts. The DLOs may wish to identify the location of significant pockets of these out-of-school children and the delivery of tailored-made strategies to provide them with good quality education. It will be helpful if explicit priorities are set in the formulation of their AWPBs.

2.4 Even though no retention rates are yet available for project districts due to lack of enough years in the EMIS-based enrolment series, the mission was provided with very valuable information concerning transition rates. At the end of 1997, close to 750,000 first graders did not continue to second grade; at the end of 1998, another 211,000 failed to progress from second to third grade. The mission fully endorses the SLO's intention to investigate further what seems to be an indication of inefficiency of the system and to formulate appropriate measures to address this issue in the coming months.

2.5 The mission was informed about the progress made to establish a community-based education database to produce information on private-recognised and non-recognised school enrolment through micro-planning. In addition, a student management information system will provide information on student attendance and monthly instruction days. The system is being currently tested in one district and its implementation in other districts is expected by the next JRM. Quarterly data will be collected once the system is in place in all project districts.

2.6 The mission was informed that against the 2,845 new schools to be opened by the project, GOB has already sanctioned 5,690 new teaching posts. Upsurge in student enrolment has increased the pupil teacher ratios, especially in classes I and II, with adverse effects on the quality of education. Student classroom ratios range from 38 to 80 against the state norm of 50, while pupil teacher ratios range from 38 to 65 against a state norm of 50. The GOB, SLO and DLOs may wish to reduce class sizes by filling teacher vacancies, re-deploying existing teachers, considering expanding ALS and accelerating school and classroom construction.

2.7 Given the priority assigned by the SLO to the construction of BRCs and CRCs in the early stages of project implementation, the construction of additional classrooms and new school buildings has recently started with modest targets set for the current fiscal year. Nine new school buildings have been completed while 34 school buildings and 125 additional classrooms are in progress. The mission was informed that the bulk of the construction program of classrooms, school buildings, as well as the installation of toilets and water hand-pumps is to be considered in the next AWPBs. Considering the high percentage of overcrowded classrooms, it will be important to conduct a need- assessment for new school buildings so as to ensure that these are adequate for the targeted number of students. The mission notes that there is visible community support in construction.

2.8 While the mission recognises that districts are beginning to monitor student learning at district and sub-district levels, the mission acknowledges that only after the mid-term review in December 2000 it will be possible to assess the impact of the project's interventions state-wide on children's learning.

2.9 The mission was informed that the targets set for the establishment of ECE and Bal Jagjagi centres have been almost met for the current fiscal year. With respect to strategies to reach the socially disadvantaged and other minority groups, including working children in rural areas, the mission visited APNA (6-11 age group) and ANGNA (9 plus girls) vidyalaya centres recently opened. The mission was informed that 651 new such centres have been established since the last JRM to reach a total of 1,871 centres in all the project districts. The mission observed that students were enthusiastic and there was evidence of learning. The SLO informed that the project intends to ensure the transfer of ALS children into the formal system. The mission supports the expansion of ALS as an appropriate measure to address overcrowded classrooms. It is the mission's view that some differentiation could be incorporated in the training of the "didis" (instructors) and the learning materials for the APNA and ANGNA groups. With respect to children with disabilities, the mission was informed that their needs are being addressed within the formal school system. The mission was informed that the education opportunities for working children in urban areas will be addressed in the next AWPBs.

2.10 The mission commends the effort of the SLO to reach out and empower socially disadvantaged women through Mahila Samakhya. The mission was informed that close to 2,000 women groups (samooths) are operational in 11 project districts in different stages of development. The SLO and DLOs may wish to further continue strengthening capacities and skills of these groups.

3. SCHOOL-LEVEL CHANGE

3.1 Children in grades I to V have received new textbooks which appeared to be in use in classrooms. Although, according to the teachers, the textbooks arrived quite late during the school year, the teachers expressed their appreciation of these learning inputs. Delays in the production process and a long teacher strike seems to partially explain this late delivery. The SLO may wish to ensure a more timely delivery of textbooks for the coming academic year. It was also noticed that large amounts of textbooks were stored in the visited schools. The SLO/ DLOs may wish to investigate if all the children in project districts have received these textbooks.

3.2 It is too early in the project implementation cycle to observe significant changes in pedagogical transactions and classroom environment emerging from the holistic pedagogical renewal process set in motion. With reference to classroom environment, the gap between old and new project districts continues to exist in some pedagogical areas. The team that visited Muzaffarpur found children in the classrooms relaxed and motivated while the Bhojpur team found children generally unresponsive to classroom activity. Instruction across districts appears to vary substantially in terms of the appropriate use of instructional aids and the extent to which co-operative and self-learning takes place. Teacher-student interactions also varied across districts. In one class, the mission observed students asking the teacher questions, however, in the majority of the classes visited, the interaction involved teachers asking questions and students responding. In general, teachers' internalisation of the use of activities and its connection with the development of reading, writing and mathematical skills, needs further attention. The mission recognises attempts to monitor student learning at some CRCs. However, there is still a lack of systematic in-class monitoring of student learning evidenced by the absence of teacher records of student performance and the limited entries in student notebooks. On-site pedagogical support of teachers by the CRC co-ordinators and the block education officers remains weak.

3.3 One of the salient accomplishments of project implementation performance is the establishment of about 31,000 VECs and the training that has been set in motion for them. About one third of the VECs have received a one-day orientation and about 5 percent five days of training. All VECs involved in community construction were trained. VECs conducting micro-planning have been trained and those who will be involved in micro-planning will be trained during the next AWPBs. The mission was informed that the training strategies are being reviewed in the light of the large number of VECs that remain to be trained and a training schedule is being prepared for the next two years. The SLO may wish to further strengthen the follow up of VECs to ensure synergy of their school-related activities.

4. SYSTEM-SCHOOL SUPPORT

4.1 At the time of the mission's visit, 32 BRCs and 16 CRCs buildings were completed, while 158 and 230 were under construction, respectively. The bulk of this construction program is expected to be substantially completed by the next JRM. The mission was also informed that the remaining BRCs and CRCs will be constructed against the approved 2000-01 AWPBs.

4.2 Following an evaluation of community construction of BRCs carried out during the current year, the SLO discussed with the mission the possibility of raising the current ceiling of US\$20,000 per BRC cited in the Project Agreement to US\$30,000. An evaluation report is being examined by GOI. Depending on GOI's findings, the Bank will respond.

4.3 The teacher training scheme is being fully implemented at BRCs and CRCs across all project districts. As a result, 80,000 teachers (against a total of 90,000) have gone through the first cycle of ten-day training and another 3,000 have completed the second ten-day cycle. The mission suggests that the SLO takes precautions to prevent the training from becoming standardised leaving little room for creative adaptation by trainers at the BRCs and CRCs. The connection between using activities in the classroom and the systematic assessment of student

learning could be further emphasised in the training modules. Equally important in the training activities is to develop teachers' skill of systematic student performance monitoring. No significant progress was reported with respect to the preparation of distance education modules to support teacher training activities.

4.4 The mission did not find sufficient progress made by GOB with respect to the staffing of vacancies with qualified personnel in DIETs or equivalent institutions in project districts since the start of project implementation in October 1997. The mission was provided by GOB with a time-bound plan comprising concrete actions to be taken before the next JRM to position between 4 to 5 qualified staff in DIETs sanctioned in project districts. Notwithstanding the expressed intention of GOB to address this issue, the mission would like to flag this major concern as stipulated in the agreement by GOB with the World Bank.

4.5 The mission observed the commitment of the existing faculty in SCERT and SIEMAT towards their envisaged DPEP training roles. Systematic training was observed in both institutions. However, these institutions need further capacity building in terms of filling the vacancies of key positions and skill development relevant to DPEP. The mission requests the SLO to fill the key vacancies in SIEMAT. Furthermore, these institutions may wish to consider exposing their faculty to direct grass-root level field practices at the classroom, CRC, BRC and district levels, to improve the relevance of the training they impart.

4.6 The ten improved MLL-based titles for classes I to II in seven languages developed last year have been adopted across the entire state. Six new titles up to class IV have been developed by DPEP during the current year. Textbooks for class V are being currently developed. The mission commends the SLO and the BSTBPC for having completed the printing and distribution of about 17.5 million books during 1999. This printing process involved the participation of 14 printers, 3 of which were out of state. The mission takes note of the steps already taken by the SLO to carry out the printing and distribution of about 11.3 million books for the academic year 2000, for which the competitive bidding process for printing will be completed by December 1999. The BSTBPC informed the mission that Rs. 6.77 crores remained to be reimbursed by the SLO against the 1999 DPEP-related printing. The SLO informed the mission that when funds are released from GOI and GOB, this issue will be addressed as per the Memorandum of Understanding between the project's State Implementation Society and the BSTBPC. In addition, BSTBPC informed the mission that GOB needs to allocate the accumulated subsidies due since 1991.

4.7 The mission was informed that the EMIS and PMIS are fully operational in all districts. In addition, the mission notes that the procurement of MIS hardware and software for seven project districts is being carried out and expected to be completed by the end of the year.

4.8 The mission was informed that few vacancies (6 in the SLO and 42 in all the DLOs) are in the process of being filled with qualified candidates subject to the clearance of GOB. The visit to the DLOs revealed that few women are posted to key management positions. Considering the project's objective of gender equity, the SLO may wish to further improve the gender balance in project offices. The mission would appreciate that key personnel that have gained experience in project implementation be retained.

4.9 The mission has noticed that the quality of the AWPBs, as compared to previous ones, has greatly improved. Notwithstanding this improvement, it is the mission's view that more analysis is warranted when formulating future AWPBs. From the district budget information provided for the last three years, it is apparent that targets for the different project activities have been set too ambitiously. The SLO and the DLOs may wish to consider during the formulation of their subsequent AWPBs the calendar of activities and resources required to accomplish determined targets with realistic budgets.

4.10 The mission was also informed that the gap between expected and real disbursements is expected to be reduced by the next JRM, in light of the speeding up of the construction program of BRCs and CRCs, the procurement of textbooks for the academic year 2000, the carrying out of the second cycle of teacher training and the allocation of grants to teachers and VECs.

4.11 The mission was informed that GOB's 15 percent contribution for the fiscal year 1999-2000 has not yet been released. Likewise, GOI's allocation corresponding to the approved 1999-2000 AWPBs as per the Memorandum of Understanding signed between GOI and the State Implementation Society has also not yet been released. The 1999 contribution from UNICEF is also pending. The mission notes that these delays have generated a short-term cash flow constraint that has slowed down project implementation along some key components. The mission was also informed about the time elapsing between the presentation of AWPBs, their approval and the release of funds. The mission will suggest to GOI the desirability to reduce, when possible, this delay. The mission requests GOB to speed up the release of their 15 percent contribution for the 1999-2000 approved AWPBs.

4.12 The audit reports for the 1998-99 fiscal year have been submitted to the World Bank. The SLO informed the mission that the management letter will be submitted shortly.

5. SUSTAINABILITY

5.1 The mission was informed by GOB about the progress made towards filling the teacher vacancies, in particular in project districts since the start of project implementation in October 1997. Accordingly, against 99,340 teacher sanctioned posts in project districts there will exist 13,880 vacancies at the end of 1999. For 6,000 of those vacancies, fresh teachers have been selected and they are expected to be in position before the end of the year (about 1,000 are already in position). Another 2,831 of such vacancies are in the process of being filled. The mission was also informed that the remaining 5,000 vacancies in project districts will be filled during 2000. The mission requests GOB to address this issue in the context of the agreements reached and stipulated in the project's Credit with the World Bank.

5.2 The mission emphasised the importance of recruiting more female teachers in project district as an additional proven strategy for encouraging access and retention of girls in primary schools. GOB informed the mission that it has taken steps to address this issue.

5.3 On the bright side, the mission was informed by GOB about its recent teacher deployment policies of existing teachers in the entire state that has resulted in the creation of 5,000 additional primary schools, mainly in urban areas. GOB also informed the mission about the creation of 15,000 Urdu teacher posts for Urdu speaking students.

5.4 The mission observed some degree of integration between the district and block education mainstream structures and the project units. The mission endorses the proposition by the SLO to commission a sustainability study in the coming year. The mission suggests that the findings of this study are thoroughly examined and analysed by the project and GOB to develop a time-bound plan and operational strategies to mainstream the pedagogical, managerial and organisational innovations developed under the project.

6. NEXT STEPS

6.1 GOB to ensure the completion of the time-bound schedule for the filling of teacher vacancies and DIET faculty positions.

6.2 SLO and DLOs to accelerate the construction of BRCs and CRCs.

6.3 SLO and DLOs to ensure, through the CRCs and block education officers, a thorough on-site pedagogical follow up in the classroom of the trained teachers and its linkages to student learning.

6.4 SLO and DLOs to accelerate the training of VEC and their follow up, maintaining quality in the process.

6.5 SLO and DLOs to ensure a more analytical and realistic approach in the formulation of the 2000-01 AWPBs.

*Appendix I***Bihar State Report****Ninth Joint Review Mission - Follow-up of Recommendations**

Recommendations	Status and Progress
Follow through the time schedule for teacher deployment and fill up vacancies that will occur through teacher attrition.	Most of the teaching vacancies, including those of DIETs, are yet to be filled up. GOB is now not in compliance with agreements reached with the World Bank with respect to this issue.
Focus on the functioning of VECs, concentrating on the 5 day training program and other follow up activities regarding the maintenance of buildings, pupil enrolment and the attendance of teachers and pupils.	It is being followed up.
Provide more training through BRCs and CRCs to orient teachers and education officers to the vision of DPEP and the concrete steps they can take to put this into practice.	It is being followed up.
Ensure through monitoring processes that textbooks are distributed in all villages.	17.5 million of improved textbooks were produced, although their distribution to the schools was done with some delay.
Ensure that SIEMAT in its institutional development plan works vigorously for the orientation of large numbers of district and sub-district officers to DPEP objectives and ethos.	SIEMAT needs further capacity building in terms of filling up the vacancies of key positions and skill development relevant to DPEP needs.

Appendix II

Bihar State Report Matrix

A. Progress towards the DPEP's outcome objectives:	Status
1. Student classroom (SCR) and pupil teacher ratios (PTR).	* SCR ranges from 38 to 80 against the state norm of 50. PTR ranges from 38 to 65 against a state norm of 50.
2. Gross (GER) and net (NER) enrolment rates.	* NERs on the increase, with the exception of Purnea. GERs of SC and ST have not improved.
3. Repetition.	* Repetition rates for classes I and II very high.
4. Retention.	* Not available yet, but transition rates from classes I to II and II to III indicate inefficiencies.
5. Attendance rates.	* A student attendance management information system is being tested and expected to be made functional next year.
6. Learning achievement.	* District and sub-district monitoring of student learning has begun.
7. Equity data.	* Gender equity is improving, not so social equity.
8. Early childhood centres (ECEs).	* ECE targets substantially accomplished.
9. Disadvantaged groups.	* Disadvantaged groups being addressed through ALS, ECE, Mahila Samakhya and formal school system. Needs of children with disabilities begun to be addressed; the needs of working children in urban areas still to be addressed.
B. School-level change: Evidence of and planning for improved quality in terms of "inside school processes" and school community interaction:	
1. School quality.	* Considerable variation ranging from well-kept schools with reasonable size classes to severely overcrowded classes in badly kept schools.
2. Community participation.	* Considerable variation in community participation in school-related issues ranging from full ownership to low participation.
3. Nature of children's interactions.	* In the BEP district visited, children were fearless and relaxed, participating in the classroom activity. In the non-BEP district visited, children were less responsive to teacher's instruction.
4. Teacher attitudes toward and interactions with children.	* Range of teachers' attitudes from mechanical to nurturing. In one class observed, students asked questions, while in other classrooms teachers asked questions and students responded..
5. Recording of children's progress and feedback from teacher.	* There are signs that in few CRCs children's learning progress is being recorded. Not so at the classroom level by the teacher.

6. Textbooks.	* Textbooks, including improved MLL-textbooks, available and in use in the classroom.
7. Professional support.	* Lively monthly CRC meetings taking place, but on-site pedagogical support is weak.
8. Alternative Schools (ALS).	* ALS observed running well.
9. Disadvantaged children in classroom.	* Evidence of strategies for girls, SC, ST and other minorities; those for children with disabilities just begun; and those for working children in urban areas to be addressed.
C. System-school support: To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP states and districts.	
1. BRC/CRC.	* Training going on in the BRCs and monthly meeting being conducted in the CRCs.
2. Autonomy capacity at the BRCs and CRCs.	* Local adaptations of training packages being encouraged in the forthcoming training activities.
3. DIETs	* Faculty to be appointed to fill vacancies in DIETs.
4. SCERT/SIEMAT.	* Institutions in need of further capacity building and strengthening.
5. Teacher pedagogical understanding.	* Internalisation of new pedagogical processes and its connection to student learning need further attention.
6. Grassroots planning capacity.	* Micro-planning being scaled up. Formulation of subsequent AWPBs in need of further analytical capacity.
7. Implementation schedule.	* The gap between expected and real disbursements expected to be reduced.
D. To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP 1 and UPBEP states and districts, and efforts and progress made in terms of maximising the programme's impact on the primary education system as a whole.	
1. Teacher vacancies.	* To be in compliance with agreements reached with the World Bank, a significant number of teacher vacancies need to be filled without further delay.
2. Increase in female teachers.	* GOB taking steps to address this issue.
3. Evidence of impact of DPEP on main system.	* Ten improved DPEP textbook titles have been adopted in the entire states and a policy decision taken to adopt forthcoming titles developed under DPEP across the state.
4. Steps taken regarding sustainability.	* Sustainability study to be commissioned next year.
5. ALS sustainability.	* Mainstreaming of ALS student explicitly intended by the project.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME
10th JOINT REVIEW MISSION AND SECOND IN-DEPTH REVIEW MISSION

GUJARAT STATE REPORT
(13 – 20 November, 1999)

1. INTRODUCTION

1.1 Ms. Hanke Koopman, Education Specialist, Ministry of Foreign Affairs, The Netherlands, and Ms. Sushmita Dutt, GOI nominee visited the state of Gujarat from 13th to 20th November 1999. Ms. Nandini Prasad, Senior Programme Officer, Development Cooperation Department, Royal Netherlands Embassy, accompanied the mission as observer.

1.2 The objective of the visit was to review the developments in Gujarat and report on the progress towards programme objectives, school-level change, system-school support, sustainability and financial status, specially in the light of this being the second in-depth review and the mid-term review for Gujarat. The mission was also expected to review action taken on the recommendations made in the 9th JRM state report.

1.3 The team visited the DPEP district Panchmahal. (This district has now been bifurcated into two - Dahod and Godhra, but for the purpose of the programme, the district is still taken as the old unbifurcated district). Progress for the other two districts was reviewed with the help of documents and presentation by the districts at the state project office.

1.4 The visit started with a meeting at the State Project Office at Gandhinagar with members representing the Education Department (GoG), SPO, GCERT, the Directorate of Primary Education. Presentations were made by the Additional Chief Secretary Education, the SPD and his team members, and the district teams of Banaskantha and Dangs.

1.5 An extensive tour was planned to various programme initiatives in Panchmahal district. The JRM team was accompanied by the SPD and a few members of his team. Due to the distances required to be covered by the team, in effect the team members had two days in the district. A presentation was given by the district team, and visits were made to the Limkheda BRC (where a TLM workshop and training programme for Vidyasahayaks was in progress), visit to an ECE centre along with an AS for girls and a separate AS for boys, meeting with members of the MTA and PTA, visit to a newly constructed school and meeting with MTA and PTA members, visit to the Jalod BRC, also referred to as the AS Instructor's Training Centre where a pre-service training of AS teachers was going on and a visit to the DIET at Santrampur. Schools were closed in Gujarat because of regular Diwali vacations. However, the DPO had organised for a school to function and children and teachers were carrying out regular teaching-learning activities when the mission visited the school in Aniyad. After returning to Ahmedabad, the team visited the

Gujarat Council for Education Research and Training (GCERT) and the Gujarat Textbook Board (GTBB).

1.6 The Mission members would like to express their profound thanks to the state and district level officers who facilitated the visit, kindly looked after the team members and made the field visit a joyful learning experience.

2. PROGRESS OF DPEP TOWARDS ITS OBJECTIVES

2.1 The mission is of the opinion that the regular field visits of the SPD and his team are an excellent means for the state level functionaries to be fully aware of problems and progress of DPEP towards its objectives and congratulates the SPO on this initiative.

Enrolment, Repetition and Retention

2.2 Wide ranging community mobilization for enrolment (Pravesh Utsav, community specific sammellans) generated a great deal of public enthusiasm and are thought to have resulted in substantially increased enrolments. This is also thought to have positively influenced retention.

A1-4 The DISE data and Primary Education Dept data do not agree. The DISE data as presented to the mission could benefit from checking especially in Dangs and should be analysed with regard to accuracy and reliability. The GER 96-97 for the state is 83.44 and this grew to 104.13 in 98-99 and for Dangs these are 154.62 in 96-97 and 173.50 in 98-99. The NER for the state grew from 42.44 to 91.22. The system needs further refining so that retention and repetition rates can be made available. Moreover it appears that contextual state and district levels information is required for accurate planning and effective management of DPEP. The data used by DISE are based on 1991 census contribute to certain inaccuracies at district level. The data for 1999-2000 are under collection at present. The repetition rate for 1998-99 is 19% for boys and 20% for girls. The PTR for 1998-99 is 40.5 : 1.

A7 An attendance register is available with individual headmasters who summarizes attendance for the month. This is collated at the block- and district level. Teachers contact parents of irregular students and this has resulted in increased retention and reduced dropout. It would benefit the programme if these assumptions, as well as others regarding rising enrolment mentioned earlier, could be supported by accurate data.

Teacher Position

A6 The requirement of teachers has been calculated for the entire state and the Vidya Sahayak scheme has been put into place. The Vidya Sahayak scheme uses the same qualification criteria that exist for appointment of regular teachers. Selection is through a state level objective examination, appointment is contractual for 5 years and non-transferable. VSs will be regularized as vacancies arise. Teacher's Unions and Trade Unions were consulted before this scheme was put in place. This scheme helped employ some of the 40,000 unemployed teachers in the state and was supported by the High Court as the scheme offered much needed employment and filled teacher vacancies.

A6 Altogether 24,000 VSs have already joined. This has helped bring large numbers of

teachers into the system without high recurring cost. The VS scheme has also helped in filling vacancies in the DPEP districts. There are at present 3661 teacher vacancies in DPEP districts, of which 2617 are in the process of being filled. In addition GoG has sanctioned 2099 more posts of VSs to take care of additional enrolment and upgradation to upper primary. The programme benefits with this speedy filling of vacancies.

Achievement

A9 The Mid Term Assessment Survey has shown rising achievement levels in Language and Mathematics for Classes 1 and 3 in two districts. The difference in achievement between classes 1 and 3 has been explained by the fact that it has so far been possible to extend the DPEP pedagogical renewal activities (textbook, training, TLM) only to classes 1 and 2 in a holistic manner. However, the present class 3 was the class 1 in the BAS and would be the first group to have benefited from the early inputs of the programme. Therefore perhaps the above explanation may not be applicable.

A9 The mission was concerned about a decline in achievement in Banaskantha and low rise of achievements in class 3 in other two states. The reason for the low achievement in one district and across the districts in class 3 was not clear. The mission underlines the suggestion of the Resource persons to investigate the reasons for the low performance. The MAS data require to be more fully analysed and understood so that corrective/follow up measures may be taken to improve future achievement levels. It is recommended that a cross State sharing of MAS analysis takes place as well as from district to school level within the state. Perhaps item analysis and other studies to better use MAS data may be initiated.

Contextual/Need based Strategies to Improve Enrolment and Retention.

Various differing strategies for enrolment and retention of migratory children, tribal children, girls, disabled and working children have been introduced.

B11 Migration is major problem in the 3 districts and various strategies are being experimented with; some of these are bridge course for mainstreaming, mobile school for accompanying the migratory tribes and identity cards by which migratory children establish their right to schooling in available Govt. schools as they migrate, and farm schools.

A11 An ECE-AS scheme visualizes drawing in girls engaged in sibling care. The ECE-AS allows pre-schoolers to be cared for while elder sibling girls attend AS. Timings of these ECE-AS is fixed keeping girls' requirements in view. ECE-AS is being piloted in 20 villages comprising 600 children of which over 50% are girls. The pilot ECE-AS should be evaluated and upscaled if found successful as there are few specific strategies for girls.

A11 Each district has identified 3 blocks based on DISE report and lowest Female Literacy Rate for special area focus. The focus is further refined to target 5 villages in 6 clusters in each block with lowest enrolment. At present this means 218 villages. The community mobilization, Pravesh Utsav, training of MTA, PTA etc will specially stress girls enrolment in these areas.

A13 Surveys to enumerate children with disabilities have been undertaken and it was found that 17091 were in school while 2412 children were out of school. This was followed up with

joint camps with health department to identify marginally handicapped and severely handicapped. Some severely handicapped children have been admitted to special schools and it is being attempted that others will be mainstreamed. Three specially trained resource teachers are found per block, who would help and advise on children to be mainstreamed. Some effective teaching aids for visually impaired children have been developed in DIETs and BRCs. A group from GCERT trained for 3 months in Australia and are providing inputs to DIET staff. The Central IEDC programme is also actively implemented in Gujarat by NGOs. DPEP provides additional support. It is expected that the DPEP IED initiative and IEDC have frequent field interactions.

The mission appreciates the Gujarat DPEP on sincere efforts for the education of disabled children. It is suggested that integration efforts be carefully thought through before extending further.

A14 The target population for AS includes out of school, never enrolled and dropout children. It has been calculated that in the three DPEP districts AS requires to cover approximately 300,000 children (data collected via household survey). Special AS for children who herd cattle have been started and timings adjusted to suit the students. The cost per child per month amounts to Rs 112 in formal schools and Rs 60/70 at AS schools. Evaluation cards for AS have been developed. After an evaluation giving positive results AS is being extended in a major way all over the State.

B12 The strategy for the education of tribal children includes training the teacher to use the tribal dialect for oral transactions in the initial years. Tribal language dictionaries have been developed for this purpose. The 284 Tribal-AS centres have a total of 6419 students with over 50% girls' enrolment. Members of the Mahila Sangham in Dangs have conducted a door-to-door survey to identify unenrolled children. This has led to 11 AS with 4 for never enrolled girls of 9-14 years.

A14 Cooperation with ICDS has been initiated so that a wider coverage by ECE centres may be possible. Pre-school kits have been prepared and distributed to each ICDS centre and training for DPEP ECE extended to ICDS workers. DPEP has only planned to open ECE centres where ICDS centres do not exist.

3. SCHOOL-LEVEL CHANGE

Classroom Process

B2.4 The team was able to visit only one school as this was vacation time. The mission's observations are limited. The school that was visited was well run, with classrooms showing evidence of use of TLM, children activities and textbooks. Bal Mitra Vargs being funded from the community was also visited.

Students seemed confident, and a large proportion of children seemed at ease within the class, there was evidence of both girls and boys being eager to learn and participate in classroom activities. Questions were well distributed among all children. Teachers ensured that all children were given an opportunity to answer and participate in activities. It was not possible to identify

socially marginalised children in the classroom. Girls sat in separate rows from boys.

B7 New textbooks are in use for class 1 and selectively introduced in class 2. There are some common TLMs in use among DPEP districts, but also some developed by teachers of individual CRCs. New school buildings have planned built-in storage shelves in classrooms and teacher's room for storage. Books for class 3 are under preparation. Textbooks are given free of cost to all children in classes 1-7 all over the state.

B6 Class 1 and 2 are introducing the use of activities to evaluate children's progress. While the end of term examination does exist, there is a no detention policy. Sometimes, however, if the school feels that a child has missed too much teaching time they may advise that it would help the child to repeat the class. Progress cards are used to record children's progress and inform parents in formal schools.

B1 School plans have been prepared for each school in which the HM, teachers, CRCCs and representatives of the community have been involved. These mainly deal with additional facilities required for the school, e.g. room, teacher or even training.

B3 Village community everywhere felt that DPEP was helping their children. One MTA put up a demand for an additional Secondary School in their village because their daughters needed it.

Teacher Support

B8 CRCs visit each school at least twice a month. Besides this each class in the cluster (e.g. all classes 1) has a fixed day of the month on which they gather at the CRC to discuss their pedagogical problems.

C1 The BRC is responsible for training AS teachers, management and other administrative tasks and CRC is responsible for on site support. AS training centre has been started in Vav and Varahi in Banaskantha. AS Bal Mitras are provided 30 days residential training and a further 60 days is planned. Compared to training of AS personnel in other states, this appears a longer training period. However, considering the difficult multi-grade teaching situation faced by AS teachers, considerable professional classroom support seems necessary.

4. SYSTEM-SCHOOL SUPPORT

Pedagogical Renewal Process

C1 The Pedagogical support for schools in Gujarat is developing well. The GCERT has been involved intensively in textbook revision, with expert members of the State Resource Group and Textbook Board. These are persons with first hand experience in teaching at Primary level.

C1 The BRCs in the districts were very busy during November Holidays with training courses for AS teachers and Vidhya Sahayaks. The main thrust of their work this school year has been to cope with the growing demand for AS teachers, as well as train the regular teachers.

The in-service training of teachers consists of a variety of courses. These plans require to be

regularly adjusted by DIET, and trainers at Block and Cluster level as per evaluation and new issues coming up. The impact on learning outcomes as shown in the MAS study is visible and district DPEP officers observe higher learning outcomes in those areas where BRCs and CRCs perform well. The BRCs play an important role in organization and management of training centers besides feeding information into the DISE system. CRCs train VECs, PTAs and MTAs and maintain regular contacts between VEC, PTA and schools. The mission noted several local initiatives like cultural programmes, literacy drives. The mission is impressed by the current and enthusiastic attitude of the BRCs despite this substantial workload. As number of schools and teachers will grow in the near future and the variety of schooling modalities will widen, the mission feels that concentration on quality improvement be prioritised.

Both BRCs and CRCs seem to be supported by resource groups like the ones for teacher training, education for the disabled as well as tribal education. Members have in general a good professional background in their area of specialization and are very supportive if approached for assistance. The mission spoke to some resource persons for teacher training who were actively involved in development of training modules for AS.

Distance education is in general a new medium of communication for DPEP. Gujarat benefits from the ISRO technical infrastructure. DPEP's use of this infrastructure (both software and hardware inputs) is at a basic stage and needs further development.

The monitoring of the programme by the SPO is done by detailed field visit every month. The SPD undertakes regular field visits with a team which comprises of functionaries from SPO and GCERT.

The linkages from DIETs to BRCs to CRCs to schools are being established at district level. The DIET has liaison officers with responsibility for individual blocks, 11 in Panchmahal. They are in direct contact with the CRCs and are involved in developing training programmes, one of which deals with activity based performance test for Std. I and Std.II.

All vacant positions in SPO (41) and DPO (95) have been filled as of end October 1999. At block (23) as well as cluster level (482) all personnel is in place. The selection is being done by interview based on merit of the candidates. After appointment, the appointees undergo training in DPEP objectives, especially community involvement and grassroot planning.

At Block and Cluster level there is openness and interest to work with NGOs and charitable foundations. The mission only met a few representatives of the latter and was informed about the virtual non-existence of NGOs working in the field of education in the Panchmahal and Dangs. An exchange of ideas may be initiated at Block level with some NGOs specialized in water and sanitation if available. Their advice could be used by the engineering cell of DPEP.

C2 Teachers are accepting these new pedagogical understandings as they have been involved in the process throughout. They have felt that their suggestions have been incorporated into the curriculum, and they have the confidence that in future too they will be heard. The BRCs and CRCs have a larger role in generating this acceptance.

As mentioned before, training is completely decentralised. There is whole chain of support, with feedback at each link of the chain. Magazines and periodicals are used by state and district structures to ensure dialogue. This ensures contextuality of the training. Some training for multi-grade teachers has been initiated. However, it is yet to be upscaled.

As a happy consequence of the cooperation between Department of Education and DPEP at State level, the interface at district, blocks and cluster level could be overall characterized as cooperative and complementary. There seems to be frequent exchange of information and planning with DDO, DEO and BEO's in Panchmahals and some Sammellans were organized jointly.

The institutions dealing with education in the state interact with each other. At the state level the heads of the state agencies are all members of the SRG. In preparation, field-testing, curriculum development, textbooks, various levels are involved.

Planning Capacity/Management

C3.1 The experiences with Planning and Management in Gujarat are to be seen in the perspective of 2 ½ years of real existence.

At State level and in the district visited, the information system needed for Planning and implementation is available. The BRCs will all be connected with State level and interlinked with each other through DISE. The mission saw many examples of data collection at different levels. The basic source of classroom information is still in the register book keeping records of attendance of each pupil. DISE reporting does not yet utilise the full range of information available in school registers. This would be useful for planning interventions at the micro-level.

C3.2 The information available at Block level is substantial and varying in quality. As yet little specific use came under the mission's attention. Now the DISE system is in place at block level and initial trainings have been held, it might be time to improve upon the outcomes by analyzing the data, check their reliability and focus data collection on well described needs.

C3.3 Planning at micro level of the village education plan was executed by 90 VECs after special training. The plans give information of the village and describe the school improvement plan, consisting of educational material TLM, drinking water and sanitary requirements, land and building and sports and culture. With the help of these plans alternative-schooling requirements for 86 villages have been prepared and missing physical requirement have been provided by the village people. The mission was informed that PRIs were involved in planning. Every year Rs. 2000/- is given to the VEC for improvement of facilities of the school. For 1999-2000 Rs. 1.12 crores is being budgeted.

C3.4 The DPEP planning and activities in the district visited are mostly seen as catalysts of necessary changes in education and are well received. The mission, after asking district and block functionaries, feels that DPEP activities are perceived as being owned by DPEP as well as non-DPEP personnel. Especially AS was often mentioned.

C3.5 As mentioned above, the sharing of plans and information from State to Village level is

high and efforts are being made to get feedback on studies and research at Block, Cluster or School level. In order to secure an added value the information should be compiled, analysed and highlight the relevance for the level concerned.

C3.6 If decentralisation is to be further institutionalized, specific responsibilities and tasks might need more clarification at each level from school to state. Explanation and further training will be required as this process needs considerable time and constant vigilance.

C5 *Management/Financing*

C5.1 The implementation of DPEP Gujarat is on schedule now. The expenditure up to October 1999 is Rs. 11.36 crore out of a budget of Rs. 28.65 crores with a substantial civil works component in progress. The building component of the programme was preceded by a design and planning period for which DPEP took its time and rightly so the mission judges after having seen the new designs in model as well as on scale in the villages.

C5.2 The commitment of GoG to DPEP is illustrated by the amount of funding (as per August '99 of Rs. 10.00 crores): up to now twice as much as the stipulated 15% GoG's share in the programme. Funds released by GOI as per May'1999 totals Rs. 32.75 crores. The decentralised planning, implies that the budgeting and planning are not separated.

C5.6 The expenditure of the programme in Gujarat in the years to come will have to be assessed by the involvement of GoG in the expenditure of DPEP. GoG will, as per new school year in 2000 pay for the new school books for Std. I not only in Non-DPEP but also in DPEP Districts. When school books for grades 2 to 4 are sufficiently tested with DPEP funding, GoG will bear the costs for these as well in all districts.

Under- spending in this case is to be seen as an achievement in terms of sustainability. The private sector in Gujarat has been supportive of the social sector and specially education. There are a total of over 5000 private schools in urban areas. It is expected that private sector contribution to educational expansion will continue and will help Gujarat to achieve UEE.

The recruitment of the new teachers, Vidhya Sahayaks on contract for 5 years at a salary of Rs. 2500/- monthly as compared to salary Rs. 7000/- of the regular teacher in the system will have its budget impact at State level as well as on DPEP budget. More teachers will be appointed against the State recurrent budget provision and that will have a positive impact on expansion of the teacher force, as is foreseen when DPEP expands.

C4 SIEMAT has been planned to be set up as a joint sector venture in partnership with a private educational institute/NGO. The Govt. will provide infrastructure and financial support and the private sector will provide efficient management and professional expertise. SIEMAT is planned to be run with a small core staff with specialists and technical expertise being outsourced. A corpus fund will cover salary requirements. At present the total requirement of funds is Rs 3 crore. It is visualized that the venture become self-sustaining through marketing its training programmes and offering consultancies to the Government and private sector. The Chairman will be from GoG with the MD being a professional person.

GCERT and GTBB are both within the educational system in the state. Based on limited interaction, it is the understanding of the mission that the association of these institutions with DPEP have been invigorating for both. Many DPEP experiments have taken place with full cooperation of these institutions and in turn some DPEP experiments are now being adopted as a state level initiative. But it must be remembered that DPEP forms only a small part of the task of these institutions and their task flows from the overall educational vision of the state and covers both the Elementary Education sector and the Secondary Education sector.

However, the GCERT, DIETs in 3 districts, Textbook Corporation, Distance Education Cell of GCERT and GIET are all involved in the DPEP programme. There is constant interaction between the institutions. There is also a DPEP cell in some of these institutions. It is most promising that DPEP initiatives are used for non DPEP areas as well. The state also plans to fund DPEP in least 3 additional districts out of state funds.

The Pravesh Utsav, first started in DPEP districts, has become hugely popular in the state and results in increased enrolment at the beginning of the academic session. Community specific sammelam's have helped in enrolment and retention.

5. SUSTAINABILITY

D1 The Vidya Sahayak scheme helps bring large number of teachers into the system and regularises them. Teacher's Unions and Trade Unions were consulted before this scheme was put in place. This scheme helped employ some of the 36,000 unemployed teachers in the state and was supported by the High Court.

The rising enrolment creates a demand for larger number of classrooms. Besides the new schools and additional classrooms being planned under DPEP civil construction, DPEP will also benefit from pre-fabricated structures put up at state cost in habitations where construction through community may not be possible and where non-availability of water hampers traditional construction.

D2 The recruitment criteria for AS teachers is class 10. The AS teachers are selected, contracted and paid by the VEC from money provided by DPEP.

D3/D4 The existing educational institutions and DPEP have both gained from their interaction. The state has adopted several features of DPEP. A decision of the state Government regarding the position of BRCs in the education system is expected. The mission advises that DPEP consider future plans regarding further expansion of BRCs in the light of this decision.

The mission noted a number of indications that successful DPEP initiatives were being extended to the entire state. The CRC structures have been found to be useful in offering local teacher support and have now been created in non-DPEP districts of the state. Similarly Class 1 and 2 text books developed by DPEP are now being trialled in non-DPEP districts with the aim of introducing them all over the state.

Gujarat plans to expand its UEE goals in selected DPEP originated activities all over the state.

To sustain the momentum in the state, an early favourable response to Gujarat's request to GOI for expansion to six districts is eagerly awaited.

Government orders have been issued for formation of VECs in all districts. Formation of these VECs has started. PTAs and MTAs will be encouraged in all districts. The AS initiative has been thought to answer the requirements of the state in achieving UEE and is being extended extensively in all districts in the state. DPEP structures have extended the decentralization of educational responsibility to communities.

Further action for sustainability will be taken up in coming years but as the situation now stands after two and a half years and with four to go, the mission is of the opinion that sustainability of DPEP is progressing satisfactorily.

5. NEXT STEPS

Recommendations

1 Commendable energy has been spent and many activities undertaken to mobilize the community to increase enrolment and retention of the girl child. However, the mission came across gaps in civil works, toilet facilities, TLMs, textbooks, in representation on committees and personnel, in the relationship between MTAs, PTAs and VECs. The Mission would like to suggest that a comprehensive gender implementation plan be developed, based on a clear gender vision at all levels and for all components informs all human resource development and other activities. SPO is advised to draw upon state/national level gender expertise from NGOs, academicians to guide the programme and strengthen capacities of the programme staff.

2. The water and sanitation facilities of schools need to be planned as an integral part of the civil works in order to avoid unused facilities and unhygienic conditions. The SPO might like to ensure that this is done at the planning stage but most importantly in implementation.

3. Data collection and action research should have a sharp focus and the results require to be disseminated and discussed at the level at which the information is collected and actions taken, based on policy changes. In order to discuss results data should be analysed and understood in their proper context. The DPEP bureau should be asked to facilitate accessing relevant expertise.

4. The DPEP focus on the hard to reach groups as priority areas is commendable and the enthusiasm and drive for action is acknowledged. The activities proposed for IED may be difficult to be implemented at the classroom level as the five different disabilities need specified approaches. The SPO may consider involving specialised NGOs like National Association for the Blind (NAB), Spastics Society, besides the national resource institutions and IEDC expertise available in the state for advise.

5. The use of the audio-visual media as a modern and cost effective means of communication needs to be explored further. The mission advises that a plan be developed in which the role of distance education is clearly stated to support programme objectives and related outcomes. Further professionalisation of DPEP staff in software is recommended.

*Appendix I***Gujarat State Report****Ninth Joint Review Mission – Follow-up of Recommendations*****Recommendation******Action taken***

Alternative Schooling: Is one of the focus areas for the year 1999-2000, prime importance has been given to implementation of various A.S. Schemes in the project districts. The academy for training Alternative Schooling Instructors has been established at BRC Vav, where all the future orientation programmes for A.S. will be organized.

Pilot project have been tried out and a plan for more than 25000 out of school children through 1100 A.S. will be prepared and implemented. There may be continued involvement of NGOs in the remote areas. Alternative schools for scattered hutment will also be considered.

IED Programme: At present six blocks in each project districts (Banaskantha and Panchmahal and one in Dangs) has been covered under IED. Now it is decided to cover all the remaining 10 blocks of the project districts under the IED programme during 1999-2000. To activate this programme in the remaining blocks 30 posts of Resource Teachers has to be created. The procedure for recruitment of posts already sanctioned has been completed. Postings have been done

Gujarat DPEP: GoG has indicated its willingness to fund three more districts in Gujarat under DPEP from its own funds.

*Appendix II***Gujarat State Report Matrix**

KEY FINDINGS with regard to each of the four main areas of observation highlighted in the TOR	STATE : GUJRAT
A. Progress towards the DPEP's outcome objectives:	
1. SCR	* N.A. at state level
2. GER/NER	* DISE 1998-99 GER 104.13, NER 91.22
3. Repetition	* N.A.
4. Retention	* Boys 19%, Girls 20%
5. Karnataka/Tamil Nadu Studies	* -
6. PTR	* 40-5:1
7. Attendance rates	* N.A.
8. Learning achievement	* Low in one district
9. Andhra Pradesh/Gujarat MAS	* Achievement requires attention in 1 district specially
10. Equity data	* Enrolment 1998-99 809870 Total of which 345076 are girls
11. Girls	* Strategies being targeted at girls
12. ECE	* DPEP supporting ICDS and AS-ECE and DPEP-ECE
13. Disadvantaged groups	* Specific targeting at tribal, working children disabled etc.
14. AS	* Aims at netting 300,000 children.
B. School-level change: Evidence of and planning for improved quality in terms of "inside school processes" and school community interaction:	
1. School plans	* Being developed
2. School quality	* Limited observation. School visited seemed well managed
3. Community	* Involved. Participation of women may be encouraged
4. Nature of children's interactions	* Confident , eager to participate
5. Teacher attitudes toward and interactions with children	* Supportive , encouraging where observed. Limited observation
6. Recording of children's progress and feedback from teacher	* Progress Card, evaluation card for AS
7. Textbooks/TLMs	* Class I + II being used. Class III being developed TLM largely used
8. Professional support	* CRC , DIET support
9. AS/para-teachers	* Teachers AS and VS being trained. Plan for regularization of VS in place.
10. Disadvantaged children in classrooms	* Cannot be distinguished
11. Migrants	* Various contextual strategies
12. Tribal language	* Evolving strategies, some in place. Perhaps further attention to quality input is required.

C. System-school support: To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP states and districts.	
1. BRC/CRC overload	* BRC mainly managerial + administrative tasks. CRC professional support to teachers
2. BRC/CRC autonomous capacity	* CRC built into system
3. DIET-BRC-CRC-School links	* Working
4. SCERT/SRG/DIET/BRC/CRC pedagogical vision	* Vision shared and training, textbooks, TLM prepared on this
5. Teacher pedagogical understanding	* Vacations on therefore limited observations
6. Teachers – Pupil learning assessment	* Progress cards for formal schools evaluation cards for AS, some on going assessment.
7. Decentralisation of training	* Taking place.
8. Grassroots planning capacity	* 41056 MTA PTA members training in 1999-2000 planned. ABOUT 20,000 VEC members to be trained in 1999-2000. Community contribution of Rs. 261,66 lakhs. Maps for 86 villages prepared
9. Two way flow of information	* Could be improved upon
10. PRI involvement	• More than 30000 PR members plus employees trained by DPEP
11. Institutional involvement in DPEP processes	* Involvement is there
12. Implementation on schedule?	* Yes
D. To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP I and UPBEP states and districts, and efforts and progress made in terms of maximising the programme's impact on the primary education system as a whole.	
1. Teacher vacancies	* Around 1000 at present
2. PTR	
3. Increase in female teachers	* 34% not rising
4. Para-teacher recruitment criteria	• Class X pass
5. Para-teacher professional development	* 90 days in phases
6. Evidence of impact of DPEP on main system at institutional level	* CRC being promoted over entire state
7. Evidence of impact of DPEP on main system re pedagogy	* DPEP text books and TLM extended to rest of state.
8. Performance of SRGs/DRGs	* SRGs deeply involved DRC involved.
9. Future of SRGs/DRGs	* May continue to play role as advisory group
10. Steps taken re sustainability	* Some initiatives of DPEP being replicated at state level
11. AS Sustainability	* Large network of AS with training for teacher. Ultimate vision of main streaming of AS students.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAM
10th JOINT REVIEW MISSION AND SECOND IN-DEPTH REVIEW MISSION

HARYANA STATE REPORT
(13 – 20 November, 1999)

1. INTRODUCTION

1.1 On behalf of the 10th Joint Review Mission and 2nd In-depth Review Mission Mr. Abrar A Khan (WB) and Mr. Suresh S Salgaonkar (GOI) visited Haryana from November 14th to 20th 1999. The aim of this mission was:

- to explore the progress made towards the DPEP objectives with reference to access, enrolment, retention and learning outcomes and equity
- to observe school level change
- to take stock of system school support
- to assess sustainability of the program.

1.2 With this purpose in view the mission team reviewed documents and reports provided by the SPIU, held discussions with State and district functionaries, visited schools, VECs, anganwadis (ECE), alternative schools, CRCs, BRCs, DIET and interacted with representatives of and DRG for Gurgaon district, SCERT and SIEMT. Training being conducted for master trainers, primary teachers and anganwadi workers were also observed. Mass-media activities like the mela and katputli show were also seen. On the last day, the mission members had a wrap up meeting with the Finance Commissioner/Education Secretary, the SPD for DPEP and Director for Secondary Education Haryana. Main findings and observations were shared with them.

1.3 We are grateful to the Haryana government and DPEP Haryana for their cooperation, support and hospitality extended during the period of this exercise. We also acknowledge the environment created by the SPD and his team to allow the spaces for open and frank deliberations. The thoughtful presentations and the wide range of experiences arranged as part of the program were helpful in conducting our task.

1.4 The SPD briefed the Mission about the evolution of DPEP in the State. Passing through the phase of “master builder” and “master employer” the paradigm shift has occurred to focus on the pedagogic, qualitative and participative processes in the system of education as envisioned under DPEP.

2. PROGRESS TOWARDS THE DPEP’S OUTCOME-RELATED OBJECTIVES

2.1 The team, through their observations, endorses the position of the SPD that in the DPEP districts issues of physical access to schools is no longer the main problem, except in “islands of illiteracy in a sea of literacy”. Enrolments show a substantial increase. The challenges ahead are in areas of student classroom ratio, pupil teacher ratio, attendance, and reduction of dropouts/retention, increased levels of achievement, and continuous and comprehensive assessment.

2.2 In the schools visited and through information provided in school level data, the team noticed with concern the high SCR, exceeding 80 in some of the cases. Classroom construction work is yet to gain momentum in phase II districts. The team would suggest that the SPIU expedites this process since basic physical amenities are an essential complement to the pedagogic processes.

2.3 GER has shown remarkable increase since DPEP interventions reaching 84.6% by end of 1998/99. As included in the State presentation, enrolment in government schools is 69.38%. Private recognized and unrecognized schools account for another 27.85% showing at the macro level that only 2.59% of children in the 6 to 11 age group have remained un-enrolled, giving strength to the belief that Haryana is nearing full enrolment. With enrolment figures showing an increase of almost 27% in 1995/97 period, the enrolments are reaching saturation except in pockets where, because of socio-geographic or equity reasons, children continue to be out of school.

2.4 The information in respect of GER in terms of 84.6% attainment is based on the data supplied by SPO. It may be possible that this percentage includes some underage and overage population in the age group 6-11. It was not possible to ascertain this in the absence of age group specific population data. This is perhaps the reason for variation in the GER reflected above.

2.5 Pupil teacher ratio at the State average is 1:48. In contrast, during the school visits and while reviewing the school level data, the team observed that there are wide ranging discrepancies in this ratio ranging from 1:25 in some situations and over 1:80 in other cases. There is an immediacy to rationalize deployment of teachers by using the MIS data and by expediting the process to fill over 6000 teacher vacancies in DPEP districts. It was stated that the modalities for rationalizing teacher placements are in the pipeline. Cumbersome recruitment procedure has delayed filling of the vacancies. It was reported that the proposal to allow DPEP/SPIU to recruit teachers has been recently cleared by the Bureau and the modalities for recruitment are underway.

2.6 School level records for daily attendance are maintained, however it is not clear how this information is used for any kind of planning either at the macro level or at the village level. The team suggests that attendance be taken up as an important indicator for devising micro level strategies and macro level plans. This has a direct correlation with reducing repetitions and improving quality of teaching learning process.

2.7 In cases of repetitions, on analyzing information available for Tauru block, it was observed that at the block level the percentage was 8.37 and in two schools visited it was ranging from 4.49 to 7.95. This piece of information needs to be taken up at all levels for purpose of planning and devising school level strategies. Similarly the information on levels of retention is to be included in the system for devising more localized actions. Since school level plans have not been prepared, as of now all this micro level information is yet to become a part of the main system. One of the reasons for higher level figure of girls' retention is that more boys are switching over to private schools.

2.8 In the direction of improving learning achievement, steps such as integrated textbooks, teachers handbooks, TLM, frequent and decentralized teacher training have been taken up. Hard spots for teachers are being identified and addressed during training. However a system

for tracking students learning and responsive teacher pupil interactions to accelerate individual achievement continues to be a daunting task. A midterm assessment survey has been proposed by SIEMT for DPEP II districts.

2.9 Declining male female ratio in demographic terms is a matter of great concern for the State. To promote equity for enrolment of girls, there is indication of some progress and concerted effort. Out of the total enrolment, girls constitute 41.99%. In some cases enrolment assistants are employed for increasing girls enrolment and are also helping in the classroom process. The mass campaigns through Melas do create the awareness for girls' education, and special strategies like the appointment of enrolment assistants, sensitization of VEC and teachers, reviewing textbooks through the gender lens are some of the activities in place. However, we realize the issue goes deeper and processes for behavior change at parents' and community level needs to be complemented, for example not registering births for girls is an early start towards inequity. The DPEP/SPIU were encouraged to consider if they would like to optimize their community links to address this issue.

2.10 For SC and backward classes the number of children in schools is available, and looks encouraging. Information at village level is hard to correlate with socio-demographic data in terms of population distribution and children's participation in schools.

2.11 Efforts for the integration of children with disabilities in mainstream schooling are visible including building of ramps to eliminate physical barriers. It was reported by the SPD that linkages have been established with the Department of Welfare to get complete information of children with disabilities and their location. Plans to have similar linkages at block and cluster level are underway. All teachers are being trained in this component to assist in early detection. However, as of now the IED component only includes the physically disabled. The SPIU may consider inclusion of other forms of disabilities and equip CRC's in terms of TLM to respond to their learning needs.

2.12 After a shift in thinking at the State level the Executive Committee cleared the proposal for alternative schools for hard to reach populations. The centers visited have been initiated recently and have worked for nearly a month. Serious thinking is needed to determine where and for whom these centers are being opened and how do these complement the UEE in specifically identified pockets. The team observed that many children in these schools are of preschool age. The training of AS teachers have been planned in phases with a five-day session before starting the schools. The strategy needs to be reviewed and consolidated. This has potential for a variety of models given the contextual situations, for example the team had an opportunity to interact with a Madarsa in Mewat where the girls have expressed a need to learn Hindi and Maths, since the Madarsa education only focuses on Urdu and religious education. The SPIU may consider speeding up actions initiated in this area as Mewat continues to be exceptionally backward educationally particularly for girls.

2.13 The ECE component is being implemented through ICDS linkages in anganwadis. The main intervention is through training of ICDS workers and proposal for teaching learning material support to the centers is in pipeline. There is a need to consider the critical post training support and motivation issues to enable activities to happen at the centers. The linkages have been initiated at the State level and there is a vision to translate these at all levels. There are plans underway to have, wherever possible, anganwadis in the school premises to facilitate elder siblings to be in schools while younger ones benefit from pre-school education.

from non-DPEP districts. EMIS data, however, could be put to greater use by timely analysis, interpretation and sharing of feedback, as also for further improving AWPB preparation process.

4.11 In terms of management and financing the spill over were reported in PFE, CRC, BRC, MED and ECE heads. Spillovers are attributed to the delay in receipt of funds, over budgeting in initial stages, slow pickup of pedagogic improvements as also a consciousness for cost saving and ensuring the quality of the processes. To manage these spillovers, the SPD stated that reprogramming is being thought of either through an extension for one year period or by mechanisms adding the component of girl child education for the nine plus age group. Frequent changes in leadership and in the personnel at all levels continue to be an ingredient in affecting the pace of progress indirectly.

4.12 Implementation in areas of staff recruitment and placements, civil works, purchase of equipment and materials, programs and activities are yet to catch speed. It was reported that the AWP for the current year is still being negotiated.

5. SUSTAINABILITY

5.1 A plan for sustainability has been prepared, it was reported that it has been cleared by the Executive Committee. The plan lays out the vision and a rationale for continuing the core activities under DPEP beyond the project period and addresses programmatic, organizational and financial aspects. In the plans, the State is considering to retain the structures of 543 CRC's and absorb the additional costs.

5.2 The 55 BRCs are also suggested to be retained in the plan. However, during the discussions it was mentioned that this position might be merged with the office of BEO. In most of the cases BEO and BRCs are performing a dual role. Through the DPEP intervention a pedagogic vision is gradually emerging at the block level. This would help in the final merger of BRCs in the traditional administrative block structure.

5.3 The DPU is being considered to be integrated with the office of DPEO with additional staff support. Similarly the plan lays out provisions for integrating the additional teachers under DPEP as well as the maintenance costs for the new buildings.

5.4 The issue of sustaining SIEMT has been left to the Haryana Government. It is envisioned that SCERT would be able to absorb the additional work without the need to retain the staff presently hired under DPEP with a similar expectation from the DIETs. The proposal suggests continuing the State DPEP Bureau. Training and other programmatic innovations are also expected to be sustained.

5.5 A regulatory framework to rationalize teacher deployment is being developed for implementation. Plans are also underway to regulate unrecognized schools. DPEP SPIU is also in the process of preparing a pattern for recruitment of primary teachers with the inclusion of DPEP structures and VEC in the selection process.

5.6 Development of a talent bank of locally available resource persons for the support to cluster, block, district and State level activities in support of primary education is also in progress.

5.7 To transfer some of the DPEP innovations in pedagogic content and processes to non-DPEP districts, several plans are under consideration for inclusion in the State education system. Some of the main ones include a proposal to revise the pre-service training curriculum, adoption of textbooks and TLM, lesson based classroom activities, micro planning, VEC involvement and integration of gender issues. How the financial requirements will be managed is still unclear.

5.8 The State has a vision and a policy frame for integrating these processes with PRIs and needs to include these transitions in action in DPEP districts. An integration committee has been created at the State level to address issues of complementary linkages at the systems level in policy and governance.

6. NEXT STEPS

- Given the challenges now ahead in the project, the policy and planning thrusts have to shift from macro approaches to dis-aggregated information and micro processes for the purpose of planning interventions, particularly to address issues of retention and achievement levels and to cater to pockets of children out of school.
- Revisit the focus, program strategy and systems for initiating monitoring and supporting alternate schooling activities, with sufficient flexibility to address a variety of contextual requirements.
- Much of the training activity is taken as a discreet activity. The SPIU with inputs from support institutions, may consider developing a more holistic training plan for training's based on continuous assessment of needs through classroom observations, school records, attendance and evaluations. Whereas sufficient effort has gone in designing the content of training, the methodology of participatory training in use for transfer of content could be strengthened.
- The SPIU may consider initiating a policy dialogue and administrative action to get the sustainability plan approved through the Haryana Government and take up the plans for phase over and smooth transition.
- Contingency plans be made to bring up to speed the inputs from SIEMT and DIETs and a mechanism be evolved so that these institutions complement each other at different levels to synchronize operation of activities under DPEP.
- The integration committee setup at the State level for convergence may consider initiating mechanisms for administrative action in their departments for creating conditions to facilitate convergence in activities and structures at the village level.

*Appendix II***Haryana State Report Matrix**

KEY FINDINGS with regard to each of the four main areas of observation highlighted in the TOR	STATE: Haryana
A. Progress towards the DPEP's outcome objectives:	
1. SCR	<ul style="list-style-type: none"> Basic physical amenities are an essential complement to the pedagogic processes initiated under DPEP. The student classroom ratio varies from 40 to 80 and sometimes even exceeds 90 pupils to a class.(Gurgaon). Progress of construction work of class rooms is presently sluggish particularly in phase II.
2. GER/NER	<ul style="list-style-type: none"> Gross enrolment ratios show a remarkable increase since DPEP interventions. It has reached 84.6 by the end of 98/99. Distribution of enrolment in govt. is 69.38%, the contribution of private recognized and unrecognized schools are 15.38 and 12.47. Un-enrolled children are stated to be 2.59%. In Gurgaon district, Sept 99 figures indicate 82.26 enrolment in govt. school ranging from 80.7 in Taoru block to 95.8 in Manesar. During visits observed gaps in the quality and consistency of age specific population information at village level comparable to enrolment. The team could not tally data of successive years though available in MIS. The concern is shifting from access to retention and quality in general and access to out of school children.
3. Repetition	<ul style="list-style-type: none"> MIS data of Tauru block in Gurgaon shows the repeaters ranging from 4.49% to 7.95% in the schools visited and 8.37% for the block. As observed the issue of repeaters only now being acknowledged for a programmatic intervention at CRC and BRC levels.
4. Retention	<ul style="list-style-type: none"> State level retention is 79.29% with boys at 81.3% and girls 89.05%. For Gurgaon retention level is 86.32% with 84.03% for girls. Higher levels of girls retention as compared to boys may also be because of boys switching over to private schools.
6. PTR	<ul style="list-style-type: none"> Pupil teacher ratio at State level is 1:48. It was stated that close to 6000 teacher vacancies exist in the State. Moreover the situation in field as observed and from the data available for Gurgaon the span ranges from less than 25 to beyond 80 per teacher. There is an immediate need for recruitment of teachers and rationalization of the ratio using the MIS information.

7. Attendance rates	<ul style="list-style-type: none"> ▪ School level records available, a process to consolidate and validate data was not clear. ▪ At the time of visits, absenteeism was not noticed as a big issue. ▪ Attendance is yet to become an important piece of information for planning and monitoring at all levels.
8. Learning achievement	<ul style="list-style-type: none"> ▪ Mid term assessment survey has been proposed by SIEMT for DPEP phase II districts.
10. Equity data	<ul style="list-style-type: none"> ▪ Out of total enrolment girls constitute 41.99% ▪ For SC and backward classes the number of children in schools is available, and looks encouraging. Same could not be collated to determine their participation in schools comparable to distribution in population.
11. Girls	<ul style="list-style-type: none"> ▪ Girls enrolment in different blocks of Gurgaon ranges from 61.4% in FP Jhirka to 87.% in Sohna with a 77.60% average for the district. ▪ In five blocks girls enrolment is higher than boys perhaps because of more boys joining private schools.
12. ECE	<ul style="list-style-type: none"> ▪ This component is being implemented through ICDS linkages in anganwadis. (4066 proposed for DEPEP II) ▪ Primary intervention is through training of ICDS workers and proposal for minimal material support to the centers. ▪ Need to consider the much-needed post training support and motivation issues to enable activities to happen at the centers.
13. Disadvantaged groups	<ul style="list-style-type: none"> ▪ Retention levels for SC in Gurgaon are 87.34 % compared to 86.33% for total students. ▪ IED component has been initiated for the physically challenged. ▪ During school visits the children appeared to be well adjusted and happy in their classes.
14. AS	<ul style="list-style-type: none"> ▪ Centers have been initiated recently and have worked for a month ▪ Serious thinking needed to determine where and for whom these centers are being opened and how do these complement the UPE in specifically identified pockets.
B. School-level change: Evidence of and planning for improved quality in terms of “inside school processes” and school community interaction:	
1. School plans	<ul style="list-style-type: none"> ▪ This activity has not taken off as yet SIEMT in the process of collecting, compiling data to develop school plans. ▪ Some plans were reported developed for Jind district.
2. School quality	<ul style="list-style-type: none"> ▪ Changes in the school-classroom environment visible. ▪ Low black boards in almost all classes visited. ▪ Improvement in play facilities and ramps for the convenience of children with disabilities.

3. Community	<ul style="list-style-type: none"> ▪ VEC,s and VCC have started participating in school activities. ▪ Significant representation of women visible. ▪ Currently the role is limited to school infra-structure improvement and endorsing requests and expenditures under DPEP. ▪ Concern for enrolment and attendance visible. ▪ Full level involvement for a sense of ownership possible through more concerted inputs.
4. Nature of children's interactions	<ul style="list-style-type: none"> ▪ Active participation in classroom activities
5. Teacher attitudes toward and interactions with children	<ul style="list-style-type: none"> ▪ Large numbers of children in classrooms continue to pose challenges. ▪ Some shift towards positive behavior in teachers visible.
6. Recording of children's progress and feedback from teacher	<ul style="list-style-type: none"> ▪ Approach towards continuous and comprehensive evaluation was not observed. ▪ For soliciting feedback from large classes and assessing individual achievements alternative approaches needed.
7. Textbooks/TLMs	<ul style="list-style-type: none"> ▪ Materials available to schools. ▪ Integrated textbooks in use and contributing to joyful learning. ▪ Usage and display of other TLM visible, however great variations observed amongst different schools and teachers.
8. Professional support	<ul style="list-style-type: none"> ▪ Cluster training approach and frequency of training has been helpful. ▪ Publications and cluster level newsletters are good initiatives in this direction as also the distance learning activities.
9. AS/para-teachers	<ul style="list-style-type: none"> ▪ Enrolment assistants have been employed in some schools to ensure regular attendance of girls. ▪ Because of large class size they assist teachers and in one instance were conducting a class independently.
C. System-school support: To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP States and districts.	
1. BRC/CRC overload	<ul style="list-style-type: none"> ▪ Around 48 BRC coordinators in place in seven districts. ▪ Around 468 CRC coordinators positioned. ▪ Many of BRC's also double up as BEO's particularly in DEPEP II. ▪ Only recently some BRC's have shifted their locations to schools in DPEP II. ▪ The vision is to integrate BRC with BEO offices. ▪ The infrastructure needed to support the pedagogic processes is essential and construction work on 25 BRCs need to be expedited ▪ Need to evolve a system to assess and support the full range of school improvement pedagogic and community-related activities. ▪ The process of selection and placement of CRC's has been streamlined qualitatively.
<i>(continues)</i>	

1. BRC/CRC overload (contd)	<ul style="list-style-type: none"> ▪ There is a need to now create organized approach to build capacity (beyond training) and empower the CRCs to carry out their pedagogic and managerial functions with schools and implement the tools in place. ▪ Systems to track BRC/CRC inputs. ▪ Identification of local talent to be a part of CRG,BRG. ▪ Action researches being carried out by BRC, CRC and teachers. ▪ There is a dynamics between the BEO and BRC where the positions are different. ▪ The whole issue of linkages with other development agencies at village and block level needs to be strengthened for actions.
2. BRC/CRC autonomous capacity	<ul style="list-style-type: none"> • BRC and CRC are being allowed to take financial and academic decisions at their level.
3. DIET-BRC-CRC-School links	<ul style="list-style-type: none"> ▪ Cascade level training in place, need to strengthen post training follow-up and a system to monitor quality of training down the line. ▪ DIET to become stronger in dissemination of innovations and findings from action research to identify hard spots and problems and develop solutions. ▪ Presently the major activity at DIET is driven by pre-service training at the cost of other activities within their role. ▪ Role of DRU also needs to be reviewed
4. SCERT/SRG/DIET/BRC/CRC pedagogical vision	<ul style="list-style-type: none"> ▪ SIEMTs and DIETs continue to be a weak link in the process. ▪ Contingency plans to be initiated to scale up their activities to prevent further time lag and missed opportunities. ▪ Together with teachers, SCERT has made tremendous contributions to the pedagogic renewal work through textbook development, TLM development and publications, training packages etc under DPEP. ▪ It is not yet clear how the traditional role of SCERT is being recast in the light of new thrust areas opened by DPEP for attaining the final goal of UEE. ▪ Though a pedagogic vision may exist at the project level, how it is shared and how the roles are complemented by the support institutions is not evident. More proactive mechanisms are needed to address these situations.
5. Teacher pedagogical understanding	<ul style="list-style-type: none"> ▪ Training of teachers in new concepts and methodology is becoming visible in classrooms.
6. Teachers – Pupil learning assessment	<ul style="list-style-type: none"> ▪ This area needs further strengthening through development of appropriate evaluation tools for continuous and comprehensive evaluation.

7. Decentralisation of training	<ul style="list-style-type: none"> ▪ The concept of closer and frequent interaction between trainers and teachers through link teams with CRC and BRC is in place. ▪ The focus could now shift to strengthen the quality of training at different levels to prevent transmission loss and allow for post training follow-up. ▪ The capacity of trainers on technical pedagogic side has been attended to. The transfer of this training through more effective methodologies needs to be considered.
8. Grassroots planning capacity	<ul style="list-style-type: none"> ▪ This area is still in its infancy and needs to be scaled up in terms of capacity building for micro-plans at village level through inputs from SIEMT.
9. Two way flow of information	<ul style="list-style-type: none"> ▪ The EMIS and PMIS data is being collected. However the analysis, interpretation, timely sharing of feedback or use of this data for planning and strategy development needs immediate attention.
10. PRI involvement	<ul style="list-style-type: none"> ▪ Few panchayat members are members of VEC/VCC. However the full range of PRI involvement in school affairs is envisioned at the State policy level.
11. Areas of major spillover	<ul style="list-style-type: none"> ▪ PFE, CRC, BRC, MED, ECE are the five major heads for spillover under DPEP II. ▪ Spillovers are attributed to the delay in receipt of funds, over budgeting in initial stages, slow pickup of pedagogic improvements, a consciousness for cost saving and ensuring the quality of the processes. ▪ It was reported that the level of spillover has been contained to some extent in the last two years and a part of the problem is the carrying forward of previous spillovers. ▪ Frequent changes in leadership and personnel at all levels continues to be a daunting task, indirectly affecting the pace of progress.
12. Implementation on schedule?	<ul style="list-style-type: none"> ▪ Implementation in areas of staff recruitment and placement, civil works, purchase of equipment and materials is yet to catch speed particularly in DPEP II.
D. To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP 1 and UPBEP States and districts, and efforts and progress made in terms of maximising the programme's impact on the primary education system as a whole.	
1. Teacher vacancies	<ul style="list-style-type: none"> ▪ Cumbersome procedure of recruitment delays the filling of vacancies. ▪ Further delays occur because of late joining by teachers in the allotted schools. ▪ It was reported that recently the Bureau has cleared the proposal to permit DPEP to recruit teachers and the process is being initiated.
2. PTR	<ul style="list-style-type: none"> ▪ Uneven placement of teachers within districts has created wide discrepancies in pupil teacher ratio and needs to be rectified.

6. Evidence of impact of DPEP on main system at institutional level	<ul style="list-style-type: none"> Proposed revision of pre-service training process may be expedited.
7. Evidence of impact of DPEP on main system regarding pedagogy	<ul style="list-style-type: none"> Lesson based classroom activities, improved textbooks and TLM, micro-planning and VEC involvement, integration of gender issues, and the processes for pedagogic improvement and system support are being considered to be replicated in the State education system.
8. Performance of SRGs/DRGs	<ul style="list-style-type: none"> DRG's for all functional areas in place. Later this function to be transferred to BEO's
10. Steps taken regarding sustainability	<ul style="list-style-type: none"> Plan has been prepared. The plan lays out the vision for continuing with core activities, the organizational structure, integration at the systems level and the financial implications. It is not clear how and when it will be operational. Coordination committee has been setup at the State level to address issues of complementary linkages at the systems level in policy and governance.
11. AS Sustainability	<ul style="list-style-type: none"> It is proposed to maintain these centers with the involvement of PRI and voluntary agencies.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAM
10th JOINT REVIEW MISSION AND SECOND IN-DEPTH REVIEW MISSION

HIMACHAL PRADESH STATE REPORT
(13 - 20 November, 1999)

I INTRODUCTION

1.1 On behalf of the Tenth Joint Review Mission, C.S. Nagaraju (GOI), and John Shotton (DFID), visited Himachal Pradesh from 14th – 20th November 1999 with the following terms of reference:

1.2 To assess progress towards the DPEP's objectives concerning access and enrolment, retention and learning outcomes, with particular reference to the programme's target groups (girls, SC and ST children, children with disabilities and working children);

1.3 School-level change: To assess the extent to which evidence of and planning for improved quality in terms of "inside the school" – processes and school/community interaction can be perceived;

1.4 System-school support: To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP states and districts;

1.5 To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP 1 and UPBEP states and districts, and efforts and progress made in terms of maximising the programme's impact on the primary education system as a whole.

1.6 At the state level the team met the Honourable Minister of Education, the Secretary of Education, the Director Primary Education and the DPEP State Project Director (SPD) and all DPEP State Project Office (SPO) staff and the Director of and staff from the State Centre for Education, Research and Training (SCERT). The team visited Sirmour District and met the District Commissioner, and all staff from the DPO. The team visited a variety of schools and Cluster Resource Centres (CRCs) and two DIETs, one in a non-DPEP district on account of support being given to the DPEP. The team also interacted with the DPOs from the other DPEP districts to gain an overall picture of programme implementation.

1.7 The team wishes to thank the state and district offices for their co-ordination of the visit and for the warm and generous hospitality given to the Mission team.

2. PROGRESS TOWARDS THE DPEP'S OUTCOME OBJECTIVES

2.1 No evidence was found of overcrowding in classrooms largely on account of good student classroom ratios (SCRs), with all teachers having their own rooms. Further, the slow implementation of the civil works programme has not been a factor in detrimentally affecting access because the overall programme is addressed more to the rationalisation of childrer

with schools being located within comfortable walking distance in the areas with a difficult terrain, and children already attending other schools where they await the completion of a new school. Where the civil works programme has been implemented there has been extensive community involvement including on many occasions land donation from community members, all of which has contributed to the construction of excellent buildings.

2.2 Gross enrolment ratio (GER) increased considerably during 1997-8 largely as a result of a highly successful enrolment drive across the state. The rates have since been maintained. A subsequent decrease in the number of children in class one appears to be explained by the initial enrolment of out of school children belonging to higher age groups but the SPO might wish to give close attention to this.

2.3 Repetition rates across the districts are reported to be in the region of 20% for classes one to four despite Himachal Pradesh having a no-detention policy. The high repetition rates in the first class are explained by schools as arising out of children being admitted throughout the year. Teachers attribute the repetition rate in subsequent classes to the backgrounds and individual abilities (especially IQ) of children. And yet it is reported that all children appearing in class five examinations are all being promoted to the next class. All these are issues of considerable concern and warrant attention.

2.4 Data collected from schools by the DPOs indicate a very low level of dropout across the districts. An effort has been made in two districts to verify this through analysing school records on a sample basis. These studies have corroborated the reported low level of dropout, which stands at approximately 2% across the districts.

2.5 A large number of schools are small schools located in rural areas due to the hilly terrain and demographic patterns. In the main the schools have less than 100 children and are likely to continue as such for the foreseeable future. In such a context the pupil teacher ratio is not a major factor influencing quality. Instead the multi-grade issue assumes greater significance because most of the schools are two teacher schools. With regard to attendance, observations in schools and scrutiny of school registers indicate high levels of attendance in the region of 90%. This was also borne out by figures exhibited on the front walls of schools on the day of visits by the Mission team.

2.6 Other than the MAS conducted by an external agency there is no evidence of systematic monitoring of children's learning achievement. As far as the MAS is concerned it is clear that there is improvement over the baseline and on the whole girls are outperforming boys, but overall levels of achievement in class five are low.

2.7 Information presented to the Mission team suggests that girl's enrolment as a percentage of total enrolment has increased to 49% and in Lahaul-Spiti district girl's enrolment has actually surpassed that of boys. The enrolment rates of SC/ST children are commensurate with the overall distribution of SC/ST population. There has been an attempt to identify all children with disabilities and facilitate their attendance at school. Key resource personnel are currently being trained by the DIETs in order to thereafter enable teachers to cope with this demand.

2.8 With regard to ECE provision the SPO reported that Himachal Pradesh is covered by ICDS. However, given that Anganwadi centres are opened in habitations of 1000 or more some localities do not qualify for ICDS intervention and thus DPEP has provided for the

opening of 25 ECE Centres in each district where there are such small habitations. However, since many communities are too small even to qualify for ECE intervention the teacher-training programme developed for the in-service training of teachers under DPEP includes a school readiness component in order to address this problem.

2.9 Alternative schooling provision is not a major issue in terms of access in Himachal Pradesh. However the SPO has reported the intention to initiate 125 alternative schools in order to address the needs of the most isolated and marginalised communities.

3. SCHOOL-LEVEL CHANGE

3.1 The Mission team found no evidence of the development of school-based planning. However, in many schools there is evidence of defined curriculum coverage for each class during different months of the school year but this has been prescribed by the district office and assumes the availability of one teacher per class. Given that most of the schools do not have this teacher strength this plan is not being followed.

3.2 Most of the schools visited by the Mission team were found to have wall blackboards which were being used and appeared to be facilitating children's learning. Similarly all of the schools were found to have teaching and learning materials either procured or prepared by the teachers. However, teachers perceived their usage as an additional activity with the "real teaching" being conducted through the use of as yet un-revised textbooks.

3.3 There is a clear indication that the actual expansion of schooling through DPEP has taken place with a high level of community involvement. However, parents and community members do not appear to have much involvement in the improvement of quality aspects in either new or old schools. In this sense the observations of the Mission team align with the findings of the study into community mobilisation commissioned by the DPEP Bureau, part of which was conducted in the state.

3.4 Children are quite clearly enthusiastic and keen to attend school and are at times actively involved in the teaching and learning process. Further in some new DPEP schools the Mission team observed that attention had been given to the development of a more learner-friendly environment with the construction, for example, of alcove shelving encouraging the display of TLMs and children's work. However, the Mission team observed that the dominant ethos of teaching and learning remains by rote with assessment in the form of an annual examination emphasising the reproduction of memorised textual information. It is evident from the repetition rates that many children are not coping with the demands of this approach. This however, should not be interpreted as a failure of the efforts of DPEP given that the in-service teacher-training programme has attempted to introduce teachers to a more activity-based learning approach. It does however, raise questions about the time it will take to ground a new pedagogical approach and the complexity of this in what is essentially a predominately multi-grade situation.

3.5 There are indications that teachers are beginning to perceive the importance of taking an encouraging and supportive stance to facilitate a child's individual needs but given the short span of the DPEP intervention this stance is not pervasive. Similarly although there is evidence of children's work being marked reasonably regularly, the Mission team did not witness the use of feedback mechanisms for remedial practices.

3.6 Intense efforts are being made in the current year to address delays in introducing new textbooks for classes one and two. Efforts are also underway to revise the textbooks for classes three to five. Additional TLMs are most often found exhibited on the walls or in learning corners or in the head-teacher's room. This may be due to the fact, as suggested above, that schools are still following old syllabi, which emphasise information transfer. Consequently the competency based TLMs are yet to find an overall integrated place in the teaching and learning process. Further most of the TLMs found in the schools are of a uniform nature. There are exceptions with teachers using local materials to develop TLMs. Most often, however, such materials are made for their aesthetic value more than their use as a learning aid.

3.7 One extremely positive initiative observed by the Mission team was the development of school libraries. These have yet to be introduced in all schools but where they exist they are being used enthusiastically by children.

3.8 The Mission team found no visible discrimination in the school with respect to marginalised and disadvantaged groups. At the same time, however, no evidence was found of positive methods to deepen support in order to help these children learn in school, somewhat necessary given most teachers' attribution of the failure of children in the yearly examinations to the lack of family support in poor and illiterate families and also to the inability of the children to live up to the expectations of the school.

3.9 The programme has effectively identified children with disabilities with an intervention planned through the preparation of an IED module within the in-service teacher-training package. However, optimising the quality of provision for these children is dependent on intensively supporting these children in the schools where they are enrolled and training the teachers of these schools.

4. SYSTEM-SCHOOL SUPPORT

4.1 BRCs have all been established with CRCs still to be grounded across all the districts. As far as BRCs are concerned, they are predominately involved in co-ordinating and liaising programme in-puts with pedagogical in-put being provided by a resource group at the block level. In the main CRCs co-ordinate activities at the school level and act as monitoring agents but CRC co-ordinators also have a role to provide support to teachers at the school level. The Mission team witnessed the type of support being given but observed that it was mostly in the form of demonstration lessons. The sensitisation of CRC personnel with regard to their roles and functions has yet to take place. However, the Mission team observed indications of CRCs being developed in a positive manner with all CRCs, for example, now having their own libraries for the use of teachers. As outlined above schools do not have development plans although an initiative in Chamba district has been taken up with NIEPA to develop school develop plans in one block. With this in mind some teachers in their interactions with the Mission team stressed the need for an elaboration of the possible support functions that CRCs can perform at the school and cluster level.

4.2 The SPO clearly understands and has a vision of the need for a chain of support and linkages from SCERT through DIETs to BRCs and CRCs and on to the school level. To date structural linkages exist from BRCs to CRCs and on to the school level. DIETs have also tried to establish linkages with a limited number of schools through an adoption programme although most of these schools are mono-grade.

4.3 Beyond the actual DPEP support institutions the Mission team observed that in relation to the deputation of teachers for training, for example, the situation could be improved with better communication between BRCs and BPEOs.

4.4 With regard to pedagogical renewal it appears that all the supporting institutions do not share the same concerns. For example, SCERT, currently being strengthened under DPEP, has thus far played a reactive rather than a pro-active role. Similarly at a DIET level there is no evidence of institutional plans to address pedagogical renewal. During the discourse, SCERT and DIET functionaries indicated that they are performing assigned or instructed tasks suggesting a somewhat passive participation.

4.5 For teachers, at present, pedagogical renewal with its stress on experiential learning stands apart from the syllabus-dominated, textbook-centred classroom teaching process. Teachers do not appear to have a repertoire to encourage a competency-based, activity-centred learning process. Further with regard to support for children, monitoring and assessment, teachers were found by the Mission team to be giving prime importance to tri-monthly and end of year tests and examinations as an end in themselves as opposed to giving on-going and supportive feedback to the children/parents.

4.6 Efforts are being made to develop a comprehensive in-service training package to address the issues of school-readiness, gender equity, activity-based learning and IED, although it appeared to the Mission team that taking teachers away from the school for twenty days has some negative implications. Such an approach inevitably further reduces the amount of time for children to learn.

4.7 An attempt is being made to use distance education to train teachers working in isolated areas in content area through self-learning materials as a part of the distance education programme. However, there is no comprehensive plan visible to address the issue.

4.8 During the interaction at all levels a sense of incompleteness with regard to the in-service teacher-training programme was communicated to the Mission team in the context of a large number of multi-grade schools. The multi-grade schools in Himachal Pradesh are the result of the topography and demography of rural habitation in the state and not administrative inadequacies or lack of resources. Furthermore these schools will remain so. Hence a conscious effort has to be made to restructure the practised curriculum, develop teacher resources and support materials and new textbooks, provide school-based teacher training and use competency-based evaluation for the multi-grade situation. Schools are ideally situated with adequate space, willing teachers, a manageable number of regularly attending children and highly motivated communities for such an initiative. Himachal Pradesh is in a position to develop a quality approach to teaching and learning in the multi-grade context which could serve as a model to other states.

4.9 At present the planning capacity is confined to the district level and above. There has been a substantial change in the quality of some district plans. For example the Sirmour AWPB reflects a genuine attempt to identify and tackle district specific problems. However, the amount of information generated through the EMIS and PMIS and various studies are not being fully utilised in the planning process. The Mission team did though find a rich source of data in village education registers, which are being well maintained in most schools.

However, many a time the generation of information through micro-planning and action researches is treated as ends in themselves.

4.10 Below the district level VECs are currently involved predominately in the construction of new school buildings with little evidence of on-going involvement in the management and development of schools. However, capacity building for micro planning at the village level has been taken up in collaboration with NIEPA on a pilot basis. Institutions such as MTAs and PTAs are participating though only when the schools require their help.

4.11 One extremely important and progressive initiative has been taken up to utilise the innovation fund for civil works. This involves extensive resource mapping to enable the construction of school buildings, which draw on local styles and involve the community in a process from beginning to end.

4.12 It was reported and observed that the Teachers' associations are actively participating in the organisation of well-received bal melas and cluster to state level sports meets.

4.13 PRIs have been functioning in Himachal Pradesh since 1997 and the representatives of the PRIs are members of the VECs. PRI/VEC interface needs to be strengthened by the state. This is an issue requiring attention from the state. At present there is little indication that PRIs as elected structure at the village, block and district levels are seized of DPEP.

4.14 There is an effort underway to develop the supporting institutions and NGOs in implementing DPEP initiatives with a vision of their long-term involvement with regard to primary education in the state. At present SCERT and DIETs consider DPEP related activities as assignments. The involvement of NGOs is limited to mobilisation and research. A major hurdle in integrating all these institutions particularly SCERT and DIETs emanates from multi-departmental control of such institutions. For example the SCERT Director is drawn from collegiate cadre and the faculty from the secondary cadre. Similarly the DIET faculty comes from the secondary cadre. There has been a frequent transferring of these personnel leading to discontinuity in institutional development. A dedicated training cadre is a sine qua non for capacity building and sustainability in the state.

4.15 Implementation has also suffered serious setbacks due to the transfer of SPO and DPO staff, but it is gradually picking up. Operationalisation of SIEMAT may also help in this direction. However, low levels of expenditure remain a cause of concern especially given that the lowest levels are on the development of human resource capacity and quality improvement. There are indications that actual expenditure in the current year is likely to reach 50% of the approved budget for the same year, which is an encouraging sign. Further staff appointments, the introduction of new textbooks and implementation of revised teacher training in addition to the on-going school improvement grants are likely to help in increase utilisation of funds. The state has contributed its 15% share and made a provision for 4.5 Crores in the current year's budget for future contributions.

5. SUSTAINABILITY

5.1 Teacher vacancies are an issue in Himachal Pradesh but it is in the form of lopsided distribution between central and interior areas. It has been reported that the state has taken up the task of rationalising teacher vacancies according to state norms in order to re-deploy teachers which will have positive implications for the sustainability of the programme and

possible extension of programme gains to non-DPEP districts. The pupil teacher ratio is very low and not a cause for any concern as it is likely to remain so.

5.2 With the exception of Lahaul-Spiti the proportion of female teachers stands at around 30% with Kullu having achieved 39%. It has been reported that the proportion of female students selected for pre-service training in DIETs is higher than that of males. In the coming years this may help to improve the supply of female teachers and address an important gender imbalance.

5.3 A positive development in the state has been to use the DIETs in the non-DPEP districts in the preparation of training materials and in imparting training programmes. This kind of initiative has an in-built potential for both sustaining DPEP in the four DPEP districts and expanding DPEP processes in other districts.

5.4 The SPO has reported that the process of constructing school buildings through community participation evolved under DPEP is being adopted for the state programme Saraswati Balvidya Sankalap Yojana, a scheme extensively dedicated to improving school infrastructure all over the state.

6. NEXT STEPS

- Immediate attention might be paid to understand the incidence of large-scale repetition in classes one to four and evolve a strategy to reduce the same.
- A concerted effort may be made to take a re-look at the in-service teacher training package and teaching and learning materials in order to address the demands of pedagogical renewal in the pervasive multi-grade context.
- The state may wish to give urgent attention to reviewing the professional development of primary education practitioners in order to create a dedicated and effective training cadre under the control of primary education department, and as a first step anchor DPEP activities in SCERT and DIETs.

*Appendix I***Himachal Pradesh State Report****Ninth Joint Review Mission – Follow-up of Recommendations*****Provision of sufficient primary school teachers to assure State norms on student teachers ratios***

As per the state norms two teachers are provided for each school up to a strength of 60 students. One additional teacher is provided for every addition of forty students. The Directorate of Primary Education, which will cater to the needs of school with lesser teachers, has taken up a rationalisation process for all the districts in the State. The Pupil Teacher ratio (PTR) in respect of H.P. DPEP-II has reached 25 in 1998-99. 1444 new JBT teachers have been appointed in the current year (393 in DPEP districts). 2100 posts of Vidya Upasaks (Para-teachers) have been created (384 for DPEP districts) and selection process has also been initiated to provide for the vacancy position. Selection of 1160 JBT teachers for Pre-service training has also been initiated.

Strengthening of analytical and planning capacities

Efforts have been initiated to analyse the three years DISE data by the State. The MIS staff was trained at SIEMAT, Allahabad in the analysis of EMIS data during Feb.,99. This was followed by State level workshop on 23-25 July,99 with the help of TSG and NIEPA. DPEP Bureau has also brought out an analysis of EMIS data in respect of Himachal Pradesh. The State also participated in the National workshop at NIEPA on EMIS in August,99. The reports are being shared with the concerned.

Planning for school improvement has been taken up with the help of NIEPA and DPEP Bureau. A workshop on Micro-planning and School improvement plans was conducted during March,99 with the help of NIEPA. Banikhet, education block has been selected for building capacity in school improvements with the help of Prof. R. Govinda from NIEPA. The first workshop on Planning for school improvement was held in June,99, which was followed up by a review workshop at New Delhi. Now another follow up workshop is scheduled for Oct.,99 at Banikhet in Chamba district.

A State level workshop with the help of NIEPA was conducted in March,99 to build capacity in the field of Micro-planning. The State also participated in the Micro-planning workshop conducted at the National level on 18-20 June,99 and 9-13 August,99. Efforts are now underway to help 3 villages in each Education Block to prepare their Village Education Plans in the current year.

The State took up the capacity building in AWP&B with the help of NRRC, Mussoorie which organised a training programme for the State in May,99. Now training on the revised module of training for the State has also been scheduled for October,99. The State also used the feed back from VEC, CRC and DISE data in the preparation of AWP&B 1999-2000.

The Executive Committee of Himachal Pradesh Primary Education Society has also approved three posts of academic faculty and two support staff to start the activities to be taken by SIEMAT. The recruitment of the staff is in progress.

Centre Co-ordinators to further develop (with teachers) local vision of effective pedagogy.

In order to increase the interface between CRC and teachers, the district Sirmour, where the issues of improved pedagogy, has initiated meeting with teachers and problems being faced by the teachers are discussed and sorted out. CRCs have also started taking model lessons in the classes.

Strengthening of Teachers-CRC-BRC-DIET interface is also being worked out. A strategy has been formulated to ensure that BRC visit DIETs every month to discuss the problem being faced by them

in teacher training with the DIET faculty and formulate further strategy for teachers training. The emphasis is being given on linkages of BRC with the DIETs.

Continue efforts to develop the role of community

In order to achieve better participation of the VEC members, the training of VECs has been taken to the cluster and school level.

The BRCs and Engineers were trained in dealing with the community in March,99. The role of community was also cleared to the BRCs in this workshop. Another workshop with the district level functionaries was held at State Project Office on 6.9.99.

The Micro-planning exercises is also being used as a tool to sensitise the community.

The districts have also taken up sensitisation of PRI's.

In order to garner the support of women folk to greater extent, Mother Teacher Associations are being activated and involved all over the State.

Focus the Plan on Human Resource Development and capacity building.

The recommendation of the Mission has been taken seriously. Efforts are now on to strengthen the TSRG, DRG and BRG to build the capacity of trainers. The DIET faculty from all over the State are being prepared to act as a resource bank, who will take up the training at the grass root level.

The districts emphasised on the training of teachers in the 1st half of 1999 in the fields of school readiness, activity based teaching, use of TLM and gender issues, the 2nd half will be utilised for the capacity building of Resource Persons and Master Trainers in the area of subject specific inputs; Integrated education and revision of general teacher training module so that further training could be taken on revised and enlarged module.

Special efforts were made to train the resource persons in the remote and inaccessible areas by sending the pedagogy team from the State level to Kaza (July,99); Lahaul and Pangi (September,99). These areas will remain cut off from the rest of the State due to snowfall from the month of November.

Education of children with disability

Identification of children with disabilities in the following age group has been initiated in convergence with the IEDC.

3-6 years	Pre-school disabled children
6-11 years	School going disabled children
6-11 years	Out of school disabled children

Tie up has been made with the Health Department to arrange for the medical assessment of the disabled children

The resource persons for the IED training of the teachers are being prepared in convergence with RCI through Bridge Courses. Bridge course on MH and LH have been conducted.

The Sustainability study

Proposals for the sustainability has been invited and are being processed. It is likely to be launched by December 99.

Appendix II

Himachal Pradesh State Report Matrix

KEY FINDINGS with regard to each of the four main areas of observation highlighted in the TOR	Himachal Pradesh
A. Progress towards the DPEP's outcome objectives:	
1. SCR	SCR very good in most schools
2. GER/NER	GER confirmed in all districts at around 112 but no information on NER available from any district
3. Repetition	Repetition rates are a matter of serious concern. In classes one to three they stand at around 20% in all districts despite a no detention policy and 100% promotion in class 5. Explanations for high repetition rates in class 1 centre around children being permitted to enter the school at any time in the school year but in classes 2 and 3 teachers attribute repetition to the low ability of the children and family backgrounds
4. Retention	Drop out stands at 2% across the districts and is calculated from village education registers, which are kept by the teachers.
5. Karnataka/Tamil Nadu Studies	Not applicable
6. PTR	The reported PTR is very low but the majority of schools are two teacher/multi-grade schools
7. Attendance rates	Reported as well as observed attendance is high, in the region of 80%
8. Learning achievement	MAS data for one district has been analysed and some trend analysis for other districts is available. Achievement levels against the baseline are high but achievement in class five is low but with girls outperforming boys
9. Andhra Pradesh/Gujarat MAS	Not applicable
10. Equity data	In all districts the gap between boys' and girls' enrolment ranged from 1-2% and between SC/ST and the general population from 1-3%
11. Girls	In one district girls' enrolment is higher than boys
12. ECE	The entire state is being covered by ICDS and school readiness programme has been included in the teacher training programme
13. Disadvantaged groups	Survey conducted to identify "disadvantaged children"
14. AS	AS not a major programme input but 125 schools to be opened
B. School-level change: Evidence of and planning for improved quality in terms of "inside school processes" and school community interaction:	
1. School plans	No school plans available but efforts being made in one district on a pilot basis in one block
2. School quality	Very high with newly-constructed buildings of an excellent quality
3. Community	High levels of community involvement in school construction and enrolment drives but not in overall school development
4. Nature of children's interactions	Interactions in the main dominated by teachers
5. Teacher attitudes toward and interactions with children	Teachers are friendly but still dominate

6. Recording of children's progress and feedback from teacher	Only tri-monthly tests and annual examinations with no evidence of feedback to children
7. Textbooks/TLMs	No revised textbooks in use with TLMs mostly used to improve the environment although school libraries are being developed and used by children
8. Professional support	CRC co-ordinators active but mostly supervisory. Little sign of genuine support for teachers
9. AS/para-teachers	Not applicable
10. Disadvantaged children in classrooms	No discrimination evident in seating arrangements
11. Migrants	Migrant communities transferring children to nearby schools
12. Tribal language	Supplementary material being developed in one tribal language although issue is not a serious one
C. System-school support: To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP states and districts.	
1. BRC/CRC overload	No overload as such but duties seen as essentially administrative
2. BRC/CRC autonomous capacity	Not autonomous
3. DIET-BRC-CRC-School links	DIETs have adopted some schools but this apart no evidence of any working linkages
4. SCERT/ SRG/DIET/BRC/CRC pedagogical vision	SCERT currently regards its role as a provider of assistance when asked with DIETs also having little understanding of a proactive role. BRCs and CRCs have yet to acquire an institutional character
5. Teacher pedagogical understanding	Very shallow with most teaching still textbook-based
6. Teachers – Pupil learning assessment	No evidence of formative assessment with only irregular marking of books evident
7. Decentralisation of training	To be held at the block level but the formulation of training modules is centralised at the district level
8. Grassroots planning capacity	Evident in some VECs with regard to construction
9. Two way flow of information	No evidence of information (DISE, studies) flowing downwards
10. PRI involvement	Very patchy but all VECs are co-opting members of PRIs
11. Institutional involvement in DPEP processes	Only reactive
12. Implementation on schedule?	Civil works programme behind schedule but picking up and textbook revision very slow
D. To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP 1 and UPBEP states and districts, and efforts and progress made in terms of maximising the programme's impact on the primary education system as a whole.	
1. Teacher vacancies	Teacher vacancies are not a major problem and rationalisation and deployment being tackled by the state
2. PTR	Very low
3. Increase in female teachers	30% teachers are female
4. Para-teacher recruitment criteria	Yet to be defined
5. Para-teacher professional development	Yet to be considered
6. Evidence of impact of DPEP on main system at institutional level	No clear evidence of any significant impact on SCERT/DIETs/state and district administrative institutions but construction experience with community involvement is being adopted by the state's own scheme

7. Evidence of impact of DPEP on main system re pedagogy	No clear evidence
8. Performance of SRGs/DRGs	SRGs very active with DRGs still being formed
9. Future of SRGs/DRGs	Unclear
10. Steps taken re sustainability	Sustainability has not really been considered but the first study is anticipated by the end of the year
11. AS Sustainability	Not a critical area

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME
10th JOINT REVIEW MISSION AND SECOND IN-DEPTH REVIEW MISSION

KARNATAKA STATE REPORT
(13 – 20 November, 1999)

I. INTRODUCTION

1.1 A mission team comprised of Raghabendra Chattopadhyay (EC) and Tejinder Singh Sandhu (UNICEF) visited Karnataka from November 13-20, 1999 to review the implementation progress of the District Primary Education Programme (DPEP) and held extensive discussions in Bangalore with the State Project office (SPO) and the representatives of the Department of Education, DSERT and local NGOs. The findings of the mission were discussed with the Government of Karnataka in a wrap up meeting chaired by Ms. Teresa Bhattacharya, Chairperson of the DPEP Executive Committee and Additional Chief Secretary/Development Commissioner, Government of Karnataka and attended by the Education Secretary and the SPO director. The mission wishes to express its deep gratitude to the SPO, the DPO's, district officials, BRC & CRC faculty, representatives of NGOs that are participating in the project, community members and teachers for the hospitality and arrangements made for the mission to be able to carry out its objectives.

1.2 The mission followed up on the ninth joint review mission's recommendations for the State and found them to have been complied with.(Annexure I)

2. PROGRESS OF DPEP TOWARDS ITS OBJECTIVES

2.1 The project has continued its emphasis on access and retention, while deepening the pedagogical renewal process underway in five DPEP I districts and eleven DPEP II districts.

Impact on access, retention and repetition

2.2 GER in the State has increased to 100 in 1998-99 from 96.3 in 1995-96. The GER is 103.4 in 1997-98, when alternative school enrolments are included. The NER is claimed to be 96 and the drop out - 13%. Apparently there is no problem of under-age children in the state. This is said to be due to extensive coverage of ICDS scheme – 40,170 AWW Centres in the state. The repetition rate has dropped from 8.2 in 1995 to 5.2 in 1997. Nearly 40% of the schools have SCR>40, with 18%>60. This is not considered a problem due to declining population growth, particularly, the declining birth rate, leading to smaller class I size. The gross attendance ratio is 87% for the State, with 80% in rural area and 98% in urban areas. The NAR for the rural area is 70, urban 83 and over-all 73. EMIS is the main source of data on enrolment, retention and other relevant statistics. It is suggested that further in-depth analyses be attempted through the household survey data that is already available.

2.3 An efficient software has been developed with the help of NIC Karnataka to introduce transparency, merit and rationalisation in the recruitment and deployment of Elementary Education teachers. It also incorporates a counselling method to make it more teacher/

candidate friendly. The DISE data is being used to determine the number and distribution of vacancies and the maldistribution of PTR.

Improved quality in the delivery of primary education

2.4 The impact of Nali Kali teaching learning methods in terms of improved quality in the delivery of primary education is evident in the schools visited by the mission. The State has developed a follow up strategy, which is being tried out in district Raichur to begin with. It involves a team of resource persons to visit and support schools and interact with communities for enrolment and regular attendance etc.

Improved gender and social equity

2.5 The project is aware of gender inequality that exists in the state. It is encouraging to note that the gender gap in the schools appears to be diminishing over time. However, it remains unacceptably high in districts like Mandya (17.5% gap) and Belgaum (13.6%). Awareness campaigns and micro-planning are significant strategies for getting girls and other disadvantaged children into school. The strengthening of Anganwadis by DPEP for making their working hours coterminous with that of primary schools facilitate the retention of girls in school and free them from the burden of sibling care. The conduct of Ma-Beti melas provide support to enrol and retain girls.

2.6 The State has evolved various incentive schemes to ensure higher participation of girls, namely 'Namma Magalu Namma Shakti'. This is aimed at girl children of families below the poverty line. There is an attendance scholarship scheme for girls in grades V to X. School bags are also provided to SC/ST girls if they continue to study beyond class IV up to class VII.

2.7 There is sufficient convergence with the Department of Women and Child welfare which runs ICDS programmes in the State. DPEP has been supplementing the ICDS efforts by opening ECE centres in villages without Anganwadi centres. Forty-five such centres have been opened in DPEP I districts.

2.8 NFE is viewed as a strategy to address the situation of working children. However, there needs to be a more focussed strategy to address the needs of migrant children. DPEP is consulting with CWC, an NGO to take up back to school programme for working children in Bellary district.

2.9 The new school design provides ramps for children with disabilities. An IED package in collaboration with Seva-in-Action is underway in Magadi block, in Bangalore (R). The IED project as per GOI guidelines is being expanded to one block in each district in DPEP. Three special teachers per block are being appointed as per Rehabilitation Council of India (RCI) guidelines.

Alternative Schooling

2.10 The State policy is to ensure formal schooling to all children. However, in the case of marginalised areas like remote habitations, tribal habitations, backward areas, for migrants and SC/ST populations, the State strives to provide Alternative schools. A whole range of interventions are envisaged-NFE centres, Open schools, continuing Education Programmes of NLM, NCLP etc.

2.11 After micro-planning and household surveys, if more than 15 out of school children are there, an NFE centre is sanctioned, under DPEP. The target population for NFE under DPEP is 13640 in 1999-2000. The unit cost of formal schooling is Rs 1848 per pupil in 1999-2000. This excludes the incentives provided by other state departments and the cost of construction of new schools by the Rural Development and Panchayat Raj departments and PRI's. The unit cost of NFE centres run under the DPEP is Rs 825 per pupil in 1998-99.

3. SCHOOL-LEVEL CHANGES

Planning for improved quality in terms of "inside the school" –processes and school/community interaction:

3.1 School plans are in existence, especially where micro-planning exercises have been undertaken. The micro-planning team, the school teachers and communities have been involved in its preparation and these plans are at varying stages of implementation. They need to follow up on children not enrolled and on those not attending schools regularly, through core groups that have been set up.

3.2 Changed patterns of interaction between the teachers and the students, among the students and between the grades of students, integrated workbooks, use of local low cost/no cost TLM, are some of the characteristics that maximise learning. The activities of the Pedagogy unit, the BRC/CRC and VEC's are assisting in the development of these characteristics. This has led to increased participation by children in the learning process and this in turn has enthused communities to lend support to the village schools. We found instances where the community/Panchayat voluntarily augmented the physical infrastructure of the school. There were also cases where volunteers/para teachers are being funded by communities. While a good beginning has been made, these efforts need consolidation and upscaling.

3.3 The use of the Learning Ladders is enabling the teacher to assess individualised performance and give feedback on student's work and progress. The replacement of the textbooks by the integrated workbooks has improved the teaching learning methods. A large number of teaching learning materials have been developed and are in use. An effective mechanism needs to be developed to assist teachers to make the TLM at regular intervals.

Efforts to remove barriers to learning

3.4 The introduction of various in-service training programmes including use of audio-visual provides adequate professional support. The BRC/CRC resource persons provide some on site support but this is a system that needs considerable attention and strengthening.

3.5 The state has taken a number of measures that have led to minimisation of teacher grievances. Notable in this has been the computerised counselling system for transfer and appointment of teachers, disbursement of salaries through banks and regular "shikshan adalats".

3.6 The DPEP districts have put in place a system of induction training for the NFE instructors. However, a more focussed attention is required for NFE instructors. The Mission notes the difference in quality between the teachers in formal schools and the NFE instructors.

3.7 In areas where Nali Kali is being implemented, the issue of disadvantaged children's seating position has been taken care of by the changed group arrangements that are based on

five levels of learning of the children. Similar seating arrangements are observed in other schools as well. This is due to the extension of activity based teaching learning method.

3.8 Through training, the teachers are being made aware of the dialect differences and the negative impact of insistence to use a standardised pronunciation. The SPO has developed films addressed to this question.

4. SYSTEM-SCHOOL SUPPORT

Pedagogical Support

4.1 The BRCs/CRCs do not appear to be overloaded with non-pedagogical functions or unrealistic expectations in terms of DPEP activities. However, in the past year, they have been involved in election duties and with the national pulse polio campaign. As much as 10 days were also lost to a strike.

4.2 The BRCs/CRCs are making a positive impact on learning outcomes. The attendance in class, the pattern of interaction between the teachers and the children and among the children themselves is beginning to change and to a greater extent where Nali Kali is being practised.

4.3 The block resource groups are comprised of a BRC Co-ordinator and five resource persons who are involved in imparting training and in rendering support to CRCs and teachers in schools. They are all school teachers, three primary and three secondary. Cluster Co-ordinators are primary school teachers and they have formed their own cluster level resource groups and are performing a similar role to that of the BRC. The main function of BRC and CRC is training, visit to schools, organise experience sharing and monthly interactive meetings for teachers. A recent study by TSG, Ed.CIL has documented the best practices in the BRCs and CRCs in the State. While the over all vision of DPEP is shared at all levels, these groups have also contextualised their inputs to local needs. Directly after their selection, the BRC faculty is sent on a school attachment programme for one month to try out the activity-based teaching and also to understand the ground level realities of primary schools. The teachers have responded enthusiastically to the efforts at pedagogical changes. The project management has carefully nurtured the reform process and has built capacity before upscaling. This strategy is commendable and should be continued. The pedagogic renewal processes take into account the ground level realities of the multi-grade situation.

4.4 In the chain of support from DIETs to BRCs to CRCs to schools, the linkages between BRC/CRC to school are in place and of reasonable quality. It is suggested that the CRC Co-ordinators spend more time in each school and limit their visits to no more than two schools a day. However, the linkages of the DIET's to BRC/CRC are limited and need further integration. The capacity augmentation and awareness building of DIET personnel also need to be undertaken.

4.5 The interface between the BEO (block administrative structure) and the BRC (project pedagogical structure) has been established and is complementary. However, there is a considerable scope for widening of horizontal linkages with all other non-project developmental agencies.

4.6 DPEP has been successful in evolving a common vision on pedagogic and academic issues among the key players in the education sector. The major activities are being implemented through the District DPEP, DEO, BEO, BRCs and CRCs. The DSERT has also

been involved in the development of the activity cum workbooks, evaluation of various programmes, IED trainings and in giving satellite based instructions to DIET faculty and teacher educators. However, the institutional integration, especially of DSERT and the DIETs with DPEP needs further consolidation and strengthening. Perhaps the proposed re-organisation of the DSERT will lead to this.

4.7 The HD Kote experiment has developed a model of assessing pupil learning through an achievement ladder format, which enables the teacher to continually assess the pupil. The teachers are being trained mainly through the BRCs with additional input from the CRCs. Now this experiment covers 11 blocks in DPEP and 2 blocks in other districts under Joint-GOI-UN systems project.

4.8 Textbooks are being given free to all children in the entire state for Classes I-IV. In the DPEP districts, activity workbooks have replaced the textbooks and these are being given free to all children in Classes I to IV. These are integrated teaching learning materials particularly suited to the multi-grade situation.

Planning capacity: Plan preparation

4.9 EMIS data are being regularly collected, compiled and reports generated. They have been analysed and shared at various levels, which use it in the development of the district plans of action. EMIS also supports redeployment of teachers. The micro-planning exercises lead to the development of village level plans. The data generated can also be fed into the larger planning processes. The convergence processes need to be further developed and fine tuned. The funds under regular plans and schemes are available and DPEP funds are over and above these allocations. In fact, the DPEP has leveraged the funds from the Panchayat Raj institutions and the Rural Development department.

Decentralisation and participation

4.10 Through the mobilisation and awareness programmes of DPEP, the community has been sensitised to the problems of primary education. This has helped in the development of an understanding of the roles and responsibilities of different sections of the community and the government machinery. The large-scale training of VECs has helped to further the relationship between the school and the community. The role of the PRIs in the education sector and in DPEP is well integrated. The Project would benefit from building on the experiences of DPEP I in constituting VECs.

SCERT, SIEMAT, DIETs, Textbook Corporation, Distance Education/CIET

4.11 The DSERT has been involved in the activities of DPEP, since the pre-project period, starting with the three studies that were undertaken. The DSERT has also been involved in the development of modules for teacher training, VEC training, Gender and IED training. A plan needs to be developed and implemented to enable DSERT to take on the responsibility of pedagogical renewal, at present being undertaken by DPEP, with staff involvement of DSERT. The Mission was informed that based on the lessons of the past, a proposal for DSERT reorganisation has been mooted. It is critical that this be done as soon as possible to initiate the capacity building process that is crucial for the sustainability of the interventions. As noted by the Ninth JRM, the DIETs continue being, by and large, weak institutions in the pedagogical renewal chain. The Mission was informed that the vacancies in DIETs would have been filled up after the counselling for Class II appointments that was done on 15th November, 1999.

5. SUSTAINABILITY

5.1 The state has appointed about 85000 new teachers in the last four years. The state produces a maximum of 7000 trained personnel for primary teacher appointment, annually. This would mean that a cohort of 12-13 years has been appointed. There is a claim that the teachers of private schools have moved into government schools due to a higher pay scale and job security. However, the question of demand supply imbalance still remains and needs to be further examined in-depth. The state has taken steps to ensure a minimum level of quality by imparting a ten-day induction training to the newly recruited teachers.

5.2 An analysis of the evolution of teacher pupil ratios across districts has been undertaken and the ratio has improved from 1:49 in 1994-95 to 1:41 in 1998-99, in the state. In the DPEP districts, it varies between 1:26 to 1:51. This has been possible due to the massive recruitment of teachers during the last four years. The mission found instances where the names of the long non-attending children (for as long as eight years) are being kept on the rolls. It seems to be due to the policy of not deleting the names of such enrolled children, till they are fifteen years old. In case these names are to be deleted, it is possible that the rates of enrolment will alter significantly. Likewise, the teacher pupil ratio and the dropout rate will also be affected.

Teacher recruitment and deployment

5.3 Like other States, Karnataka also used to suffer from an adverse ratio of female teachers. The rules have been modified to reserve 50 percent of the vacancies of teachers for women. The actual percent of female teachers getting recruited is nearer 60 percent. This has led to the proportion of female teachers increasing to almost 45 percent of the total teaching community, in primary education.

5.4 Other states need to examine the transparent method of teacher redeployment that Karnataka has developed and implemented. The DPEP Bureau can take steps to share the software that is being used in Karnataka.

5.5 The state does not appear to need the provision for para teachers. As far as the alternative school instructors are concerned, they are being selected in the Gram Sabha and appointed by VECs. Their qualification requirements are SSLC pass, who are residents of the same village, with preference to SC/ST women and TLC participation. They are being provided six-day training and three-day film based training's, at par with the in-service formal schoolteachers. They also attend the monthly interaction meetings of teachers at CRCs. The Mission recommends the strengthening of the NFE system, with a focus on more pedagogical inputs and monitoring suited to the character and needs of the NFE system. There is need for more on-site support to the instructors.

Impact of DPEP on the system

5.6 DPEP appears to have made a dent on the system. DPEP has successfully focussed attention on issues of primary education, especially the outputs and outcomes of primary education in the state. The use of activity based teaching learning methodologies and community based programmes have started spreading to non-DPEP areas. The software developed by DPEP in monitoring and assessing primary education activities is being incorporated into the state educational administration at various levels - primary, secondary etc. As far as institutional development is concerned, the state may have to modify its rules to accommodate structures evolved under DPEP. The experiences of the SPO have not been

very encouraging in accessing the Resource groups available, through the modality of the State Resource Groups. The Mission recommends that the SPO has available a group/panel of persons with sufficient ground level experience of and exposure to DPEP activities.

Exit strategies

5.7 The State has prepared a sustainability plan for DPEP I. It is significant to note that the financial additionalities that the State will be required to provide for the first full year after the project (2001-2) to sustain the interventions in DPEP I will be to the tune of nearly 30 crores. This additionality represents 8.79% of the anticipated education plan outlay for the year 2001-2. It may also be noted that at present 3-4% of the total state plan outlay is being earmarked for primary education. The sustainability plan needs to be more specific about the transfer and integration of the processes and the structures created under DPEP, especially the BRC's and CRC's, into the State's educational administration. Some of these may require a restructuring in the department.

Financial status of the programme

5.8 In terms of financial management, Karnataka has not suffered from the malady of underspending. Indeed the expenditure rates surpassed the AWPB's. The Mission takes note of the observation of the Ninth JRM in section V, para 5.2. The position is even more grave now, in absence of disbursement from the Centre, so far. At present, the SPO is unable to fund activities other than payment of salaries. The impact of this on construction and training programmes is beginning to demoralise the project staff and create a negative impact on the image and the pace of implementation of the program. The state contribution has been maintained and is reported to have been received timely.

5.9 The state DPEP has already registered an expenditure of 88% of the EFC approved project cost (as on 31-8-99). At the present level of EFC approved outlays, it will not be possible for the DPEP Karnataka to pay any salaries or take up any of the activities approved for DPEP Karnataka by the DPEP Project Board for the last quarter of the year 1999-2000 and from 2000-2001 onwards.

5.10 DPEP, Karnataka has forwarded proposals for an additional outlay of Rs. 55.42 crores for implementation of the programme in the districts and at the state level as per DPEP guidelines for the period until 30-9-2001.

6. NEXT STEPS

1. The Mission endorses the recommendation "There is a need for a movement for VEC's to take responsibility for education. People have to want it. It is not enough for us to want people to want it. It is necessary, therefore, to build up capacities of VEC members to take up responsibility for education..." (Sustainability Plan, DPEP Karnataka). The Mission also recommends that the policy regarding the process of formation of the VEC's be reviewed with a view to ensuring participation of various sections of the community, particularly, the parents of children going to the school under the VEC. The Project would benefit from building on the experiences of DPEP I in constituting VEC's. Likewise, the issue of PRI-VEC linkage needs the attention of the SPO/State.
2. Given the high rates of enrolment and retention, the project needs to move towards more intensive action leading to identification of the out of school children. While the project has taken some steps to this end through micro-planning, more specific enquiries are

required into the reasons to evolve appropriate strategies to bring these children back to school. This exercise needs to be done for every school and not be limited to those villages where micro-planning is underway.

- 3 The Mission noted the limited participation of the DSERT and DIET (at Bellary) in the activities of the project. It is suggested that more organic institutional linkages need to be developed between the DPEP and these agencies. It is also suggested that such linkages may also be explored with other academic institutions, colleges, research bodies at various levels.
- 4 The Mission notes the successful grounding of the Nali Kali experiment (the HD Kote model) and the subsequent expansion and recommends upscaling of this methodology, leaving space for local contextualised initiatives.
- 5 The Mission noted the need for strengthening of the NFE system, with a focus on more pedagogical inputs and monitoring, suited to the character and needs of the NFE system. There is need for more on-site support to the instructors.

*Appendix I***Karnataka State Report****Ninth Joint Review Mission – Follow-up of Recommendations**

Recommendations	Follow Up
1) Accelerate the completion of the approved construction program of DPEP II	Pace of construction is considerably improved. Since the visit of the 9 th JRM i.e. since 1/4/99 up to September 1999 the number of construction works completed are 143 and new construction works started are 207. Progress is being reviewed periodically.
2) Continue the further development of the training of NFE teachers, teaching and learning materials and the once a month pedagogical follow up by the CRC co-ordinators.	NFE instructors are imparted training in activity based, child-centred pedagogy. Materials developed include 'Kushio Khyshi' I & II. Separate teacher guides have also been prepared. NFE instructors participate with teachers in the CRC interactive sessions.
3) Start the process to improve the utilisation of the available, versatile information at the block, cluster and village/school levels for holistic planning purposes and further enrich and extend the interactions of the VEC members with the whole community as well as with the entire school faculty.	Block level reports are shared with the Educational administrators in the workshops conducted at block level on analysis of EMIS data to enable the planners to use the data in planning process. Software for generating cluster level reports has been developed in house and shared with the district educational administrators. They have been asked to generate cluster level reports for the clusters in their districts and share with the VEC members and teachers at the monthly interactive meetings.
4) Complete the Sustainability study ensuring that all aspects comprising an analysis of the financial, manpower, training, organisational and structural arrangements and legal implications of sustaining the pedagogical, managerial and organisational gains of DPEP and maximising the program benefits for the primary education system as a whole.	Study completed and submitted to the DPEP bureau.
5) Consider in the near future the development of more appropriate training modules and teaching & learning materials.	Since the visit of the 9 th JRM, a module on interactive satellite based training has been developed and used. In addition a 12-day training package in the 'Nali-Kali' approach has been operationalised.
6) Conduct classroom observations studies in a sample number of schools to assess the teaching/learning changes occurring with the children.	Indicators based on child centred, activity based teaching learning processes have been developed in a series of state, block and cluster level workshops and are in use. Classroom observation studies will be taken up shortly.

Appendix II

Karnataka State Report Matrix

KEY FINDINGS with regard to each of the four main areas of observation highlighted in the TOR	STATE-Karnataka
A. Progress towards the DPEP's outcome objectives:	
1. SCR	*Nearly 40% schools with SCR>40. Not considered a problem because class I enrolment showing decline due to declining growth rates.
2. GER/NER	*GER increased to 100 in 98-99 from 96.3 in 95-96. NER is 96.
3. Repetition	*Dropped to 5.2 in 97 from 8.2 in 95
4. Retention	* 87%. All the above rates would change dramatically, if enrolment is corrected.
5. Karnataka/Tamil Nadu Studies	*Household survey data needs far more detailed analysis than at present.
6. PTR	*Varies from 1:26 to 1:51
7. Attendance rates	*NAR-Rural-70, Urban 83, overall-73
8. Learning achievement	*
9. Andhra Pradesh/Gujarat MAS	*
10. Equity data	*Female teacher ration increased to 45%. Reservation of 50% in new recruitments.
11. Girls	*Gap reducing overall but high in Mandya 17.5% and Belgaum-13.6%
12. ECE	*DPEP supplementing ICDS in Villages without AWW by opening 45 ECE centres in DPEP I.
13. Disadvantaged groups	*NFE centres, micro-planning, community mobilisation and IED package.
14. AS	*NFE, Open School and CE of NLM, NCLP
B. School-level change: Evidence of and planning for improved quality in terms of "inside school processes" and school community interaction:	
1. School plans	*Have been developed where micro-planning undertaken.
2. School quality	*Developing under HD Kote model. Upscaling underway.
3. Community	*VEC's in place. Formation process needs re-examination to ensure across the board participation.
4. Nature of children's interactions	* Increased interaction with teacher through the replacement of textbooks by activity cum integrated workbooks. Also increased interaction among children.
5. Teacher attitudes toward and interactions with children	*Vastly improved through intensive training.
6. Recording of children's progress and feedback from teacher	*The use of learning ladders ensures this.
7. Textbooks/TLMs	*Textbooks being replaced by integrated workbooks and low cost, locally developed TLM in DPEP districts. All textbooks and other TLM given free to all children in classes I to IV.
8. Professional support	*Through BRC and CRC's
9. AS/para-teachers	*Major delivery is formal school. No para teachers in the state. DPEP has NFE instructors.
10. Disadvantaged children in classrooms	*Group activities ensure integration.

11. Migrants	*Need to develop a more coherent policy for tracking children out of school, including migrant children.
12. Tribal language	*Training pedagogy shows sensitivity to language teaching issues.
C. System-school support: To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP states and districts.	
1. BRC/CRC overload	*Well integrated and not overloaded with non-pedagogical functions. Days lost to national demands.
2. BRC/CRC autonomous capacity	*
3. DIET-BRC-CRC-School links	*DIET is a weak link. Rest of the chain well in place and functioning.
4. SCERT/SRG/DIET/BRC/CRC pedagogical vision	*DSERT, SRG and DIET's need strengthening and improvement in terms of vision and integration for sustainability.
5. Teacher pedagogical understanding	*HD Kote model addresses this issue.
6. Teachers – Pupil learning assessment	*Use of learning ladder addresses this.
7. Decentralisation of training	*Standardised format but local initiative/innovation encouraged.
8. Grassroots planning capacity	*Limited to villages where micro-planning is undertaken.
9. Two way flow of information	*Established through EMIS. Needs improvement. Micro-planning data needs to be fed into the process.
10. PRI involvement	*Integrated at various levels. Vision of GP-VEC interface needs further development and dissemination.
11. Institutional involvement in DPEP processes	*DSERT, DIET involvement needs better integration. Good interaction with district machineries and with RD at State level.
12. Implementation on schedule?	*Yes but severely affected at present due to non-disbursement from GOI.
D. To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP 1 and UPBEP states and districts, and efforts and progress made in terms of maximising the programme's impact on the primary education system as a whole.	
1. Teacher vacancies	* Nearly 85000 posts filled up in the last four years. Recruitment streamlined.
2. PTR	*PTR has improved from 49 in 94-95 to 41 in 98-99 in the state. In DPEP it varies between 26 and 51.
3. Increase in female teachers	*Up to 45% now, all over the state.
4. Para-teacher recruitment criteria	*NFE instructors minimum qualification is SSLC pass, preference to SC/ST women, TLC participation and residency of the village.
5. Para-teacher professional development	*NFE instructors undergo the same in-service training as formal primary school teachers.
6. Evidence of impact of DPEP on main system at institutional level	*DPEP has positive impact on district and sub district level educational administration. Also good linkages with PRI and with Rural Development department.
7. Evidence of impact of DPEP on main system re pedagogy	* Pedagogic influence is evident.
8. Performance of SRGs/DRGs	*SRG: Mixed experience. DRG performing better.

9. Future of SRGs/DRGs	*SRG's being planned around themes on a more flexible basis.
10. Steps taken re sustainability	*Study undertaken. Detailed analysis and planning necessary.
11. AS Sustainability	*Not an issue.
12. Finance etc	<ul style="list-style-type: none"> • The state contribution is received timely. • Karnataka does not suffer from underspending. • Release from GOI pending. • Proposal for enhancement also pending • Community contribution is there in terms of provision of additional classrooms, building maintenance etc. • Copies of various materials, TLM etc brought. • DSERT reorganisation proposal still pending. • Vacancies in DIETs remain-said to be filled on 15th November. • SPO well staffed. • Vacancies of Engineers in DPEP still there. • Teacher vacancies being regularly filled.

INDIA
10th JOINT REVIEW AND SECOND IN-DEPTH REVIEW MISSION
DISTRICT PRIMARY EDUCATION PROGRAMME

KERALA STATE REPORT
(13 - 20 November, 1999)

1. INTRODUCTION

1.1 The combined tenth Joint Review Mission and second In-Depth Review Mission for DPEP visited Kerala from 13th – 20th November 1999. The team which included Venita Kaul (WB) and Mervi Karikorpi (EC) had discussions with the personnel of the State Project Office, the State Resource Persons, the Secretary of Education, the Director of Public Instruction and the representatives of the State Council for Educational Research and Training (SCERT). It also interacted with the DPO personnel and District Resource Persons, DIET faculty, Block Resource Persons and Co-ordinators, Panchayat representatives, headmasters, teachers, parents and children in the Trivandrum District, Mahila Samakhya personnel and various public officials.

1.2 The Mission had four main areas for the review, namely (i) progress towards the DPEP's outcome-related objectives, (ii) school-level change, (ii) system-school support, and (iv) sustainability. The Mission reviewed lessons learnt till date and the major accomplishments since the previous Mission and on that basis highlighted priority issues that the Mission considers require attention and also made suggestions for the way forward.

1.3 The Mission thanks those involved in its visit for the long discussions, the documentation and adaptability in deciding the Mission's programme as it occurred, as well as for the kind hospitality accorded the team during the visit.

2. PROGRESS OF DPEP TOWARDS OBJECTIVES

2.1 School enrolment in Kerala is generally very high and dropout relatively low, although there are a few pockets where more attention is required in order to improve enrolment, attendance, retention and social and gender equity. The SCR is between 20 and 40 in about 60% of the schools and over 60 in 6.8 % of the schools. EMIS data for DPEP I districts is available for four years (1995/96 – 1998/99) and for DPEP II districts for 1998/99. The EMIS data, which includes information only about government or government-aided schools, has its limitations in the Kerala context as recognised, unaided and unrecognised private schools account for a fair share of the total enrolment, particularly in the urban areas. Any comparison between the DPI and EMIS data has not yet been done.

2.2 Interventions, which aim to address the educational needs of tribal children, working children, children with special needs, migrant children and other educationally disadvantaged groups, will be discussed under the section on school-level change as there is still very little information about the impact of these interventions in terms of enrolment, retention, repetition or learning outcomes.

2.3 Regarding learning achievement, apart from the national MAS conducted by NCERT in DPEP I districts, no evidence is available yet based on any systematic study on the status though the Internal Academic Support Missions have informally assessed children's progress and given positive indications. The Mission's interactions with children in the schools visited also indicated that children were learning at the level of the grade. The more obvious outcome was in terms of gains evident in their self –confidence and level of participation. Teachers and parents reported also on the enhanced creativity and problem-solving skills of the children as a result of the new pedagogy.

2.4 This raises the issue of the importance of matching the assessment procedures and parameters to the methodology in use. The Director of Public Instruction informed the Mission that the LSS scholarship examination for primary grade children which has been held in the traditional formal mode has now been conceptualised by the Examination Board differently to match the new curriculum and pedagogy. The examination would be administered at the Block level to the select group of children who have reached level A in March. This may also serve as a measure of the progress made at a systemic level under the new pedagogy.

2.5 The DPEP Kerala has focussed on quality improvement in primary education. More systematic work has been done in the area of pedagogical renewal whereas the project's impact on education management in general and institutional development is to a large extent yet to be seen. The commitment and responsiveness of the State Government will be an important enabling factor in view of the DPEP objective to improve the efficiency and effectiveness of the education system and to catalyse system-wide reform processes. The progress made till date in terms of process development will be discussed in detail in the following sections.

3. SCHOOL-LEVEL CHANGE

3.1 Kerala primary schools in the DPEP districts have evidently undergone what may be termed as almost a revolution in terms of classroom practice. The classrooms visited in the course of the Mission looked certainly very different from the traditional mode and gave a clear evidence of more child-friendly teaching/learning methods. The activities being conducted in the classes in all the grades from 1 to 4 were planned and being conducted in ways to promote learning by doing and were found to be competency based and appropriate for the age and maturity of the children in the respective classes. The class environment was friendly and most of the children (at least 80%) seemed involved and actively participating and learning. The classrooms had charts and children's work displayed all over the walls. However these were often worn out and, in most schools, observed to be much above the eye level of children, so that they seemed to serve little purpose while also not adding to the aesthetic value of the classroom. Reading corners were seen in some classrooms.

3.2 Most of the activities were being conducted with children in small groups. The teachers appeared to have internalised the new pedagogy to a fair extent and were conceptually clear on the objectives of the activities. The response from the children to the activities indicated that they were used to these new methods. The children were observed to be confident and friendly and seemed to have little hesitation in talking to adults, including strangers, on their own. This was in contrast to a private unrecognised English medium school, which was also visited by the Mission and in which the children were observed to be very shy and inhibited in communicating with the Mission members. No gender or social discrimination of any kind was observed in the classrooms.

3.3 A new pedagogical approach is being piloted under DPEP for second language teaching, including for English, which is introduced in Class 4 and this was also seen being implemented in one of the classrooms and showing positive results. Possibilities of enriching this further through exposing children to more of the language in the environment through charts of familiar objects or situations, listening to story books in English etc. were discussed with the project personnel.

3.4 The Mission's interactions with different stakeholders and the reports by the DPEP personnel and Resource Persons indicate that while in most schools across the DPEP districts the scenario is similar to what is described above, with some variations in quality, a few teachers are still continuing with the traditional practice, as would be expected.

3.5 However, while the new pedagogy seems to be gradually taking root, it is an evolving process. The Mission observed that while some innovative methods are also being experimented with in the areas of continuous and comprehensive assessment and daily planning these need to be consolidated and re-examined from the point of view of feasibility of implementation in the larger system. In the case of assessment, the grading system introduced also needs further review and thinking since it still reflects a normative rather than competency-focussed, continuous assessment approach. The situation is even more so in the non-DPEP districts. Fine-tuning and reflection by the DPEP Kerala will therefore still be required in these crucial areas to enable each child to learn with her own pace and way with the support of the teachers and parents.

3.6 The teachers evidently also need further training in classroom management and organisation, particularly to facilitate better time and space management while also to provide for multilevel and individualised remedial activities. These are vital for learning but are at present not being implemented to the desired level in the classrooms. In the context of classroom pedagogy therefore, now that changes are becoming visible, it would also be worthwhile to launch a systematic third party evaluation of the entire process and its outcomes, which would facilitate its further consolidation and sustainability.

3.7 While the project has been concentrating on change in the classroom, and this has evidently also borne results, it may also consider moving on now to a more holistic 'whole school approach' with a view to facilitate better planned school development and management. Schools have been asked to form School Support Groups (SSG) locally with the participation of the Parent Teacher Association representatives, with the headmaster as convenor. The SSGs are expected, besides monitoring the classroom planning, to also develop an annual school development plan. Visits to the schools indicated that these plans were often simply a list of pedagogical activities to be conducted during the school year rather than a plan indicating any specific developmental goals. Activities had been developed as a formality and a requirement of the project, and not out of any felt need.

3.8 The role of the headmaster in the context of school management appears critical for this reform to succeed and with the only existing criterion for their selection being seniority in terms of years of service, their capacity for academic leadership and visioning for school development cannot be assured. While some training of headmasters has been done, further capacity building in school management is an important area, which the project could consider addressing in the next round of planning.

3.9 With respect to the special focus groups i.e. the tribal population and that of the coastal areas in Kerala, there are pockets where access was still a factor. For these areas the project is running single teacher manned multi-grade centres on the pattern of Rishi Valley methodology with some local adaptations. The Mission had an opportunity to visit a centre and was heartened by the response to this initiative in the local community. The pedagogical approach and materials, however, appeared very limiting in terms of children's scope of learning. Possibilities of enriching the developed materials with a blend of the regular school textbooks and methodology, adopted in the formal schools, were discussed with the district project personnel. The plastic furniture seen in the small room, though colourful, was only taking up free space for activities and the Mission came away with a view that the same money could have been used better for educational toys and picture story books instead. Training and continuous professional development of the teachers and onsite support for these multi-grade centres also require special attention by the project personnel. The teacher in the multi-grade centre visited by the Mission had received initial training only for seven days. Use of more local specific alternatives rather than any standardised models for the special focus groups also requires consideration. Girls education during the primary cycle does not appear to be an issue in Kerala except in pockets and therefore also needs more micro level, context specific interventions instead of the standardised interventions used across DPEP states. With respect to children with special needs, pilot project focusing on children with learning disabilities started in 1997/98 in Edappal block in Malappuram district. This year the IED interventions have been extended to all blocks in DPEP I districts and one block in each DPEP II districts to reach children with different kind of special needs. Current year training modules have been prepared and the training of the State Resource Persons had just started. The State Resource Persons whom the Mission interacted with were committed and motivated. It was not, however, clear to what extent the DPEP Kerala has managed to strengthen the capacities in the pilot block so that it could at this stage already serve as an 'in-house' resource pool on learning disabilities. The DPEP Kerala may like to explore possibilities to further develop its strategies in this important area to make them more multifaceted.

3.10 The Mission also observed a certain discontinuity between the early childhood education, which is being imparted through ICDS Anganwadis (AW) and PTA run pre-primary centres, and the new pedagogical approach in the primary classes. In the ECE programmes in which most children participate in Kerala, children are being subjected to developmentally inappropriate formal instruction and learning of the 3 R's evidently due to parental pressures whereas in grade 1 they again go back to an initial readiness programme. Since children's learning is continuous and cumulative in nature, DPEP Kerala may like to focus on initiatives, which ensure convergence and continuity in this context to maximise the benefits of the new approach in terms of children's learning. The project has already done some need assessment surveys in the districts and proposed training and supply of play materials to the AWs and pre-school centres to improve quality. The DPEP Kerala may like to further consider planning of these supply-driven inputs based on more specific need assessment since the AW workers particularly have already been through several rounds of training. Furthermore, some AWs visited already had some play material supplied by the City Corporation. In this context, DPEP may also explore possibilities of joint planning with Department of Social Welfare which has similar provisions for play material and training under the ICDS III Project.

4. SYSTEM-SCHOOL SUPPORT

Pedagogical renewal and support to teachers

4.1 The State has instituted a very well conceived teacher support strategy in the project districts with the involvement of the DIETs and primary school teachers. Block Resource Centres (BRCs) have been established in every block for which very impressive buildings are being constructed using alternative technology. Each BRC is manned by a BRC administrative co-ordinator, who is of the rank of an Assistant Education Officer (AEO), and an academic co-ordinator who is a faculty member of the DIET. The Academic co-ordinator has been engaged to DPEP on a work arrangement basis and made available to the BRC for four days in a week. In addition to these, trainers have been selected from among the local primary school teachers on the basis of merit with a ratio of 1: 5-6 schools in the block. While the annual in-service training to the teachers is provided jointly by the District Resource Group and the BRC trainers, the follow up on site support is provided by the BRC team through a) regular visits to the schools, individually or when required in teams, b) monthly cluster meetings with the trainer in which individual school problems and experiences are shared and c) block level discussions on these in the weekly trainers' meetings with the academic co-ordinator. The academic co-ordinator is also expected to visit schools twice a week.

4.2 Emphasis has been given in DPEP on monthly, weekly and daily planning by the teachers. The trainers are expected to oversee this and provide support as also to solve the teachers' difficulties and demonstrate improved practices. While the trainers, whom the Mission interacted with, generally seemed full of enthusiasm for the 'new pedagogy', there still seems to be a need for them to move farther from an inspectorial role to that of a facilitator and demonstrator to the teacher. Interactions with trainers on what they did on school visits tended to yield answers like 'seeing that the diary is maintained, the planning is done, solving teacher's difficulties' with little indication of a proactive role in helping the teacher improve the classroom scene. On being asked what kind of a teacher would be considered a good teacher, one trainer said 'one whose daily plan and other diaries are regularly done and complete.' The project could therefore consider continuing capacity building of the trainers too through training and brain storming sessions with them. Possibilities of using the video medium for demonstrating some good practices in this context could also be considered.

4.3 While the trainer is critical to the process in terms of teacher support, the districts in some cases are facing difficulties in getting effective teachers to opt for this job despite a 10 percent raise in salary, due to the extra time and energy that it demands. From the sustainability angle, not only with a view to attract teachers but also to sustain the high level of motivation evident at present, possibilities of a career ladder for primary teachers in a longer term perspective may be a possible solution. The active involvement and orientation of the AEO is also perhaps necessary in view of his/her administrative authority in the block and the need to integrate the project initiatives with the existing administrative structures. In this context, the respective roles of the BRC administrative co-ordinator and the AEO need to be reviewed and, if necessary, redefined particularly from the perspective of sustainability and up scaling.

4.4 A very significant feature of the process of pedagogical renewal which has contributed to its success has been that the in-service training of teachers is evidently planned and conducted on the basis of regular need assessment and feedback consistent with the project's

formative approach. This has been possible through the support system in place as also through annual Internal Academic Support Missions conducted by the State and District Resource Group members. The reports of these Internal Missions indicate a very frank and objective critique of the systems and processes in place and this has informed further planning. In the same vein the distance education programme, scheduled at the end of November for the DRGs and SRG, has been planned with a focus on the weak areas identified such as multilevel teaching–learning, continuous and comprehensive assessment and daily planning. The impact of this maiden effort however needs to be assessed before further utilisation of this mode for reaching out to the trainers and other functionaries is planned.

4.5 The child-friendly textbooks, which were earlier produced by DPEP and which had also come in for public criticism, were subsequently reviewed by a State level Committee constituted by the Kerala Government and with minor modifications published by the SCERT. The Mission was informed that since the first revision of the DPEP Grade 1 and 2 textbooks, another Committee was established to review the need for further revisions and changes in the lessons producing a report on the suggested changes. However, public opinion in Kerala, which once took an adverse position towards the new approach, seems to have, by and large, undergone a transformation in a positive direction as was evident from the interaction the Mission members had with parents, teachers, Panchayat members and others. The Mission did not receive any copy of the report and is therefore not in the position to comment on the suggested changes. The Education Secretary informed the Mission that the Committee report has been submitted to the perusal of a State Curriculum Committee. In view of the sustainability of the DPEP gains the Mission, however, would like to emphasise the importance of thorough understanding of the underpinning rationale of the curriculum, the pedagogical approach and the textbooks and the linkages between the three for possible revision. There is a need for the State Government to strengthen mechanisms to ensure the same.

Planning process

4.6 While preparing the 1998/99 AWPB the DPEP Kerala went through an intensive participatory planning and appraisal process. Formulation of District and State component plans was preceded by the implementation of “Self Management School by 2001” programme where schools worked out their own perspective development plans with the support from the community. Support to school improvement was also encouraged and envisaged from Mother Teacher Associations (MTAs) and from the Gram Panchayat members who have been allocated funds under the Panchayati Raj Act by the State and are in a position to spend on education on their own as well.

4.7 Since then some further efforts have been made to enhance bottom-up planning and implementation. For example, while a state-level framework for the teacher in-service training still exists, the actual design and implementation of the training modules is left to the Districts. Each DPEP district has formed a District Resource Group (DRG) consisting of a cross section of district level representatives and three State Resource Group (SRG) members. The Trivandrum district, which was visited by the Mission, had proposed in their 1999/2000 AWPB a district-specific school-placement programme for their BRC faculty and a training course for the headmasters, which was subsequently taken up by the SPO with the other districts for wider implementation.

4.8 On the basis of the feedback received from the headmasters, teachers and community representatives, the Mission finds that the follow up of the initial efforts made in “Self Management School by 2001” programme needs to be more rigorous. As discussed earlier, although annual school plans 99/00 had been prepared by the schools, which the Mission visited, they did not seem to have been in active use or under discussion since their preparation and included mainly extra-curriculum activities for the children. This is probably partly due to the fact that the on-site support currently focuses on pedagogical aspects of the school improvement. The MTAs and the SRGs are, however, seen by the field personnel as having considerable potential for providing support at the local level to the school and their involvement and orientation needs to be further encouraged.

4.9 While pedagogical renewal continues to be the thrust area of the DPEP Kerala, interventions in other areas such as IED, Alternative Schooling, ECCE etc. have been started or scaled up in 1999/2000. Interventions planned for the current year are underway. However, efforts need to be made both at the state and the district level to facilitate joint planning and co-ordination among the project officers and resource persons in charge of the different components. With a holistic perspective the State Project Director and District Project Co-ordinators play an important role in building the team spirit and ensuring that the synergies between the various components are explored and utilised in course of the planning as well as the implementation process.

4.10 The Mission furthermore recommends that the State and District DPEP teams work out how the project implementation and decision-making can be further decentralised from the state level to the district and sub-district levels, and how to provide flexibility for local-specific interventions. The state level DPEP team would need to increasingly focus on strategically important issues in view of the DPEP’s objective to spearhead system-wide change and the need to ensure the sustainability of the project’s gains. The state level DPEP team can play an important role in facilitating reviews and wider reflection on lessons learnt, documentation and sharing of DPEP experiences, developing strategies for well-informed up-scaling of interventions and advising the State Government in areas where policy level decisions are required.

4.11 The Panchayt Raj Institutions manage 40% of the Plan Budget in Kerala. According to the guidelines given by the State Government, 30% of the budget is to be used for social services. On the basis of the Mission’s interaction with the PRI members most of the funds are being targeted to health, sanitation, nutrition and early childhood services. Some PRIs have, however, started to take active interest in primary education. Instances of PRIs planning and conducting parallel training of teachers have been observed and the State personnel are therefore very conscious of the need to involve and orient the PRIs on a priority basis to ensure not only consistency but also draw upon this potential for ensuring and sustaining quality. Efforts could be made by the DPEP to further sensitise the PRIs towards primary education and improve the convergence of the DPEP and other inputs both at the Gram and District Panchayat level through participatory planning.

4.12 The SPO and all the DPEP districts have the PMIS and EMIS in place and functioning. The 1998/99 EMIS data has been compiled from both DPEP I and II districts and analyses of the same are underway. As the enrolment figures do not take into account enrolments in unaided recognised or unrecognised schools, which in many blocks account for a major share of the total enrolment, the available EMIS data has its limitations in the Kerala context. The SPO intends to organise a workshop with the State Government to look at the future

information and MIS requirements. During the Mission's field visit the DPO raised the need to further develop the MIS to include information about students' and schools' performance as well as potential resource persons. Micro-planning and survey data and the findings of the Internal Academic Support Missions, BRC trainers and Resource Persons have been utilised to plan for specific interventions. Although this information is shared and discussed at the state, district and block level, systematic information about the progress in holistic school improvement, including improvements in learning environment and school management, would be useful particularly at block, cluster and school levels. The Mission observed that some BRCs had started to plan their school visits on the basis of the schools' performance. More time was spent with the schools which needed more assistance and advice. These schools were often visited by a group of BRC trainers rather than a single resource person.

Institutional strengthening

4.13 During the five years of the DPEP implementation in Kerala, the project has facilitated the development of motivated and strong SRG, DRGs and BRC faculty, who mainly consist of DIET faculty members and primary and high school teachers. The Mission visited the DIET faculty in Trivandrum, the majority of whom were or had been involved in DPEP as DRG members, BRC academic co-ordinators or otherwise. This exposure appears to have strengthened their professional confidence and knowledge of the school level needs. The Mission could sense the genuine desire of the faculty to now move to the next level and develop DIET as a District Resource Centre for primary education. DPEP Kerala has thus demonstrated that given an enabling environment, the DIET faculty can become a resourceful team which can effectively respond to the grassroots requirements. This is a major achievement for DPEP and a challenge for the leadership skills in the general education system.

4.14 Based on their DPEP experiences many DIET faculty members felt that their standard training programmes and other activities need to be revisited. The faculty unanimously called for increased flexibility and autonomy to address district specific needs and prepare and implement their annual work plans accordingly. As the DIETs are expected to play an important role in sustaining the DPEP gains after the DPEP period, the Mission recommends that DPEP Kerala take an active role in facilitating the institutional development of DIETs. This needs to be a consultative and participatory process where capable facilitators assist the DIET faculty to first develop a common vision of a DIET as a District Resource Centre and translate the vision into a concrete institutional development plan, and then support the faculty to overcome possible barriers in course of the implementation of the plan. The Mission further encourages the DPI, the SCERT and the DIETs to develop in a participatory manner a joint accountability framework ensuring increased functional autonomy to the DIETs.

4.15 The Education Secretary informed the Mission about the State Government's plans to establish SIEMAT in 2000 as a semiautonomous institution under SCERT. The order for the same is, however, yet to be established. Furthermore, a detailed plan for the institutional and faculty profile needs to be worked out as a matter of priority.

Project financing

4.16 The Mission was provided detailed district and block wise information about the activity wise expenditure patterns till date as well as expenditures during this year. In Kerala where the pedagogical improvement has been the project's thrust area, the highest actual expenditure as compared to the estimated one has incurred under the training component.

Community construction has led to good results but due to the ceiling for the same the civil component has now almost come to a halt. The SPO has, however, already approached the EE I Bureau on this procurement matter requesting for relaxation in terms of ceiling for construction. Although the data about DPEP expenditures was readily available, the Mission got an impression that it is not being utilised to find out possible bottlenecks in the implementation.

4.17 According to the SPO, the estimated “savings” from the DPEP I districts is expected to add up to roughly Rs 15 crores at the end of the project period. As there is a surplus of primary school teachers in Kerala due to declining enrolments as a result of demographic factors, DPEP funds have not been utilised to pay teacher salaries to the extent originally budgeted. The DPEP Kerala has identified the following options for the utilisation of the unspent funds: a) extension of the project period in the DPEP I districts to consolidate the initiated change processes, b) horizontal expansion of DPEP to non- DPEP districts as the DPEP curriculum and textbooks have been introduced across all the districts, c) vertical extension of the project to the upper primary education. In this regard a proposal has been sent to the Elementary Education I Bureau. The Mission recommends that DPEP Kerala prioritises and details the presented options after the sustainability study has been finalised.

4.18 The Mission was also informed that the State Government has contributed its 15% share of the DPEP budget for the current year.

5. SUSTAINABILITY

5.1 The change seen in the classrooms has evidently been possible over almost five years of consistent effort on the part of the DPEP team, primarily because it included a very intensive monitoring and onsite teacher support strategy, as well as due to adoption of a formative, process-based approach. The Mission acknowledges the State Government’s decision to adopt the DPEP curriculum in the whole of Kerala. While the new pedagogy is now being extended to the non-DPEP districts through the regular state system, its replicability and sustainability, in the absence of the above project features and resource materials, is however a matter of concern in terms of quality.

5.2 The SCERT has been entrusted to train teachers through DIETs in the non-DPEP districts and the Directorate of Public Instruction looks after the printing and delivery of text books to the schools. A first round of training has been carried out. In the absence of the BRC and CRC structures, the AEO and DIET faculty along with two ‘protected teachers’ (teachers from schools where enrolment has decreased due to demographic trends and whose salary the State Government has guaranteed) are expected to form Block level support teams for schools. However, transfers of these teachers are yet to be sanctioned in many districts. Many teachers and trainers in the DPEP districts with whom the Mission interacted found the inputs and support mechanisms planned for the non-DPEP districts insufficient on the basis of their own experiences and the intensity of the training, reflection and support process which they have gone through till date. Furthermore, as the textbooks based on the DPEP curriculum, have just reached the schools, teachers in the non-DPEP districts have had no choice but to cope with the new situation on the basis of their initial five days’ training given by the DIET faculty. The State Government and the SCERT need to review the situation and take remedial measures as a matter of priority. The State Government also needs to review its textbook printing and delivery process to avoid delays in the coming school year. To effectively

respond to the new requirements the SCERT would benefit from further reflection on its future role and related capacity building and staff development needs.

5.3 The SCERT has also revised the curriculum for Grade 5 and 6 and developed textbooks and teacher training accordingly. As the Mission did not have access to these documents it cannot comment on the linkage between Grade 4 and 5. While visiting the SCERT the Mission was told that the institution has prepared a new approach paper for discussion on curriculum from the pre-primary stage to the Grade 2+. Unfortunately no copy of the same was available. The Mission encourages the State Government, the DPEP Kerala and the SCERT to reinforce their joint efforts to ensure consistency across all initiatives and to sustain the outcomes and processes involved in the pedagogical renewal, which DPEP has facilitated. There is a need to give time to children, parents and teachers to explore and take full advantage of the pedagogical and curriculum reform, which DPEP has facilitated.

5.4 The Mission had a chance to visit a Teacher Training College and discuss with its faculty about the pre-service teacher education and their views of the new primary curriculum and pedagogical approach. A copy of the recently revised pre-service curriculum was furthermore shared with the Mission at the SCERT. So far the impact of the reform in the primary school on the pre-service teacher training seem to have been minimal, and the issue requires special attention by the State Government.

5.5 The SPO organised in October 1999 an initial workshop on sustainability. The workshop report provides a good overview of the DPEP vision, inputs and processes and takes an account of the achievements of DPEP interventions so far and the contributory factors. It also takes into account the major concerns to which more emphasis will have to be paid during and after the project both in DPEP and non-DPEP districts. The report highlights a number of areas, which need to be reviewed in more detail. The Mission endorses the workshop recommendations regarding the next steps and suggests that the SPO follow them up as a matter of priority. As pedagogical renewal has been the thrust area of the project since its beginning, the report naturally focuses on change processes in this area. To sustain these processes it will be, however, equally important to study the management factors and framework which enabled the comprehensive pedagogical renewal to take place, as well as review the possible constraining factors faced during the project implementation. A comprehensive review of the existing education management and administration structures and processes will be an essential part of the next steps.

6. NEXT STEPS

School-level change

- The Mission recommends that capacity building of headmasters and rationalisation of their job responsibilities should be taken up on a priority basis since they are a critical link for ensuring school improvement and ensuring pedagogical quality. Capacity building will be required particularly with respect to development of academic leadership qualities and skills of planning for school management and community interaction.
- The Mission recommends that the DPEP Kerala takes special efforts to improve convergence and co-ordination with the various ECCE programmes in the State. This would ensure continuity and consistency in the pedagogical approach from the early childhood to the primary stage and improve the quality of the educational component so as to optimise the benefits from interventions at both stages.

System-School Support

- The Mission recommends that the SPO in collaboration with the District level DPEP teams and the State Government reflects on and refines its own role and functions by the time of the preparation of the 2000/01 AWPB in order to:
 - ◆ further decentralise project implementation and decision-making to the districts,
 - ◆ play a proactive and more strategic role in maximising the DPEP's impact on the education system as a whole, and
 - ◆ ensure that the lessons learnt from the DPEP implementation inform the design of potential future programmes of investment.
- The Mission applauds the impact of DPEP in terms of strengthening of District Resource Groups, DIET faculties and BRC teams. The Mission encourages the District level DPEP teams:
 - ◆ to enhance the co-ordination and convergence among various interventions initiated by DPEP, Panchayat Raj Institutions and the District Administration, exploring the possibility to facilitate the development of a holistic District Elementary Education Plan which the DPEP AWPB would form an integral part of, and
 - ◆ to facilitate the institutional strengthening of DIETs.

Sustainability

- The Mission endorses the recommendations made in the DPEP workshop report on sustainability. The Mission recommends that DPEP Kerala undertakes the following steps as a matter of priority:
 - ◆ Conduct a professional and participatory review of the present educational administrative and managerial systems and processes in the light of the need to ensure enabling environment for continuous quality improvement in primary education and sustainability of DPEP gains.
 - ◆ Undertake participatory evaluation, with third party involvement, of the academic processes and structures and their impact and efficiency both in DPEP and non-DPEP districts. The evaluation would need to assess the gains in outcomes and processes as well as identify specific areas which need further fine-tuning, particularly in the areas of classroom management and organisation, weekly and daily planning, student assessment and overall monitoring.
 - ◆ On the basis of the reviews, finalises its conclusions and recommendations regarding processes to be sustained and enabling institutional framework, and makes an analysis of the legal, structural, manpower, capacity building and financial implications of the same suggesting steps to be taken for implementation of these recommendations.
- The Mission acknowledges the initial efforts being made by the State Government and SCERT to ensure smooth transfer of the DPEP pedagogical innovations to the entire State. In this context, the Mission would like to highlight the need to maintain the quality and intensity of the process inputs, particularly in terms of on-site support to schools. Furthermore the State Government may also like to review the whole textbook printing and delivery process to ensure timely distribution of books to the schools.

*Appendix 1***Kerala State Report****Ninth Joint Review Mission –Follow-up Recommendations**

Recommendations	Status and Progress
Gains in pedagogy to be consolidated through more collaboration among the different agencies involved in primary education.	DPEP has ensured the involvement of the state and district institutions like SCERT and DIET now.
Greater attention to be given to areas like Integrated Education, ECCE, Distance Learning, Alternative Schooling, Gender Issues etc.	The scope of the project activities has been broadened in the last year from mere pedagogical renewal in formal schools to these other areas.
EMIS and PMIS to be made better organised with products that are useful to the management.	The EMIS and PMIS systems are in place at state and district levels. The state recognises the need to make the MIS more specific and appropriate for their context.
Overall project implementation to be improved through a) more frequent visits by the SPO to the districts, b) a reprogramming exercise and c) the creation of regular summary financial management reports to track expenditures by activity and district.	District and block level activity-wise expenditure patterns were made available to the mission.

*Appendix II***Kerala State Report Matrix**

KEY FINDINGS with regard to each of the four main areas of observation highlighted in the TOR	STATE: KERALA
A. Progress towards the DPEP's outcome objectives:	
1. SCR	*SCR is between 20 and 40 in about 62% of schools. In 6.8% of the schools SCR is over 60. No evidence that the EMIS data would have been used to address the problem areas.
2. GER/NER	*The SPO and DPO verified the positive trend in the EMIS figures. However, in the Kerala context the EMIS data has its limitations due to the lack of information about private unrecognised and recognised but unaided schools.
3. Repetition	*Repetition is not a problem in Kerala
4. Retention	*No data about retention trends is available, but dropout seem to be a problem only in certain pockets of the state. Special interventions in these areas have been initiated but there is not yet information of their impact in terms of the outcome-related objectives.
5. PTR	*PTR is on average 30.5 in the DPEP I districts and 28.2 in the DPEP II districts. Data has not yet been utilised to review the variations across schools.
6. Attendance rates	*No information about attendance rates was available. According to the project personnel, attendance is a problem only in some pockets of Kerala (look at 4).
7. Learning achievement	*Four Internal Academic Support Missions have been undertaken, and the BRC faculty visits schools regularly. Positive changes in the classroom and children's learning are visible. Systematic study on learning achievement has not yet been undertaken (apart from the MAS which was conducted by NCERT in DPEP I).
8. Equity data	*Impact of the interventions focusing on the education of tribal children has not yet been studied. Recent plans aim to address the needs of migrant and other disadvantaged sections of population. Strategies would need to become more locally specific.
9. Girls	*Girls education in general is not an issue in Kerala. Programme's gender and ECE components require some rethinking.
10. ECE	*ECE component just initiated but requires further thinking to ensure quality and continuity with primary curriculum and better convergence with other ECE programmes.
11. Disadvantaged groups	*Multi-grade Learning Centres have been established in a number of tribal pockets. IED extended to cover all blocks in the DPEP I districts and one block in each DPEP II district. Strategies need to be further developed to ensure quality and local specificity.

12. AS	*Apart from the Multigrade Learning Centres plans prepared recently in terms of AS focusing on migrant and working children. No details yet available.
B. School-level change: Evidence of and planning for improved quality in terms of “inside school processes” and school community interaction:	
1. School plans	*School support groups (SSGs) have been set up and school plans made but process not dynamic. Requires more attention from the DPEP Kerala.
2. School quality	*While classrooms are looking very different and child-friendly, school facilities in government schools are not very conducive with a large hall containing many grades and a high noise level.
3. Community	*Community involvement is sought and given importance particularly through VECs , PRIs, PTAs and Mother Teacher Associations(MTAs) set up under the project .With PR Act legislated , expectations from PRIs are high.
4. Nature of children's interactions	*Children were seen to be active, involved, evidently learning and happy in school.
5. Teacher attitudes toward and interactions with children	*Teachers are more friendly and interactive but still need to learn to delegate more control to the children at times.
6. Recording of children's progress and feedback from teacher	*Continuous, comprehensive evaluation and grade system introduced. Further support and thinking needed by the DPEP Kerala to move in practice from a normative to competency based approach and also make it acceptable and informative to parents. Non-DPEP districts require special attention.
7. Textbooks/TLMs	* Activity based textbooks are developed for all primary grades along with teacher guides and introduced across the state. Timely distribution of textbooks is an issue.
8. Professional support	* At the state level SCERT is now more involved in DPEP but further development of professional support is an issue. To consolidate school /classroom practice district and block resource groups are in place and enthusiastic. Further thinking is required on how to keep the process dynamic in a longer term.
9. AS/para-teachers	*Multi grade single teacher schools have been set up for small groups of tribal/coastal population who lacked access. Training, support, limitation of teaching/learning materials are issues.
10. Migrants	* Look at A.12
C. System-school support: To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP states and districts.	
1. BRC/CRC overload	* Administrative and academic responsibilities are segregated through separate co-ordinators. Highly motivated primary teachers as trainers at cluster level.
2. DIET-BRC-CRC-School links	* Good linkage with a support cycle in place with DIET faculty deputed for part of the week to BRCs as academic co-ordinators who support cluster level trainers who in turn provide onsite support.

3. SCERT/SRG/DIET/BRC/CRC pedagogical vision	* Common understanding of DPEP pedagogical approach is emerging across different agencies though in varying degrees.
4. Teacher pedagogical understanding	* Teachers appear to have internalised the child-centred approach to a fair level
5. Teachers – Pupil learning assessment	*Continuous comprehensive assessment is introduced with a grade system but needs to be consolidated. In view of the sustainability of DPEP gains non-DPEP districts require special attention.
6. Decentralisation of training	*Training is fairly decentralised and need based with a commendable formative approach.
7. Grassroots planning capacity	*Still needs strengthening as school plans were made but not used.
8. Two way flow of information	* Very evident for pedagogical interventions through the support strategy and internal academic missions.
9. PRI involvement	*With recent enactment of PR Act high expectations from PRI s and many instances of their involvement since funds have devolved to them.
10. Institutional involvement in DPEP processes	* SCERT and DIETS are involved now but need capacity building to sustain quality.
11. Implementation on schedule?	* Civil works lagging behind schedule due to the ceiling for community construction. SPO has approached the EE I Bureau on the matter. Response pending.
D. To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP 1 and UPBEP states and districts, and efforts and progress made in terms of maximising the programme's impact on the primary education system as a whole.	
1. Teacher vacancies	*With enrolment declining surplus teachers are in position and proposed to be used as trainers in non-DPEP districts
2. PTR	* In general not an issue, but data could be used to check variations across schools
3. Increase in female teachers	* Female teachers are over 50%
4. Para-teacher recruitment criteria	* Not relevant
5. Para-teacher professional development	*Attention need to be given to the professional development of the teachers in the Multi-grade Learning Centres.
6. Evidence of impact of DPEP on main system at institutional level	* Involvement of DIET faculty as co-ordinators has visibly made an impact on their professional confidence and competence.
7. Evidence of impact of DPEP on main system re pedagogy	* The new curriculum adopted by the State Government and implemented across all districts in Kerala. Support and resources in non-DPEP districts, however, on issue.
8. Performance of SRGs/DRGs	*Very highly motivated and committed with a good level of understanding of the approach
9. Future of SRGs/DRGs	* Not yet very clear how these will be institutionalised.
10. Steps taken re sustainability	*Sustainability workshop held and report with recommendations put together.
11. AS Sustainability	* Not much clarity regarding their future. Need to be planned in a more context specific manner.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME
10TH JOINT REVIEW AND SECOND IN-DEPTH REVIEW MISSION

MADHYA PRADESH STATE REPORT

(13 - 20 November, 1999)

1. INTRODUCTION

1.1 Three members of the IDR 2 mission (Ms Caroline Dyer [EC]; Mr Phil Harding [DFID]; and Mr N K Jangira [WB]) visited Madhya Pradesh from 13th November to 19th November. The purpose of the mission was to review: i) DPEP's progress towards its outcome-related objectives; ii) school-level change; iii) system-school support; and iv) sustainability.

1.2 A comprehensive programme enabled the team members to meet officers of the RGPSM, Education Department, District Project Offices, DIETs, BRCs, CRCs, teachers, VEC, SMC representatives and parents. The mission heard presentations from Shajapur, Shivpuri and Khandwa Districts in Bhopal and subsequently visited Shahdol and Seoni districts. The wrap up meeting was held on 19th November with the Principal Secretary, Education, in the chair. We are grateful for all the lively discussions, support and hospitality offered by the District Project Co-ordinators and their teams at the district and block levels in Shahdol and Seoni districts; and by the personnel at the State Project Office in Bhopal.

2. OUTCOME RELATED ISSUES

2.1 Out of the 45 districts in Madhya Pradesh 34 are covered by DPEP, 19 under DPEP I which was launched in 1993, and 15 by DPEP II, launched in 1997.

2.2 In a remarkable success story, Madhya Pradesh declared universal access to primary schooling in 1998. The state was able to identify the scale of the problem of unmet demand through the Lok Sampark Abhiyan, conducted in 1996. This exercise was undertaken to remedy the shortcomings of previous strategies for providing primary schools, which were not sensitive to habitation patterns in tribal areas in particular. EGS (Education Guarantee Schools) and Alternative Schools (AS) were provided where demand had previously been unrecognised. The mission commends the identification of about 30,000 out of school children in the LSA to target for enrolment in EGS/AS. Monitoring of the progress of those children is possible by the use of the RGPSM's sensitive Integrated Project Management Information System (IPMIS).

2.3 According to the 1999 NIEPA study on access and retention, the SCR for DPEP I shows an improvement from 37.36% in 1995-96 to 34.93% in 1998-99; for DPEP II 42.67% in 1997-98 declining to 39.67% in 1998-99. Some 20% of these schools still have the capacity

to accommodate up to 20 more children, taking 40 children per room as the norm. Nearly 20% of schools which have 60 or more children in a room are badly in need of an extra classroom. For a further 20% of schools, where the SCR is 40-60, there is a need to establish whether there is a rationale for building a further classroom.

2.4 This analysis does not take into account the EGS/AS schools and is not appropriate to EGS schools which are working according to a different model of spatial design. The improved open plan design of the EGS school could clearly accommodate 60-80 children. In future, when the EGS schools are included, a more sensitive indicator of space per child would need to be developed.

2.5 The NIEPA study indicates that gross enrolment ratio in phase I between 1997-98 and 1998-99 rose by 1.7%, and to 6.8% if EGS/AS schools are included. In phase II, taking formal primary schools only, the change in the corresponding period was 17.1%, and this rises to 21.7% when EGS/AS are included. In grade I enrolment in the phase I districts, between 1997-98 and 1998-99 there was a decline for formal primary schools of 2.8%. In phase II, the year 1997-98 shows an increase of 20.5%.

2.6 For phase I, RGPSM figures show an increase in class I enrolment between 1997-98 – 1998-99 of 7.4%, which includes the EGS/AS enrolments.

2.7 The NIEPA study shows that in the years between 1996 – 1999, the GER for formal primary schools has stagnated at about 87%. However, when the EGS/AS are included, the GER rose to 96% in 1997-98 and up to 99.4% in 1998-99. This is a clear indication of the contribution that EGS/AS schools have made towards meeting demand and promoting universalisation.

2.8 Attendance monitoring is a unique feature of the State's IPMIS but is at present collected only for EGS/AS. Attendance ranges from 77% to 96% in DPEP I districts. The mission notes that the state has the tool and the competence to monitor attendance and may extend this feature to formal primary schools as well.

2.9 Repetition rates for phase I districts show a steady decline in all categories between 1995-97 from 6.1% to 3.6%. The lowest performing district of Guna also follows this trend, showing a decline from 9% in 1995 to 6.1% in 1997. However the state questions the validity of this concept since promotion in FPS in the lower grades is automatic and the EGS/AS schools do not follow a grading system.

2.10 The study carried out by Ed.Cil on internal efficiency points to data problems in working out dropouts in DPEP districts. The mission commends the pro-active approach to drop-out through the IPMIS.

2.11 There is a discrepancy between state EMIS data based indicators worked out in the NIEPA study and the IPMIS based data. RGPSM raised with the mission some shortcomings of the EMIS (not capturing out of school children, attendance, inclusion of some items of

information which are not used, etc) and stressed its wish to move towards universal use of its IPMIS, as a more a dynamic tool of planning and monitoring. The mission suggests that the DPEP Bureau and RGPSM resolve this issue through dialogue in the context of the increasing trend towards decentralisation of management.

2.12 Student: teacher ratios reported in the NIEPA study for all DPEP districts in 1998-99 show that some 30% of teachers have between 30 and 45 students. However, over 38% of teachers are working with less than 30 children, while 32% of teachers have more than 45 children. This suggests that some rationalisation in the deployment of teachers is required.

2.13 In formal schools, the share of female to total teachers in phase I districts has increased from 22.6% to just under 26% over the last year and in phase II it rose from 22.1% to 25.9%. GoMP has a policy of prioritising female teacher recruitment in EGS/AS schools; currently 47% of EGS/AS teachers are women. Communities have reported to RGPSM that the presence of a female teacher is a key enabling factor for the enrolment of adolescent girls.

2.14 The EGS/AS is the strategy in place to increase the enrolment and retention of girls, working children, and ST/SC/OBC children. RGPSM is currently studying migrant children in Jhabua, one of the two districts where migration is prevalent, and will develop locally sensitive strategies to address the issues that are raised by the research. The mission commends the DPEP on their efforts towards equity for tribal peoples and girls and endorses their view that the time is right to re-visit the definitions of equity that have traditionally dominated the development discourse in India. The research work that is now going on in Jhabua District is expected to provide a lead in this respect.

2.15 In respect of including children with disabilities in the drive to universalise elementary education, RGPSM has followed up the recommendation of the 8th JRM and cleared proposal of three NGOs to assist in building capacity at the district and block levels. A training module for teacher training is being prepared and one block in each of the 19 phase I districts has been selected. The mission however feels that the pace of implementation is somewhat slow and recommends that within the next six months, the benefits should start reaching the children with disability in these 19 districts and the ground is made ready for implementation in phase II districts. Within one year, block teams of teachers supporting integration of these children should have been created in all blocks for scaling up this intervention, and where necessary, cross district and cross state support may be sought to expedite the process.

2.16 This mission commends the close co-operation between the DPEP, ECE and ICDS.

3. SCHOOL LEVEL CHANGE

3.1 The mission commends the visible efforts to implement a child centred pedagogy in the EGS/AS schools. Children are participating with confidence in learning activities and teachers are caring and compassionate in their interactions with them. Full integration of boys and girls and different social groups was observed in all the schools we visited. Planning and other registers which are basic tools to encourage teachers to reflect on their own classroom processes were being used in all schools.

3.2 The mission found however that in these schools, the approach to learning still seems relatively teacher-centred and orientated towards gaining knowledge from a text book rather than encouraging enquiry, independent thinking and reasoning. In the schools visited, records of evaluation and assessment of children's progress were limited to recording the number of competencies each child had acquired. Lesson plans were very broad, representing wide topic areas rather than plans for specific lessons with learning outcomes clearly identified.

3.3 At present, the availability of teaching learning materials is somewhat limited, and the absence of adequate materials is a factor constraining more effective multi-grade teaching. The CRCs have yet to develop a materials bank, although generation of further materials is reported as an activity at CRC meetings. For the EGS/AS and lower primary sections, aids for use by children to promote interactive group learning would be particularly beneficial for more meaningful group work. The library movement which will provide books and audio-visual and other materials to CRCs is commendable.

3.4 The mission recognises that the relatively low use of teaching and learning aids is also tied in with the emerging professional awareness of new teachers who are developing their own abilities as creative practitioners in a competency-based teaching approach. These abilities are being strengthened through on-going training, discussions at the CRC level and the welcome innovation of exchange visits to schools where the successful practices of peers can be observed and discussed.

3.5 The mission suggests that in addition to these activities, a more pronounced emphasis might be laid on helping teachers understand evaluation as means of identifying areas where individual children require particular support. This would in turn encourage the generation of more useful lesson plans with learner outcomes more clearly identified, and stimulate attention to planning out the activities and materials required to achieve those. The contingency fund that is already available to teachers is an important enabling factor in respect of promoting teachers to develop their own, contextually specific, teaching learning materials.

3.6 In formal schools, movement towards more child-oriented classroom practices has been slow. These messages have not yet been adequately internalised by teachers in the formal schools, who still do not feel sufficiently accountable to children or local communities. To shift the locus of teacher accountability more firmly towards children and local communities, which is a pre-requisite to ensuring the achievement and sustainability of project goals, a more convergent approach involving the Block Education Officers, DIET staff and the SCERT is required.

3.7 This is particularly important since CACs report that they find it difficult to persuade teachers in formal schools of the advantages of the new approach. This is in part because CACs are not seen to have authority by their peers, and also because this aspect of teacher development is an exacting professional task which may require higher levels of skills and expertise than these CACs have yet been able to develop.

3.8 In the light of these findings, the mission recommends a close and joint examination by RGPSM and the Department of Education of a) how the roles of the various support agencies for teachers merge and b) which competencies for the various actors need to be developed.

3.9 The mission commends the establishment of the “Quality Watch” as a decentralised and participatory measure that encourages education professionals, local communities, members of District Resource Groups and District Units, and other concerned citizens, to engage with the process of promoting and sustaining elementary education of quality in the state. However at present this initiative is confined to EGS/AS schools and the mission recommends that this should be extended to formal schools as soon as possible. The major constraint the mission identified in this respect is the lack of convergence between RGSPM, which oversees quality in EGS/AS schools, and the Department of Education which is responsible for quality in formal schools. This convergence is necessary for improving the learning environment in schools and the mission recommends that strategies to promote convergence are worked out and implemented.

4. SYSTEM-SCHOOL SUPPORT

4.1 At the State level, the Integrated Project Management Information System for EGS/AS has been put in place to provide the fine grained detail on patterns of enrolment and attendance by all children which is required for management interventions. Under IPMIS, for example, reasons why children are not attending school are identified under ten heads to provide the necessary information to establish where non-attendance is amenable to remedial action by the project. The state still relies on the EMIS for data on the formal system and the Mission supports the state’s desire to extend the use of IPMIS, as a more dynamic planning and management tool, to the formal school system.

4.2 The nascent CRCs and BRCs are emerging as key institutions with great potential in a decentralised education system. The establishment of CRCs has, for the first time, provided previously isolated teachers with a platform where they can meet regularly to discuss academic issues and engage in problem-solving with their peers.

4.3 The proposed institutional reform envisages a major shift of responsibility to the CRCs. The nature of these responsibilities has been delineated in the reform proposal but the mission found that at the CRC level, awareness of, and readiness for, their new role was limited. The mission notes that the capacities of the Cluster Academic Co-ordinator to provide high quality academic support to teachers seem to vary and need to be developed in order that the supportive rather than supervisory functions of CACs is stressed. The mission recognises that to promote more informed functioning of CAC (who will be known in future as the Jan Shikshak), RGSM has prepared training courses of 3-4 days, a job chart, and other inputs. The mission appreciates RGPSM’s concern to identify suitable resource persons to assist in this and re-iterates its earlier remarks on the need to clarify roles and competencies of CACs so that training inputs can be well matched to requirements.

4.4 The decentralisation of elementary education envisages a key strategic role of academic support and leadership for the District Institute of Education and Training. The previous JRM

commented on the understaffing of DIETs and this problem is still in evidence. The mission concludes on the basis of discussions with DIETs visited and discussions at the sub-District level that DIETs have not succeeded in generating a demand for their services at the CRC and BRC level. Discussions with CRC/BRCs and subsequently with DIETs revealed that there is a mismatch in their perceptions of both their activities and their expected roles. While the CRCs/BRCs see a role for DIETs in documenting and disseminating innovations, and supporting research activities, and feel that they can generally solve their academic problems within the CRC/BRC chain, the DIET perceives its function as one of providing academic support.

4.5 To embed itself in the educational development of the District, DIETs need to move away from the current model of having a calendar of training activities related to programmes emanating from SCERT and move towards plans developed with, and reflecting the needs of, key actors at the District and sub-district levels. The mission believes that this would enable the DIETs to fulfil their expected role as a strong entity firmly rooted in the District. The potential for the DIET as an institution that supports the development of professional competence at the CRC level is clearly indicated.

4.6 The BRC level training of para-teachers involves the support of DIET staff who train master trainers and attend training at the block level. The capacity of DIET staff to provide appropriate professional support to primary teachers is often constrained by their lack of practical experience in primary teaching. The mission notes that the responsiveness of DIETs would be enhanced if experienced primary teachers were recruited as faculty.

4.7 Village Education Committees appear to be emerging as vibrant local institutions, with democratically elected members headed by the Sarpanch. The mission found evidence that they are actively involved in school development and are successfully increasing the local accountability of teachers. There is a movement towards involving VECs in the Quality Watch which will draw them into working on school development plans, and improvement of the learning environment. The mission also found evidence that the School Management Committees of the Alternative Schools, which have representation on the VECs, provide a forum for the representation of marginal communities' concerns on education and other matters.

4.8 At present, SIEMAT is a cell within the RGSM. In the forthcoming institutional reform, it will become an integral part of State Education Mission for the planning and management of elementary education.

5. SUSTAINABILITY

5.1 Attempts are under way to encourage all teachers to adopt a more child-centred approach to classroom processes. To develop further in the desired direction, teachers require further training in teaching approaches, assessment and evaluation, as well as more teaching-learning materials. A strong demand from below is emerging, and this presents a challenge for both DIETs and SCERT to become more proactive in response to the needs of the field in order to sustain the momentum generated by the EGS/AS schools. The mission notes that the

identification of suitable resource persons to support the professional development of primary teachers is a difficult process.

5.2 DPEP is investing a considerable amount in supporting quality initiatives in regular primary schools and since SCERT is viewed as the key agency with responsibility for improving the quality of pedagogical processes in formal schools. With a view to the improvement and future sustainability of pedagogical quality, the mission recommends that in future there should be much closer convergence and interaction between SCERT and the RGPSM.

5.3 The GoMP has taken a major decision to carry out institutional reform and adopt the mission mode as a means of enhancing the management of elementary education to achieve the goal of UEE for children aged 6-14 and increase adult literacy. The institutional reform envisages decentralisation involving PRIs and the local communities, and integration of mainstream elementary education, adult literacy and RGPSM structures at all levels. School clusters involving PRI representatives and community representatives are the focal point of planning, management and support for quality of school and classroom processes. The orders approving the institutional reforms were issued in September, 1999. The state proposes to register a society to carry out this work.

5.4 Implementation of the institutional reform is a highly complex process and progress may be reviewed by the next JRM.

5.5 GoMP will require intensive and large scale professional inputs to carry out the stipulated institutional reform at the district and sub-district levels. The mission urges GoMP to prepare a specific operational plan for implementing the plan, including a plan to mobilise technical assistance for building this capacity. The DPEP Bureau had requested the states to submit specific proposals for building capacity for sustainability of the gains of DPEP since DPEP I is reaching closure in about 18 months.

5.6 The RGPSM raised the issue of flexibility to the states to re-allocate funds within the approved categories. The mission responded that re-allocation within the categories may be considered as per approved procedures and guidelines, if RGPSM prepares specific proposals and submits those to the DPEP Bureau for action.

5.7 Allocation of the State budget for primary education is about 45% of the education budget. There is some evidence that expenditure on education has declined from 15.3% of the total State expenditure to 13.3% in 1998-99. By implication, expenditure on primary education is also declining. This is a cause for concern. The mission recommends that for financial sustainability of the gains made under DPEP, the allocations in real terms to primary education should increase and be sustained at the 1996-97 levels.

5.8 Expenditure to date is 98.7% of the released amount and 80.25% of the budgeted amount for DPEP I, and 93.6% of the released amount and 48.8% of the budgeted amount for DPEP II. The percentage of expenditure to the total project provision of DPEP II comes to about 33%. Release of state share in DPEP II is 13.5% which will fall further short with the release

of another instalment by the DPEP Bureau, which indicates the need for GoMP to expedite the release of its share. The SPD agreed to submit the audit report for 1998-1999 which was due on September 30, 1999 by December 15, 1999.

5.9 All civil construction works (BRCs, NPs, additional classrooms) under DPEP I and some 40% in DPEP II have been completed. The works are executed by panchayats with the support of technical staff of the RES. RGPSM has designed a 10 point checklist for quality check by a consultant team constituted at the state level, and sample evaluations by independent agencies are also undertaken. The mission team however noted seeping in a newly constructed school building and recommends that RGPSM obtain from supervising officials certification re: a) structural stability for 25 years; and b) leak proofing.

5.10 The mission appreciates the decentralisation process for the procurement of goods and services to the entities at the state, district and sub-district levels. The RPGSM may like to carry out procurement audits of these entities (SCERT, DIETs, BRCs) to confirm whether the agreed guidelines are being followed.

6. NEXT STEPS

1 In pursuit of the DPEP objective of making quality primary education accessible to children with disabilities, a closer focus is indicated in two respects:

- a) raising awareness at the District level of the educational needs of children with disability; and
- b) b) providing support to develop the District and sub-district capacity to take this forward.

2 To accelerate the process of changing towards a more child-centred approach to teaching and learning in the formal primary schools, SCERT might study those formal schools in DPEP districts where the pedagogical change process has been successful, with a view to identifying the enabling conditions that have supported these changes in teaching and learning, and replicating those elsewhere.

3 A focus on improving the quality of the pedagogy in EGS/AS schools has been initiated from this year. This needs to be continued and strengthened so that the schooling process moves from the approach geared towards imparting knowledge towards one that supports the development of inquiry, independent thinking and reasoning in children.

4 A more convergent approach to the management and promotion of quality across the primary schooling sector is crucial to the eventual sustainability of the project gains. The mission urges that the specific recommendations made in this report for joint action between RGPSM, SCERT and other Department of Education officials are followed in pursuit of this goal. In particular, attention needs to be paid to the mutual dissemination of good practices which emerge from successful reforms in both the formal and non-formal schools.

Appendix I

Madhya Pradesh State Report
Ninth Joint Review Mission – Follow-up of Recommendations

<u>State engineers</u> should consult specialists in education on various low cost amenities for children with disability and the <u>RGPSM</u> should consider other options to facilitate attendance of children with disability. (para 12)	No progress found re infrastructure RGPSM is working with 3 NGOs specialised in disability to develop appropriate interventions
<u>RGPSM</u> should finalise studies & analysis on monitoring attendance, repetition & drop out and fine tune their monitoring & evaluation process & the broader IPMIS for broader application. (para 13)	Attendance for EGS/AS schools is monitored. Studies have yet to be commissioned.
The development & use of supplementary TLM is recommended for all communities. (para 14)	The process has begun.
There is scope for improving the trialling process to receive relevant feed-back from the field. (para 15)	EGS/AS materials have been trialled. Further trialling of all textbooks and TLM by the state has not yet occurred.
There is a need to develop capacities (at all levels) to undertake internal monitoring & evaluation & impact assessment of the various interventions and support mechanisms that DPEP MP is facilitating. (para 17)	To be undertaken with MAS next year.
The under-staffing of DIETs is a key issue & needs to be addressed in an integral manner and in the context of proposed institutional reform plan for decentralisation of primary education services. (paras 19&20)	Some improvement in staffing of DIETS. Roles and responsibilities of DIETS need to be clarified; DIET performance remains an area of concern.
The implications for DPEP of experiences and new expectations resulting from decentralisation of educational planning and management to the profile and functioning of SCERT in the field of primary education need to be reviewed. (para 20)	Will take place to some extent as a natural outcome of the institutional reforms but understandings of SCERT responsibilities vis a vis qualities not convergent.
The current demand for education does not warrant the establishment of separate SIEMAT. The SIEMAT cell should stay within the SPO for the time being. The future role and status of SIEMAT should be included in the institutional reform plan for decentralisation. (para 21)	SIEMAT to be institutionalised as an integrated component of the proposed State Education Mission.

Intensive capacity building of project staff & functionaries at all levels as well as trainers is needed to gain deeper insight into processes & techniques of participatory management. (para 22)	
The proposal for planning & management should be brought to the local level & should be given immediate follow-up & progress should be shared with the Bureau and the state. (para 26)	Decentralised P and M is part of the larger process of institutional reform
Areas of VEC/CRC monitoring of attendance and retention of children and other areas require intensive monitoring by RGPSM . (para 30)	Attendance monitored by IPMIS. Studies on drop-out planned to estimate retention.
Special efforts should be made by SPO/DPO to build capacities at block, cluster & village levels to utilise emerging data. (para 30)	Introduced as an element in training programmes.
There is a need to further develop research & to strengthen capacities of existing institutions in qualitative research. (para 31)	Remains a weak element. Finding suitable resource persons is problematic.
DPEP MP should assess its overall strategies to improve teaching/learning processes & children's learning outcomes & review issues (para 35)	Quality Watch introduced. Teachers' understandings of planning for and evaluating children's learning outcomes still weak.
The impact of academic decentralisation needs to be monitored & documented. (para 36)	No evidence.
Further attention needs to be paid to how CRCs can facilitate the process of teacher monitoring children's progress. (para 36)	Some training inputs given on this; remains a very important area for ongoing support.
DPEP MP needs to ensure during all training and induction of GPs maintenance of school facilities is treated as an important and essential liability & should be an integral part of the AWPB process. (para 42)	Policy decision awaited.
GOMP & RGPSM should consider the lessons of EGS & AS to see if some of the innovations could be implemented in formal schools. (para 43)	Key area for the sustainability of DPEP interventions. Limited attention by RGPSM because FPS fall under SCERT.
Strategies need to be worked out to ensure that the district level resource group is institutionalised & sustained. (para 44)	Expected to be a component of the institutional reform.

*Appendix II***Madhya Pradesh State Report Matrix**

KEY FINDINGS with regard to each of the four main areas of observation highlighted in the TOR	STATE MADHYA PRADESH
A. Progress towards the DPEP's outcome objectives:	
1. SCR	Data available for Formal Primary Schools only (not AS/EGS). Shows decline in SCR in both Phase I and II Districts. 20% FPS have capacity to accommodate more children as they have less than 20 children per classroom while 20% FPS have more than 60 children per class room. SCR not an appropriate indicator for AS/EGS schools as open plan. Need to develop different indicator Child/sq. metre ?
2. GER/NER	Total GER shows an increase for both Phase I and II Districts. National and state data differ on grade 1 enrolment with state (FPS and AS/EGS) data suggesting an increase for both Phase I and 2 Districts while national data (FPS only) suggests an improvement for Phase 2 districts only with Phase 1 Districts showing a decline.
3. Repetition	Steady decline in repetition rates according to national data. The state questions the accuracy and usefulness of this concept.
4. Retention	Closely monitored by IPMIS for EGS/AS schools. On non-attendance, the State Lok Sampark Abhiyan (1996) found: 27% children are working children; 20% looking after cattle; 15% involved in sibling care; 12% drop-out because of the weak financial position of their families; 8% are migrating.
5. Karnataka/Tamil Nadu Studies	Not applicable
6. PTR	Some rationalisation in the deployment of teachers is required. Over 38% of teachers are working with less than 30 children while 32% of teachers have more than 45 children.
7. Attendance rates	No data available for formal schools. In EGS/AS the range is between 76-96%.
8. Learning achievement	Unclear.
9. Andhra Pradesh/Gujarat MAS	Not applicable.
10. Equity data	Universal access to primary education achieved in 1998.

11. Girls	<p>The Alternative Schools (AS/EGS) programme is the state strategy to increase the enrolment and retention of girls.</p> <p>State views female teachers as vital for the continued education of girls in grades 4 and 5 and has 49% female teachers in alternative system.</p> <p>Formal Primary Schools (FPS) shows some improvement in male to female teacher ratio although, at 25%, it still lags well behind AS.</p>
12. ECE	Close co-operation between DPEP ECE and ICDS.
13. Disadvantaged groups	<p>RGPMS very conscious of equity issues.</p> <p>The Alternative Schools programme is the state strategy to increase the enrolment and retention of S/C, S/T and working children.</p> <p>Study being undertaken in Jhabua on migrating children.</p> <p>Pace of implementation for disabled children slow: 3 NGOs recently contracted to work on issue of primary schooling for this group.</p>
14. AS	Major investment in Alternative Schooling in the state using both DPEP and state's own resources. EGS promises an Alternative School within 1 km of every habitation presently un-served, on demand.
B. School-level change: Evidence of and planning for improved quality in terms of "inside school processes" and school community interaction:	
1. School plans	Exist but are currently little more than school calendars.
2. School quality	<p>Encouraging progress in EGS/AS schools and planning for improvements ongoing.</p> <p>Some signs of improvement in FPS but sharper planning desirable.</p>
3. Community	AS School Management Committees and Village Education Committees democratically elected and linked into the PRI system. SMCs VECs take active interest in running of school but limited to teacher and pupil attendance rather than the quality of learning.
4. Nature of children's interactions	Class room organisation provides the basis for more active learning by children.
5. Teacher attitudes toward and interactions with children	<p>Teachers interacting with children sensitively. However limited evidence of different approach to teaching-learning: still generally teacher-centred and oriented towards gaining knowledge from a text book.</p> <p>Teachers in formal school particularly resistant to new messages.</p>
6. Recording of children's progress and feedback from teacher	In-service teacher training needs to help teachers understand evaluation as a means of identifying areas where individual children need particular support, and as an interactive process for planning for future lessons.
7. Textbooks/TLMs	<p>Limited in availability.</p> <p>Budget for EGS/AS schools for TLM available.</p> <p>Materials bank not yet available at the CRC.</p>

8. Professional support	Available through CRCs and BRCs. DIET not giving adequate professional support and not seen as requiring to do so by CRC and BRC. Role of DIET remains major issue since for teachers it seems to overlap with BRC.
9. AS/para-teachers	Training of para-teachers adversely affected by recruitment of trained staff as Shiksha Karmi by FPS. RGPMS had to recruit and staff AS with untrained teachers to keep schools open. Teachers received training afterwards.
10. Disadvantaged children in classrooms	No evidence of disadvantaged groups being spatially isolated.
11. Migrant children	Migrating children account for 8% of drop-outs State wide. Two districts affected greatly by migration. RGPMS conducting research in Jhabua on migrating children and definitions of equity.
12. Tribal language	Language not just an issue in tribal areas. Dialect varies from place to place and can affect other sections of the populations likewise. AS addressing the issue through employment of para-teachers from community. Teachers from outside have difficulty.
C. System-school support: To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP states and districts.	
1. BRC/CRC overload	BRCs understaffed. CRCs require comprehensive preparation for expected new role as Jan Shikshan Kendra.
2. BRC/CRC autonomous capacity	BRC/CRCs believe they have the capacity to provide academic support to teachers but would like the DIET to disseminate lessons learnt across the district and to build their capacity to research class-room processes.
3. DIET-BRC-CRC-School links	Strong links between CRCs and BRCs but lack of evidence of linkage to DIET and above.
2. SCERT/SRG/DIET/ BRC/CRC pedagogical vision	Vision exists but not being translated into action in some FPS.
5. Teacher pedagogical understanding	Some progress in both AS and FPS but FPS generally lagging behind.
6. Teachers – Pupil learning assessment	In evidence in EGS/AS but still limited to listing competencies rather than proactive planning tool.
7. Decentralisation of training	Training decentralised to BRC and CRC.
8. Grassroots planning capacity	Formats sent out from District with intention to build on this through capacity building.
9. Two way flow of information	Improving.

10. PRI involvement	<p>Heavy involvement of PRIs - with GP Sarpanch heading a VEC representative of different education interest groups in community.</p> <p>SMC created for AS and having representation on VECs.</p> <p>Proposed institutional reform would strengthen link with PRI with empowerment of cluster. CRC would be linked to GPs.</p>
11. Institutional involvement in DPEP processes	<p>State government very supportive of DPEP initiative through the "mission".</p> <p>Education sector trail-blazing institutional reforms with the state government. This is both a risk and an opportunity.</p> <p>More convergence of DoE/RGSPM desirable.</p>
12. Implementation on schedule?	Yes
D. To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP 1 and UPBEP states and districts, and efforts and progress made in terms of maximising the programme's impact on the primary education system as a whole.	
1. Teacher vacancies	Some rationalisation required.
2. PTR	See A6 above.
3. Increase in female teachers	Some increase in female teachers in 3.2 Female to male teacher ratio in FPS virtually 50%
4. Para-teacher recruitment criteria	Class 12 but can be dropped to class 10 where AS cannot recruit someone from the habitation at Class 10.
5. Para-teacher professional development	Training at BRC; clarity of RGSPM vision in inputs to be given evident.
6. Evidence of impact of DPEP on main system at institutional level	<p>DPEP has supported development of EGS and AS which has demonstrated that universal access possible. The RGPMs as the DPEP implementing agency proposes far reaching institutional reforms.</p> <p>Current parallel systems would be of concern if there is no convergence in the near future.</p>
7. Evidence of impact of DPEP on main system re pedagogy	<p>Limited convergence and cross-adoption of pedagogical advances made in EGS/AS schools formal schools.</p> <p>This is an area for concern. Division of responsibility for DPEP inputs and outcomes split between RGPMs and SCERT. Action towards convergence by state government required.</p>
8. Performance of SRGs/DRGs	Little evidence of them.
9. Future of SRGs/DRGs	Unclear.
10. Steps taken re sustainability	Comprehensive institutional reform cleared in September and now reaching implementation stage.
11. AS Sustainability	Proposal for institutional reform will bring FPS and AS under a single framework at sub-district level e.g. cluster.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME
10th JOINT REVIEW MISSION AND SECOND IN-DEPTH REVIEW MISSION

MAHARASHTRA STATE REPORT
(13 - 20 November, 1999)

1. INTRODUCTION

1.1 The 10th JRM and 2nd IDRM was represented in Maharashtra by Mr. Philip Cohen (EC) Mr. Shailesh Shukla (GOI) and Mr. Roger Bonner (DFID). The objectives of the Mission were to assess progress towards DPEP's outcome and process-related objectives. There were four main areas for exploration and observation during the mission: (a) progress towards outcome related objectives; (b) school-level change; (c) system-school support; and (d) sustainability.

1.2 The team held discussions with the state project officials and officials from other districts that were not to be visited on the 14th Nov, then further discussions with the SPO on 18th and 20th Nov and visited Jalna district on 15th-18th Nov. Further discussions were held on the 17th Nov at MIEPA in Aurangabad and on the 18th Nov with the Text-Book Board and MSCERT at Pune. The team also had a brief interview with the Hon. Jaisinghraoji Gackwad, Minister of State, Ministry of Human Resource Development GOI who was on an introductory tour of Aurangabad district.

1.3 At district level the team held discussions with the President of the Zilla Parishad, Chairman of the ZP Education Committee and other district officials, visited schools, a centre for NFE, a BRC, CRC, DIET, and MIEPA, and met members of VECs, MTAs and parents. Unfortunately the team were unable to observe any real classroom transactions of any form as the visit coincided with the Diwali holidays. The team members would like to record their appreciation of the support and assistance given by Shri Rameshchandra Kanade (Secretary for Education, Government of Maharashtra), Shri Mohan Awate (State Project Director), and his associates, particularly, Shri Vijay Sevekar and Smt. Smita Kakan, and the President and members of the Zilla Parishad, Smt. Radhika Rastogi the CEO Jalna, the members of the VECs and MTAs, teachers, parents and the personnel at the BRC, the CRC and the DIET.

2. PROGRESS TOWARDS THE DPEP'S OUTCOME RELATED OBJECTIVES

Access

2.1 The ongoing strategies for improving access includes, opening of 861 new schools, NFE centres (Prerana), upgrading school size by addition of class V in about 1600 schools, district wise survey of out-of-school children, contract schools for 6-9 age group, group residential schools, condensed courses and special projects for urban out-of school children. Involvement of VEC and MTA members to bring out-of-school children into school. Formation of SRG and DRG (ALS), seasonal hostels for migrating children, brick kiln and sugar cane schools, integrated admission campaigns,

2.2 There is an overall improvement in total enrolment in both DPEP-I and DPEP-II districts. The rate of increase in the enrolment in the former is faster than the later ones.

2.3 The ongoing DPEP construction programme along with other state initiatives to construct new primary school classrooms will eventually help to decrease the SCR. This can only hold true if the location of the new infrastructure is based upon sound information gathered through the micro-planning exercise. However, if the district administration does not initiate a scheme that will attract and retain good quality supervising engineers into DPEP the present quality of the infrastructure is going to decrease. This will have an adverse effect upon the communities who are presently highly motivated towards developing the school compounds.

Enrolment

2.4 The EMIS reports indicate that the GER for Aurangabad, Latur and Osmanbad districts has been improved between 1997-98 and 1998-99. However the declining trends in the reported GER in some DPEP-I districts and in a majority of DPEP-II districts is an issue for further study. This could be attributed to large-scale enrolment of underage children in the earlier years. The percentages of under-aged children in class one in DPEP-I districts has increased from 16.34% in 1997-98 to 24.72% in 1998-99. Examination of the EMIS reports of Jalna district has revealed some discrepancies in data with regard to the reported NER for SC and STs for the year 1997-98. As mentioned earlier, the reduction of under-age children who were enrolled earlier, especially in class one could be one of the reasons for the decline in GER and NER. It is hoped that a state level study (Karve Institute of Social Service, Pune) on enrolment, attendance and retention of primary school children in DPEP-I districts will take care of these aspects and perhaps give better estimates.

Repetition

2.5 The repetition rate is on a decline from 5.92 to 4.11 in DPEP-I and 6.44 to 5.74 in DPEP-II districts between 1997-98 and 1998-99. However, the EMIS data indicates that in DPEP-II districts the share of girls to total repeaters has been increased from 47 to 49%. The repetition rate will further reduced with the diminishing number of underage children in class I. GoM may wish to initiate special remedial measures to improve the repetition rate of girls by ensuring a female friendly environment in the primary school environment.

Retention

2.6 The indicators provided by the SPO suggests that retention is improving. National level study on EMIS also confirmed this by putting the annual crude drop out rate ranges from 5-8% in 1996-98 in the DPEP-I districts. However large-scale enrolment in earlier years might have caused in the inflation of current drop out rate, which is 15.70%. The sample studies conducted in four DPEP-I districts and three DPEP-II districts on school efficiency using cohort method reports the reduction of drop out rate in general. However, drop out rates are considerably high in class - I in the districts of Osmanabad, Gadchiroli and Jalna. Sample study of 80 schools in Jalna, the district visited by the team also concluded the decline in overall drop out rate by one percent in the last one year. Similar studies coupled with existing microplanning data considering gender and special focus groups desegregation would perhaps throw useful insights for designing area-specific strategies.

Teacher Deployment

2.7 GoM has begun to use the important identified indicators like PTR for teacher deployment and rationalisation. The SPO has identified the schools with PTR less than 30 and more than 50 and shared the list with district functionaries, Directorate of Education and

Zilla Parishad members to make well-informed decisions with regard to teacher rationalisation and redeployment.

2.8 The attendance reported in EMIS verified by SPO. The district level monitoring has also given impression of increasing attendance. The existing EMIS is being upgraded with a field on attendance for monitoring class-wise attendance. The findings from state level study are awaited.

Learning Achievement

2.9 The findings of BAS and MAS studies have been shared with the team. The comparison of student achievement indicates significant improvement in language and mathematics except Nanded in class III and Parbhani in class I. The performance of girls, rural students and special focus groups like SCs/STs is poor and therefore warrants special attention. The mean achievement level of class III SC/ST students in maths has significantly come down by two percent in MAS than BAS. The average achievement of levels at the end of 4th test in 50 schools under the multi-grade project has significantly improved in language and by five percent in maths. While the effects of intervening variables have been taken into account by the state, refocusing training strategies considering gender, social groups, rural-urban and district specific variations should follow especially targeting penultimate classes. Local support structures like DRG/BRC/CRC/VEC/MTA should be sufficiently oriented and encouraged for better learning achievement and closely involved in pedagogical renewal processes. GoM has made considerable advancement in use of EMIS data and have included attendance and achievement in the EMIS formats. The results are still awaited for 1999-2000.

Gender Disparity

2.10 Gender disparity in terms of enrolment in school is not so high, ranging from 47-49 in both DPEP-I and II districts. The participation of girls in general has increased from 1997-98 to 1998-99. However, a study carried out in 100 villages of Jalna district suggests that there is a sizeable difference between boys and girls attending NFE centres in the district. Share of girls to total enrolment in DPEP-II districts is little less than in the non-DPEP districts. The proportion of girls out-of-school is also high. GoM could perhaps, with the help of SRG/DRG (gender), build a successful initiative of involving MTAs for improving the educational performance of girls. *Ball Anand Malava* along with involvement of *Mata Palak Songh* at village level has been helpful in improving female enrolment.

ECE

2.11 Convergence is evident in terms of opening of new Balwadis where ICDS Balwadis are not in place. Training for ICDS Tai and Balwadis Tai (female caretaker) has been imparted.

Out-of school children and ALS

2.12 The team visited two ALS centres in Jalna districts and had an opportunity to interact with ALS co-ordinators and children. The use of TLM/ SLM was found to be useful in making classroom interaction interesting and inspiring.

2.13 Micro-planning data put out-of-school children as high as 3,35,290 for which Prerana Centres (NFE) and 182 contract schools for the children of school-less habitations (age 6-9) have been established. Besides these two initiatives, GoM has adopted many diversified strategies. There are sugar schools in Nanded and Osmanabad, brick kiln schools at Nanded, core groups for 9-14 children in urban Jalna, proposed condensed courses in 1536 schools in Parbhani and Aurangabad, 15 group residential schools in Dhule and Gadchiroli, and a

seasonal hostel on experimental basis in Beed for seasonal labourers engaged in sugarcane harvesting. It is expected that GoM will continue with these efforts for the mainstreaming of ALS beneficiaries. Reflections on expanding the reach to more girls, expediting the functioning of contract schools and condensed course centres as proposed in DPEP-II districts, closer and effective involvement of CRC/BRC, strengthening DRG/SRG for ALS, compensation and capacity-building of ALS instructors and evaluation of current ALS strategies especially in DPEP-I district would also be helpful. An attempt to use micro-planning data to identify disabled children has also been made in Jalna district. From the available EMIS generated information, micro-planning for special studies can be generated and GoM can identify 'special watch' districts on the basis of their DPEP performance on target declared objectives through a set of important indicators. GoM has already making a list of such districts with PTR less than 30 and greater than 50 for teacher rationalisation and redeployment, GoM can build upon this, taking some more indicators for preparing a list of 'special watch' districts.

2.14 ALS teachers receive pre-service training. All non-formal (Prerana) centres are supplied with a TLM kit. This was designed at state level and is replicated by the districts. Plans are in hand for ALS teachers to have monthly meetings similar to the Gatsammelan for teachers in the formal system.

3. SCHOOL LEVEL CHANGE

Civil Works

3.1 The supply of drinking water, demarcation of school compounds and classroom designs that address improved levels of lighting and ventilation will all contribute to an improved learning environment. Unfortunately the Innovation Fund has not been utilised. This fund allows the SPO to make use of consultant architects and specialists to refine the educational infrastructure designs in a manner that will greatly enhance the learning/teaching environment. The number of schools without drinking water facilities and girl's toilets has reduced but it still remains a major issue as in the Phase-1 districts 63% of school's are without girls sanitation facilities with more than 80% in the Phase-2 districts.

School Plans

3.2 Every DPEP school has a school plan which is developed by the teachers and the VEC. The cluster head is aware of this plan. Implementation is recorded daily in a notebook that is kept by the teachers. Cluster heads work with schools on their development plans and on their overall development.

Attitude of Villagers

3.3 In as many as 90% of villages the villagers, through the VEC and MTA, are actively donating sites for school infrastructure as well as cash to supplement the DPEP contributions. This is all contributing to a sense of ownership and there is a strong feeling that the villagers are making informed decisions about how the school develops. However, there is a need to re-examine the relationship between VECs and the PR institutions. VECs are taking their school management role seriously and contributing a lot of time and resources for developing the primary school infrastructure. These initiatives are not always acknowledged when the local Panchayat allocates their resources meant for primary education. In this respect there is little evidence of convergence with other state-funded schemes. This could have repercussions when considering sustainability of the DPEP initiatives.

3.4 In discussions with the VEC and MTA the team heard that more children are going to school (thanks in the main to the efforts of the MTA) and more children are staying in school, also that the teachers' attendance was more regular than before. The words 'joyful learning' were frequently used and the team did hear that children are happier and their learning greater than before. Further understanding of the implications of DPEP was difficult to discern.

3.5 The present arrangement whereby the VEC is given the responsibility to utilise the DPEP money made available for maintenance and also to be responsible for constructing the toilets (when they are built). Then having to take a back seat when new school construction with DPEP funding is carried out with the Panchayat Raj purchasing the materials and nominating a petty lump-sum contractor to implement the project needs to be examined. The team felt that unless transparency in all transactions is ensured, this division of responsibility could actually build a barrier between the two parties that may prevent real community participation, thus presenting a possible obstacle to sustaining the present community initiatives.

Classroom Observations

3.6 Since the team's visit coincided with the Diwali holiday it was only possible to see children in school on two brief occasions. Time did not allow the team to draw valid conclusions on the nature of classroom transactions. However, in discussions with district and block level officials it was eventually agreed that as many as half the classrooms in the district are in fact multigrade classrooms. It appears that the term 'multigrade' is thought to apply only to classrooms in which one teacher is responsible for children from Standards I to IV or I to V. However, in the many two- room schools teachers are having to cope with children of varying standards. The team would have liked to see more evidence of support for teachers in multi-grade situations, both in training programmes and in core textbooks.

3.7 Many of the classrooms that the team visited had been painted in bright colours with lively wall paintings and texts – frequently in three languages. The team saw ample evidence of original TLMs and SLMs. Some of the SLMs were rather fragile and it was not clear how children could make full use of them, either on their own or in groups, without substantial help from the teacher. The team was told that the majority of classrooms have learning corners. It is clear from what was displayed in classrooms that children are encouraged to make use of locally collected materials.

MLLs and Competency Based Education

3.8 Maharashtra has adopted the concept of Minimum Levels of Learning (MLLs) but instead of using that specific term which was seen as being ambiguous the approach to teaching and learning used throughout the state (in both DPEP and non DPEP districts) is called Competency Based. Children's progress is recorded on report cards. Formats for the evaluation of children's competencies have been prepared at state level and are in use in all primary schools. Core textbooks contain lists of competencies and the specific ones to which material relates are listed alongside that material. All copies also contain notes to help the teacher to use this material. Frequently TLMs and SLMs prepared by teachers and cluster and block level staff are also designed to aid a child to achieve mastery in one or more specific competencies, which is highly laudable.

Textbooks

3.10 The Maharashtra State Textbook Board is responsible for developing and producing textbooks for all primary standards and subjects. These are all competency based and are in

use throughout the state and not simply in DPEP districts. The board has benefited from DPEP funding, in particular for the modernisation of its desk-top publishing unit.

3.11 Maharashtra has an enviable track record in developing, manufacturing and distributing textbooks on a large scale. Each year the Textbook Bureau produces as many as 7 crore books in eight languages. In non DPEP districts SCs, STs, Nomadic Tribes and economically backward children receive free textbooks (this amounts to approximately 25% of all children), but these are often not in pristine condition since they are supplied from 'book banks' of second-hand copies. Girls in development blocks in DPEP districts who do not fall into the above categories receive free books funded by the state. In non-development blocks these do not receive free textbooks although DPEP guidelines allow for this scheme to be funded. All other students have to pay for their textbooks, which are sold on a 'no-profit-no-loss basis' through the commercial book trade. The books themselves now undergo an elaborate process of trialling and feedback and are updated annually. Complete renewal of content is limited to once every five years.

3.12 Although textbooks contain workbook-style material children are not encouraged to write in them. This means that they have to copy exercises on to their slates. Opportunities for the books to be used for group work seem somewhat limited. As noted above, all textbooks contain material specifically for the teacher's benefit. The textbook bureau is experimenting with dividing textbooks into two so that at any one time a child only has to carry half the year's material.

Professional Support for Teachers

3.13 On-site professional support for teachers is provided by headmasters, cluster co-ordinators, ADEIs and BRC subject experts. Grievances are dealt with informally by cluster co-ordinators and ADEIs or in monthly teacher meetings called Gatsammelan. Formally written grievances are handled by BEOs.

Children with Disabilities

3.14 Some small initial studies have been carried out on children with disabilities. As a result, teachers are now encouraged to make sure that children with impaired vision or hearing sit at the front of the class. The team was assured that there is no discrimination in the classroom other than this.

Migrant Populations

3.15 Maharashtra has several migrant groups and are beginning to address the educational issues that they raise, particularly those of children involved in the sugar industry. Co-operatives have contributed accommodation for 'sugar schools'. Other interventions are planned.

Tribal Populations

3.16 The MSCERT has had a tribal dialect cell since 1975. Under DPEP it is working to reduce drop out of tribal children. It has developed a handbook for teachers in tribal areas as well as glossaries and audio-cassettes of tribal dialects. The aim is to achieve a smooth transition from tribal dialects to Marathi, which the team was told was the language of instruction preferred by parents.

4. SYSTEM – SCHOOL SUPPORT

BRCs and CRCs

4.1 Although the team was assured that BRCs and CRCs are not overloaded with non-educational functions or unrealistic expectations a large open meeting with cluster co-ordinators, headteachers and teachers led it to think that the proportion of time that could be spent on academic issues was limited. There has clearly always been an educational bureaucracy in Maharashtra as there is throughout India, but the advent of DPEP has intensified it.

4.2 The BRCs often operate from the same premises as the Block Education Office since they have no premises of their own. Another limiting factor is that, in the district that the team visited several BEOs were also acting as BRC co-ordinators which places far too great a load on one person.

4.3 CRCs certainly do have an impact on learning outcomes. In Maharashtra CRCs or similar entities have existed for many years and are an essential part the structure of education throughout the state and not simply in DPEP districts. Cluster heads frequently visit and provide on site professional support to teachers by demonstrating teaching techniques and helping with students' evaluation and testing. The impact of the BRCs was less easy to identify. The district that the team visited is a large one and BRC officers are severely hampered by not having transport. Seemingly two vehicles that should have been available for them are being used on other DPEP business.

4.4 The team was assured that both BRCs and CRCs are responding more and more to local needs. This proved a little easier to confirm with regard to CRCs and can only be assumed to be the case with regard to BRCs.

Resource Groups

4.5 Block and cluster level resource groups have been set up to mirror similar groups at state level. These deal with specific DPEP components such as Integrated Education, Alternative Schools and Civil Works. The groups consist of good teachers, cluster heads, ADEIS and are augmented by personnel from DIETs, secondary schools and D.Ed teacher training colleges. They primarily concentrate on planning but also give attention to implementation and monitoring.

DIETs

4.6 The chain of support that existed in Maharashtra before the advent of DPEP was clearly a strong one but did not include all the levels that apply in DPEP. In DPEP districts the two weakest links in the chain are those that have been added to it most recently. These are the DIETs and BRCs. Both suffer from the lack of suitable premises – the BRCs more so than the DIETs. The DIETs suffer further in that not all authorised posts are filled and that those which are filled by deputation. These factors cause the DIET staff to be somewhat demoralised which is not difficult to understand. The DIETs are seen by the state as assuming academic leadership in the district. They are seen by the MSCERT as being its out stations able to carry out training, academic support, the development of materials and many other tasks closer to the end users. Until they are given the necessary resources and support by the state government these will continue to be visions rather than facts.

Horizontal and Vertical Linkages

4.7 The team was assured that horizontal linkages between the block level structures of DPEP and other agencies such as PHC, ICDC-Balwadis/Anganwadis are good and are strengthened on the basis of local need.

4.8 All primary education is competency based throughout Maharashtra. This has a direct influence on curriculum development, textbooks, TLM, training, delivery and learner assessment. There is therefore no doubt that all entities in the structure of education (MSCERT, SRGs, DIETs, BRCs, CRCs, the Textbook Bureau and MIEPA (the Maharashtra Institute of Education Planning and Administration) have a common understanding and view of the education process.

4.9 Members of SRG/DRG/CRG, officers supervising primary schools, district and block level institutions, headteachers and teachers are all involved in the implementation of the different activities of DPEP. The MSCERT plays a major role in developing training materials and organising cascade training for both Phase 1 and Phase 2 districts.

Ownership of the New Pedagogy

4.10 It is clear from discussions that the team held in both a Phase 1 and a Phase 2 district and at state level that teachers are accepting the new pedagogical understanding. Greater dialogue is required to ensure that they acquire ownership. Maharashtra carried out a major programme of in-service teacher training called SMART-PT which benefited teachers in both DPEP and non DPEP districts. The initial training does not involve supervised classroom practise. This follows under the management of CRCs once the initial training has been completed. Teachers have therefore not been able to see the new form of classroom transaction before having to carry it out themselves. This surely inhibits ownership.

Assessment

4.11 Maharashtra has put in place a series of very practical measures to enable teachers to understand and measure pupil learning. These are based on the children's acquisition of competencies and involve the use of formats for child's record of achievement and progress cards. The team was unable to judge whether district and sub district level trainers are of adequate quality.

Distance Education

4.12 Distance education is in its infancy in the state. The material that has been developed but not yet introduced is closely linked to DPEP. The SIET has selected AV programmes for distribution to block level.

4.13 The team was assured that there is local specificity in training but this does not seem to apply to major training programmes delivered in the cascade mode, but to local initiatives such as puppetry, Active School TLP (where core textbooks are dispensed with and replaced with self learning cards) and scholarship preparation training.

Multi-Grade

4.14 In one taluka in the Phase 2 district that the team visited 50 schools where multi-grade is the norm are receiving special attention. A special workshop for trainers was held at IIE in Pune followed by a 5-day workshop in Mumbai where actual teaching in multi-grade classrooms was demonstrated. All the teachers in the 50 schools as well as CRC co-ordinators then received 5 days training. Additional educational aids and materials for study corners

have been supplied to the schools. The results of this experiment are awaited with interest since so many classrooms in the state are in fact multi-grade.

Use of Data

4.15 The state authorities claim that basic information systems are generally reliable, timely and relevant. The team questioned whether the information is being properly analysed and whether useful conclusions are being drawn from it. School development plans are put together at monthly meetings of the VEC and the views of the MTA, Panchayat Raj and the local community are also sought. The results of the micro planning exercises that have been carried out are used in the planning process.

4.16 There could be greater emphasis throughout the DPEP districts and at state level on the interpretation of data rather than simply on its collection. As far as the team could learn no comparison is made between the learning outcomes in different blocks nor, if there are marked differences why these should be so.

Decentralisation of the Planning Process

4.17 The planning process is becoming more and more decentralised with discussions being held and decisions being taken closer to grass roots level than before. In one meeting was told by the VEC that it would not wish to be responsible for the finances of its school and that this should be left to the Panchayat Raj. The implication was that the VEC would prefer to avoid involving itself in what it saw as 'political' activity.

DPEP as Additionality

4.18 DPEP is clearly emerging as additionality to on-going activities. This applies in particular to ECE centres, contract schools and the provision of para teachers and the provision of free textbooks where not previously allowed for.

MSCERT

4.19 The MSCERT is playing a major role in DPEP. It was a strong institution before its inception and it has been able to offer major inputs through its specially formed DPEP cell and through several of its existing cells. It works in close co-operation with NCERT in Delhi and many of the training programmes that MSCERT carries out use NCERT material that has been locally adapted specifically for use in Maharashtra. This applied particularly to the competency based form of education favoured in the state. MSCERT is also involved in action research, BAS-MAS, Baseline MGT, MAS for MGT and in participation in research studies. The links between MSCERT and DPEP are close and would be closer if the DIETs in the project districts were fully staffed and if all of them had appropriate premises.

MIEPA

4.20 The state's equivalent of a SIEMAT is the Maharashtra Institute of Education Planning and Administration – MIEPA which is housed in Aurangabad. Although it has a building this is in need of major renovation and signature of a contract with the chosen contractor has been seriously delayed. The institute has a limited number of staff members all of whom are on deputation. MIEPA has a vital role to play in DPEP but owing to a lack of will seemingly on the part of state level authorities it stands very little chance at present of being able to play that role before the project comes to an end. Previous JRMs have drawn attention to this woeful state of affairs but nothing has been done to rectify them.

Management/Financing

4.21 The SPO believes that implementation is proceeding on schedule, however the Summary of Spending Patterns in DPEP States prepared by the World Bank tells a different story. As of November 1999 the proportion of Phase 1 funds that Maharashtra has spent is 58.56% and of Phase 2 funds 15.34%. In both phases the state is one of the lowest spenders. Possible reasons for these disparities may be (a) that 70% (quality enhancement) expenditures have been overestimated (b) that AWPBs do not allow for completion – particularly of Phase 1 activities – to be achieved by 2001 (c) that the regular late release of funds by GoM leads to a shortage of funds from October to December each year and (d) that contributions from GOI and GoM are not received on time or at all.

4.22 Planning and budgeting are handled separately. Funding needs for the last year of DPEP-1 have been assessed and the figures passed to GOI. In the view of the SPO there is unlikely to be an overall saving and therefore there is no need for reprogramming.

4.23 Expansion into DPEP-11 districts slowed down the activities in DPEP-1 districts to a certain extent and this must in part have been due to pressures on the SPO which is understaffed.

5. SUSTAINABILITY

Teacher Vacancies

5.1 There are approximately 4,300 teacher vacancies in the DPEP districts as compared with 15,000 in the state as a whole. GoM has not recruited any teachers for the past two-years but plans to recommence recruiting on a twice-yearly basis in 2000.

5.2 PTRs have been analysed across districts and blocks and districts have been told what corrections they need to make.

Women Teachers

5.3 The percentage of women teachers has increased from 22.78% to 27.15% over the last four years but is still relatively low. 50% of all new teachers that are recruited will be female.

Para Teachers

5.4 It is not intended to recruit para teachers. There are sufficient available qualified teachers to make this course of action unnecessary except for ALS teachers sponsored by VECs and appointed by District Project Co-ordinators. These para teachers receive 10 days training by IIE. It is also planned that they will have a monthly meeting similar to the Gatsammelan meetings of regular teachers.

Impact on Non DPEP Districts

5.5 DPEP has impacted on the system as a whole particularly where the competency based syllabus and core textbooks are concerned. The concept of 'joyful', activity-based classroom teaching is practised throughout the state. Also SMART-PT, the major in service teacher training programme, was not limited to teachers in DPEP districts.

5.6 Other DPEP initiatives that are achieving state-wide acknowledgement and take up are multi-grade teaching, VEC capacity building and programmes related to gender equity. The SPO sees distance learning as having potential impact throughout the state and feels that once

MIEPA becomes an effective institution it will play a major role in propagating DPEP initiatives.

Exit Strategies

5.7 Maharashtra has done little so far to develop its exit strategies. This is understandable in that institutions that will be crucial to the smooth transfer of pedagogical, organisational and managerial interventions from DPEP to the state are still not functioning properly. These are MIEPA, DIETs and BRCs.

6. NEXT STEPS

1. Unfilled posts in the SPO to be funded and filled by 1 January 2000.
2. GOI and GoM funds for DPEP to be released to the SPO as soon as they become due in order to maximise project activity and minimise potential under spending.
3. Unless firm decisions and agreed implementation schedules for
 - (i) MIEPA's building and staffing,
 - (ii) DPEP project district DIETs' buildings and staffing and
 - (iii) DPEP project district BRCs' buildings.

can be reached by GoM by 30 November 1999 the state's exit strategy should be prepared without taking these institutions into account and that funds budgeted within DPEP for these activities should be reallocated or cancelled.

* * *

*Appendix I***Maharashtra State Report****Ninth Joint Review Mission – Follow-up of Recommendations**

Sr. No	Recommendations	Actions
1.	The team recommends that the SPO and DPOs prepare a plan for meaningful utilisation of unutilised project funds and dovetail it with the '99-2000 AWPBs during the mid-term review of the annual plans.	Utilisation plan has been prepared and shared with GOI.
2.	The team recommends that each Phase -1 district prepare a plan to provide for 100% access and integrate it with the '99-2000 annual plans.	
3.	The SPO and GoM must resolve the issue of BRC buildings and expedite their construction.	Final negotiations with the original contract agency is now complete. The resulting report awaits the Minister of Education's signature before the recommendations in it can be enacted upon. See appendix three for more details.

*Appendix II***Maharashtra State Report Matrix**

KEY FINDINGS with regard to each of the four main areas of observation highlighted in the TOR	MAHARASHTRA
A. Progress towards the DPEP's outcome objectives :	
1. SCR	<ul style="list-style-type: none"> The average SCR for 1998-99 ; Phase-1 - 43.35 Phase-2 - 43.65
2. GER/NER	<ul style="list-style-type: none"> GER for 1998-99 is in the range of 100.78 to 128.47 while NER is in the range of 83.97 to 97.88. Decline in some districts due to large scale reduction in under-age children.
3. Repetition	<ul style="list-style-type: none"> Reduction in repetition rate during 1998-99 is as below :- Phase- 1 - 5.92 to 4.11 Phase- 2 - 6.44 to 5.74
4. Retention	<ul style="list-style-type: none"> Dropout rate in Phase-I districts is 15.70% and retention is 84.30%.
5. Karnataka/Tamil Nadu Studies	<ul style="list-style-type: none"> Not applicable.
6. PTR	<ul style="list-style-type: none"> Districts are trying to re-deploy teachers and do away with the extremities but there is still some scope for correction.
7. Attendance rates	<ul style="list-style-type: none"> There is evidence of an increased in attendance in the district level monitoring, state level study has been launched. Existing EMIS is upgraded by including fields on class wise attendance and achievement. Results will be available in 1999-2000.
8. Learning achievement	<ul style="list-style-type: none"> A considerable rise in achievement in MAS as compared to BAS. Rank position of Osmanabad for Language Class-I is 4th among 42 districts (Phase-1) & for Maths 7th Boys have registered marginally better performance than girls. Urban students generally have a greater achievement than the rural students and SC/ST generally have lower achievement than other categories.
9. AS/para-teachers	<ul style="list-style-type: none"> Not related to Maharashtra. NFE teachers are in place.
10. Equity Data	<ul style="list-style-type: none"> Study of enrolment, attendance, retention of Primary School children in DPEP Phase-I districts entrusted to Karve Institute of Social Service, Pune. Findings are awaited.
11. Girls	<ul style="list-style-type: none"> Overall increase in the enrolment and attendance. Learning achievement only marginally less than boys but increased over BAS. MTA Mahila Sanchalika and Sahayogini making noteworthy contribution.
12. ECE	<ul style="list-style-type: none"> Total number of 15,439 ECE Centres in Project districts. Five-day ECE training module developed. Training given to all Balwadi Tai's.

13. Disadvantaged Groups	<ul style="list-style-type: none"> Population of different groups found out through micro-planning survey. SRGs – DRGs established. MTA for girl's, training for IED, development of print, non-print for tribal children. Number of incentives through Government source made available.
14. ALS	<ul style="list-style-type: none"> Target population approximately 3,35,290. Alternatives planned are; Prerana Centres for NFE centres, GRS, contract schools, condensed course, brick kiln schools etc. SRG established. DRGs also established. TLM with printed guidelines supplied.
B. School-level change: Evidence of and planning for improved quality in terms of “inside school processes” and school community interactions.	
1. School Plans	<ul style="list-style-type: none"> School plans developed through participation of teachers and VEC. Available with Teacher, Head Master, Cluster Head. Implementation recorded continuously in prescribed registers.
2. School quality	<ul style="list-style-type: none"> School environment is changing for better and child-friendly one. TLM learning corners in majority schools - artistic display of TLM. In MGT, group learning, use of SLM, peer group learning etc. strengthened.
3. Community	<ul style="list-style-type: none"> Villagers sensitised through enrolment drive, micro planning, training and involvement in DPEP construction. Villagers have donated sites for schools, sponsored para-teachers. Sense of ownership is being developed.
4. Nature of children's interactions	<ul style="list-style-type: none"> Interaction of children with TLM textbook. Teachers and environment is improving. Children have become more responsive.
5. Teacher attitudes towards and interactions with children.	<ul style="list-style-type: none"> Teachers are encouraging children during learning process. Diverse teaching strategies are being used. Improvement in the feedback on students work and progress. Teachers realising concept of child centred education.
6. Recording of children's progress and feedback from teacher	<ul style="list-style-type: none"> Formats for MLL based evaluation have been prescribed and are implemented in all primary schools of the State. Feedback is communicated mainly through progress cards. Progress of a child is discussed in PTA / MTA.
6. Recording of children's progress and feedback from teacher	<ul style="list-style-type: none"> Formats for MLL based evaluation have been prescribed and are implemented in all primary schools of the State. Feedback is communicated mainly through progress cards. Progress of a child is discussed in PTA / MTA.
7. Textbooks / TLMs	<ul style="list-style-type: none"> MLL based textbook for Std. I to Std. V now available. Textbooks have added advantage of workbook and teacher's handbook. Textbooks revised through well defined programme 'SARAS-2001'. Competency based TLM produced in adequate quantity - used for group learning, clarification of concepts.

8. Professional Support	<ul style="list-style-type: none"> On site professional support is provided by Headmasters, Cluster Co-ordinators ADEIs, BRC Experts. Grievances of teachers addressed through personal rapport between teacher, Cluster Co-ordinators and ADEIs. Mutual professional support provided through the forum of 'Gatsammelan'.
9. AS/para-teachers	<ul style="list-style-type: none"> ALS teachers are given adequate pre-service training through Indian Institute of Education, Pune. TLM kit with the guidelines 'Sobati' (Companion) supplied to NFE Centres. Confluence of formal and non-formal stream children and teachers in Bal Anand Melawa.
10. Disadvantaged children in classrooms	<ul style="list-style-type: none"> Children sit together and inter-mingle, without discrimination with disadvantaged getting vantage. Special planning for slow learners in certain districts.
11. Migrants	<ul style="list-style-type: none"> Migration has been studied and interventions planned. In DPEP areas, the school / community is sensitised. Co-operatives have contributed accommodation for sugar-schools for migrant children. Other models are being tried out.
12. Tribal Language	<ul style="list-style-type: none"> Handbook on social background of tribal children. Teachers being trained to communicate in tribal dialects. Glossaries on dialects, audio-cassettes on traditional songs for tribal children provided with other incentives of Government. Help of tribal religious leaders invited for promoting girls education.
C. System-school support : To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP states and districts	
1. BRC/CRC overload	<ul style="list-style-type: none"> BRC's & CRC's not overloaded with non pedagogical or unrealistic acceptance.
2. BRC/CRC autonomous capacity	<ul style="list-style-type: none"> Autonomy in designing and implementing training programme. Some autonomy in finance.
3. DIET-BRC-CRC-School links	<ul style="list-style-type: none"> BRC's & CRC's have a chain of support to schools for planning, implementation & monitoring to which DIETs will join soon as a result of Govt. decision. The interface between Block & agencies like PHC, ICDS etc. strengthened as per local needs.
4. SCERT/ SRG/ DIET/ BRC/ CRC pedagogical vision.	<ul style="list-style-type: none"> Representative of SCERT and TBB and MIEPA are involved in co-ordination committees of DPEP to ensure a common understanding.
5. Teacher pedagogical understanding	<ul style="list-style-type: none"> Teacher are slowly accepting and internalising the new pedagogy. They now believe in the use new techniques. Thus enhancing their efficiency. BRC & CRC personnel play the role of 'Inspirers' for propagation of new concepts.

6. Teachers – Pupil learning assessment	<ul style="list-style-type: none"> • Formats for competency based record of achievement and progress cards are prescribed for the State. • Districts have developed subject wise Question Banks and remedial exercise cards. • Teachers are trained about making competency base records, accessing mastery and plan remedies through SMARTPT. • Support for evaluation by MSCERT,SPO, BRC functionaries, CRC co-ordinations.
7. Decentralisation of training	<ul style="list-style-type: none"> • Training needs identified through close rapport with district functionaries. • Give equal attention to all intervention suggested by district. • Many programmes are district specific.
8. Grassroots planning capacity	<ul style="list-style-type: none"> • Training programmes & Training Module developed through sharing ground realities • Grassroots innovation like active schools, multi-grade teaching project are promoted.
9. Two way flow of information	<ul style="list-style-type: none"> • Information is collected from district through micro planning, EMIS & other such tools. The data compiled is shared with district functionaries for further planning of district interventions.
10. PRI involvement	<ul style="list-style-type: none"> • PRI are involved in enrolment drives, micro-planning, construction activities and day to day monitoring etc.
11. Institutional involvement in DPEP processes.	<ul style="list-style-type: none"> • TBB – involved in development programme, distribution of CB textbooks. • SIEM- training in English language teaching. • ET Cell/SIET- Average programmes selected for distribution up to block level. • Representative of State level institution on SRGs of MPSP. • MSCERT entrusted with – Training, Action research, BAS-MAS, Baseline MGT, MAS for MGT, participation in research studies etc.
12. Implementation on schedule?	<ul style="list-style-type: none"> • Moderate
D. To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP 1 and UPBEP states and districts, and efforts and progress made in terms of maximising the programme's impact on the primary education system as a whole.	
1. Teacher vacancies	<ul style="list-style-type: none"> • There are about 4300 vacancies of teachers in DPEP districts (about 150,000 in the State). The issue of filling vacancies along with the policy on para-teachers is under consideration on State Government.
2. PTR	<ul style="list-style-type: none"> • EMIS gives detailed analysis of PRT information which has been shared with districts for necessary corrections.
3. Increase in female teachers	<ul style="list-style-type: none"> • Generally the percentage of women teachers has increased by 3.57% during last 4 years
4. Para-teacher recruitment criteria	<ul style="list-style-type: none"> • Para-teachers are appointed only under ALS. The teachers are local and sponsored by VEC appointed by District Project Co-ordinator. They are S.S.C. passed.
5. Para-teacher professional development	<ul style="list-style-type: none"> • ALS instructors provided with 10 day training by Indian Institute of Education. Their monthly meet on the line of 'Gatsammelan' is proposed. • Printing & non-printing material being developed for Para-teachers e.g. 'SOBATI' for ALS. • Separate monthly meet for Para-teachers proposed.

6. Evidence of impact of DPEP on main System at institutional level	<ul style="list-style-type: none"> The selection of any programmes prepared by SIET and its duplication has opened new avenues for co-operation. MIEPA can be an instrumental in propagation DPEP approach to development of Primary Education in other areas.
7. Evidence of impact of DPEP on main system re-pedagogy	<ul style="list-style-type: none"> Development of competency based syllabus and textbooks at the instance of DPEP and contribution to SMART-PT (in-service training) are the two major impacts and in recent times multi-grade project VEC capacity building and programmes related to gender equity have aroused interest amongst non-DPEP districts.
8. Performance of SRGs / DRGs	<ul style="list-style-type: none"> SRGs/DRGs are playing important role in planning, implementation and monitoring e.g. SRG for MGT is very effective.
9. Future of SRGs / DRGs	<ul style="list-style-type: none"> Issue is being handled by in-house study on sustainability.
10. Step taken re-sustainability	<ul style="list-style-type: none"> The innovations in joyful activity oriented classroom teaching has crossed the DPEP boundaries into non-DPEP areas. The society mode of functioning has more or less been accepted in principle by the State Government to ensure sustainability of DPEP beyond the project period as well as to bring under one umbrella other similar programmes. The pre-service training curriculum of diploma in education (for preparing Primary School Teachers) is under revision at SCERT.
11. ALS Sustainability	<ul style="list-style-type: none"> Concept paper with strategies for sustainability of relevant structures/processes has been prepared. Along with this, issues related to sustainability will be finalised in the next management meeting to be held in December 1999.

Appendix III

SPECIAL ANNEXURE

SOCIAL INFRASTRUCTURE

Introduction

Given the critical situation the DPEP-1 finds itself in concerning the construction of the planned Block Resource Centres (BRCs) the team felt it necessary to give a detailed picture of the issues.

The History

DPEP-1 planned to construct 34 BRCs. In accordance with WB procurement guidelines this activity was to be carried out through the NCB process. (It should be noted that according to DPEP-1 norms a BRC was to cost no more than Rs. 7 Lakh, but the design prepared by Maharashtra required Rs. 9.5 Lakh, WB gave special permission for this work to proceed at the inflated cost) Accordingly three quotations were received, all from NGOs. The final selection criteria appears to have been carried out purely on the basis of technology considerations. The preferred bid showed a 15% management fee. However, GoM norms do not allow NGOs to be paid any form of management fee. This problem was resolved by retaining the individual BRC cost then reducing the scope of work that would be carried out. (A verbal arrangement) The team did not feel there was any sinister motive in making this decision. Rather it is seen as a genuine desire to get some interesting physical activity started.

Accordingly, all 34 sites in 5 districts were awarded to one agency which, upon signing the contract, received a 25% of total contract price as a mobilisation advance. Work commenced on 29 sites on the 1st February 1997. The contract stipulated a ten-month completion period. After a short period of time the contractor approached the SPO for a further 14% of total contract price to cover the cost of pre-fabricated construction components that had been manufactured. This was approved and now the contractor had received 39% of the contract cost, Rupees 1:03 Crore.

When the contractor completed the first BRC (Aurangabad) and had started works on 24 others he submitted his first bill for payment. By this time there was a new SPD who, rightly so, requested his technical staff to check the measurements and quantities before releasing any further monies. This is when the reduced scope of work came to light, (two small rooms at the BRC had been removed and the span between roof arches had been increased from 1.2 metres to 3 metres) but the measurements and material quantities submitted still reflected the original plans. Payment for these would provide the disputed 15% management fee. The disputed amount for the 34 BRCs would amount to approximately Rs. 28 Lakhs. This could not be tolerated as there was no paper trail to confirm what the contractor was claiming. All works stopped in November 1997 whilst discussions were held to try and resolve the situation.

The Present Situation

It has taken eighteen months to get anywhere near resolving this situation. Until it is resolved it is impossible for the SPO to initiate a new procurement process to get another contractor on board to complete the works.

At the SPDs' insistence a special committee was established to resolve the issue. Despite numerous pleas from the SPO this committee did not provide any possible ways forward. In desperation the SPO presented the committee on the 4th October 1999 with a possible means of resolving the crisis.

Basically it means the GoM writing off a small amount of money, making payment for four tube wells that the contractor sank (not included in the original contract) and agreeing to take over the components that the contractor had prefabricated. The committee reluctantly approved this proposal but the chairman was absent.

Implications

Unless this proposal is approved and signed immediately (before end of November '99) and the NCB process is started within the first week of December it is extremely doubtful if all the remaining BRCs can be completed by 31st March 2001. As it is going to be a very tight programme to get all the works completed, the NCB process requires a minimum of three-months. That would take us to March 2000, getting the contractor moving will require anything between one-two months. This will bring us into the rainy season (July-October) many of the sites will be difficult to work on in this period. Then there is the Diwali holidays that can lose at least another two-weeks. Which means there will be at best a maximum of eleven-months to complete the works in all respects.

There is a further consideration to be factored in as well. Very few contractors will like to construct a substantial building on foundations that have been implemented by another contractor. If they do, they will constantly use this as a reason for any poor workmanship that they execute, they will certainly use it as an opportunity to disclaim any responsibility for post construction faults. The SPO must ensure that the new contracts are very specific on this point or they will suffer badly in the months to come.

The team is of the opinion that despite all the assurances being given it will be prove to be impossible to complete all the remaining BRCs in the given time frame.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAM
10TH JOINT REVIEW MISSION AND SECOND IN-DEPTH REVIEW MISSION

RAJASTHAN STATE REPORT
(13 - 20 November, 1999)

1. INTRODUCTION

1.1 A team comprised of Sefton Davies (WB), Susan Hirshberg (WB) and Vikram Menon (DFID) visited Rajasthan from November 13-20, 1999. The objectives of the mission were to assess: (1) the state's progress towards meeting DPEP objectives; (2) the extent to which the program is changing the school level environment and classroom practices; (3) the capacity of the system to support those changes; and (4) state plans for institutionalising and sustaining the DPEP interventions upon completion of the project. The team met with the Secretary of the Panchayati Raj Department, Special Secretary, Elementary Education, relevant staff from the SPO, SRG, SIERT, Lok Jumbish Programme (LJP) and Shiksha Karmi Programme (SKP), DPCs from three DPEP districts in addition to the District Collector, district officials, teacher trainers, block level officials, VEC members, teachers, other project implementation co-ordinators and NGO representatives in the district of Alwar. The team would like to extend its appreciation to all for the gracious hospitality extended in Jaipur and Alwar district, and the open and frank discussions, without which the visit would not have achieved its objectives.

2. PROGRESS TOWARDS MEETING DPEP OBJECTIVES

2.1 DPEP Rajasthan became effective on October 4, 1999, and is in its earliest stages. Therefore, the team only assessed the state and districts' readiness to begin implementation of the project. The mission recognises that the recent effectiveness date and the October elections delayed some aspects of project implementation. Specifically, the State Project Director noted delays in hiring staff at the district, block and cluster level such as BRCs and CRCs, and lack of financing to begin mobilisation and procurement of basic equipment. Despite these delays, the team found evidence of significant effort, particularly at the state level, and a solid basis from which DPEP activities could potentially progress, including:

- *Staffing:* At the state level, the SPD is now head of three key programmes in education: DPEP, Shiksha Karmi, and Lok Jumbish. While this could have positive effects on the co-ordination of the three projects, the mission is concerned that more assistance may be required to monitor the day-to-day implementation of each. Key planning and administrative personnel are in place in the SPO, and each DPO staffed with a DPC and 2-3 assistants. Exceptions to this are the EMIS and MER staff and the Chartered Accountant in the SPO, the financial controllers at the district level and support staff, as well as the BRC and CRC resource persons. All interviews have been conducted and the state has assured the mission the posts will be filled by early December at latest.

- *Planning and management:* the SRG has been constituted and met in September. There is broad representation from the SPO, SKP, LJP, SIERT, DIETs, Non-formal Education programme, and the Rajasthan State Textbook Board. The meeting set forth a strategy for the period through December 1999, reviewed the curriculum and textbooks, cleared questionnaires for assessing teacher training needs and reviewed training modules for state and district programs. The DRGs are still being formed.
- *Training and orientation:* orientations have taken place on DPEP for the DPOs, District Education Officers and Block Development Officers, for engineers at the district level and in gender sensitisation for district core teams. Orientation modules are being prepared for special components such as Alternative Schooling (AS), Primary Formal Education (PFE), and pedagogy. Training modules are being prepared for PFE teachers, and a 45 day training program has been adopted from SKP for para-teachers. ECE kits and six day training modules for AWW are being finalised. BRC and CRC training modules are completed and will begin in December-January.
- *Curriculum and textbook development:* The state has decided to integrate the curriculum and textbooks across the state and projects (DPEP, SKP and LJP). A draft revised curriculum has been developed by SIERT with input from Lok Jumbish and Shiksha Karmi programme staff. The SRG has reviewed the curriculum and submitted it to the state. The curriculum for classes I and II have been approved, and textbooks from the existing pool have been selected for the time being. Classes III-IV should be finalised by the end of January. New textbook development to support the new curriculum for all classes will begin next year.
- *Gender and ECE:* Two-day orientations have been conducted on gender sensitisation at the state level, and gender perspectives are being incorporated in all training modules. There has been a request for Girl Child Activists at the cluster level in those blocks with female literacy rates of less than 15 percent, which the mission strongly supports. With regard to ECE, the focus is on providing Anganwadi Workers with training and kits, and an income supplement of Rs. 150 per month to teach an additional one and a half hours to coincide with school timings. ECE centres will be established at 700 sites under DPEP. While the mission supports all efforts to improve teaching at existing ICDS centres, the team is concerned that smaller, remote habitations which are not eligible for ICDS may not be covered.
- *Community participation:* SMCs have been established in 105 communities across the ten districts. All Panchayats have VECs. SMCs and VECs will require extensive training in order to define their role, assume responsibility for enrolment and retention of students, monitoring of teacher attendance, managing grants to schools, and undertaking school mapping and micro-planning exercises.
- *Convergence/Co-ordination:* Strong evidence exists of convergence/co-ordination of the three largest education programs: DPEP, SKP and LJP have been brought under one Director; the SRG has representation from all three; and a decision has been jointly made to integrate the curriculum and textbooks with input from specialists from all three programmes. The SPD has indicated that he will be establishing a formal forum for the three programs to interact and share experiences/progress, to promote a “separate but collaborating” atmosphere. The team expressed its interest in seeing this collaboration extending further to the district, block and cluster level through field worker and teacher training exchanges.
- There is also evidence of initial co-operation between the nodal institutions such as SIERT, the RSTB, with some participation of DIETS.

- *Impact of Rajiv Gandhi schools on DPEP planning, implementation and AS:* 12, 000 Rajiv Gandhi schools were established in Rajasthan in July, 8,000 of which are in the 19 Rajasthan DPEP I and II districts. This has (1) greatly reduced the requirement for establishing AS as originally planned; and (2) resulted in a need to bring the RG schools and teachers under the DPEP umbrella for training and support. The AS programme will now focus on establishing 70 Madrasa Schools during the first year. The state is re-surveying schools and enrolment in order to determine actual need for other alternative schools. The team has suggested that the state and districts revise their plans to reflect the need for more training and school-level support personnel for the Rajiv Gandhi schools.
- *Civil works:* All sites for BRCs and CRCs have been selected, and the procurement process for these structures has begun. Bidding documents and model designs have been sent to IDA through the GOI for clearance. Engineers at the district level have been received and initial orientation on means to involve communities in civil works. Additional classrooms and major rehabilitation sites will be determined after school mapping and micro-planning exercises have been completed.

2.2 The mission notes that further definition and clarification would be helpful on the following: (1) the role and responsibilities of the nodal institutions such as the SIERT and DIETs; (2) in the light of the restructuring of the education system and shifting primary schools to the Panchayati Raj Department, defining the relationships across the management structures (e.g.: the DOE and PRD vis-à-vis the DEO to BEO and SDI) to the DPEP process; (3) means to develop a broader awareness and understanding of DPEP, its objectives and processes in the districts, particularly at the block level and below; (4) the vision for the specific steps and modalities for mobilising communities and fostering ownership of DPEP at the local level; (5) specific strategies for co-ordinating with local NGOs, especially those working in remote areas; (6) a time-bound plan for establishing the EMIS and PMIS including training in data collection at the community level; and (7) detailed strategies for reaching target groups. The mission notes that broad strategies have been documented for Muslim girls, SC/ST children, children with mild to moderate disabilities and working children.

3. SCHOOL-LEVEL CHANGE

3.1 The state and district plans for promoting change at the school and classroom level are well articulated, and reflect the SPO's willingness to learn from the SKP and LJP experience. The team notes, however, that a deeper understanding of the meaning of interactive, student-centred learning will need to be developed – especially at the district level and below. Classroom observations in government and Rajiv Gandhi schools suggest that traditional, rote methods are prevalent, and that teachers and supervisors are unaware of alternative teaching/learning strategies. When the CRC resource persons are in place, extensive and ongoing training beyond the initial six days will be necessary. The DPOs could benefit from more interaction and training from SKP in this regard. It should also be noted that one representative from a PRI on the District Resource Group expressed his concern regarding the cascade model of training, and for the DIETs to effectively impart the newly revised approach to teacher training without leakage.

3.2 The mission noted that the GOR 15 percent contribution to the programme has not been released. The state assured the team that the funds would be released by the time of the National Wrap-up on 1 December.

4. SYSTEM SUPPORT

4.1 The state and districts are aware that considerable support will be needed to set up appropriate DPEP structures. In particular there is a need to complete the process of hiring and training district level functionaries. BRC and CRC staff will require intensive training and monitoring to prevent overloading especially in the first year. For example, CRC Resource Persons in the first year will not only have to provide the training and support to teachers, but also implement gender sensitisation programmes and oversee school mapping, micro-planning and other community mobilisation exercises. The mission is concerned that this could lead to overload especially in light of the fact that knowledge of DPEP goals is still nascent.

4.2 The state and mission are concerned about the links between the DIETs, BRCs and CRCs, which require definition and monitoring. The mission believes that the institutional development of DIET's through training and re-orientation to the DPEP strategy is essential if these institutions are to provide the quality inputs required by DPEP. The mission was informed that the state is currently re-visiting the role of the DIET within the DPEP structure.

4.3 The mission found some confusion at the district level about the devolution of authority for implementing policy decisions. It was confirmed at the district level that once policy has been decided by the district governing committee, the DPC will have the full authority to implement it. An organogram depicting the relationships and linkages between different groups of education administrators at the district level is attached (see Annexe 1). The mission felt after discussions with block and village level stakeholders that awareness of these linkages at all levels would increase ownership of the programme.

4.4 Although VECs exist in all villages, these need to be strengthened to reinforce roles and responsibilities so that they are empowered to act constructively in school supervision and management. Participatory School Improvement Plans need to be developed. As DPEP progresses towards its goals there is a need to establish feed-back mechanisms particularly in the area of student evaluation.

5. SUSTAINABILITY

5.1 Prior to negotiating the project, the GOR already made a commitment to sustaining the teacher posts generated under DPEP post project. There has not as yet been a discussion as to whether the district level support structures (i.e.: BRCs and CRCs) will be sustained. The team believes that since these structures are not in place, it is too early to comment on sustainability.

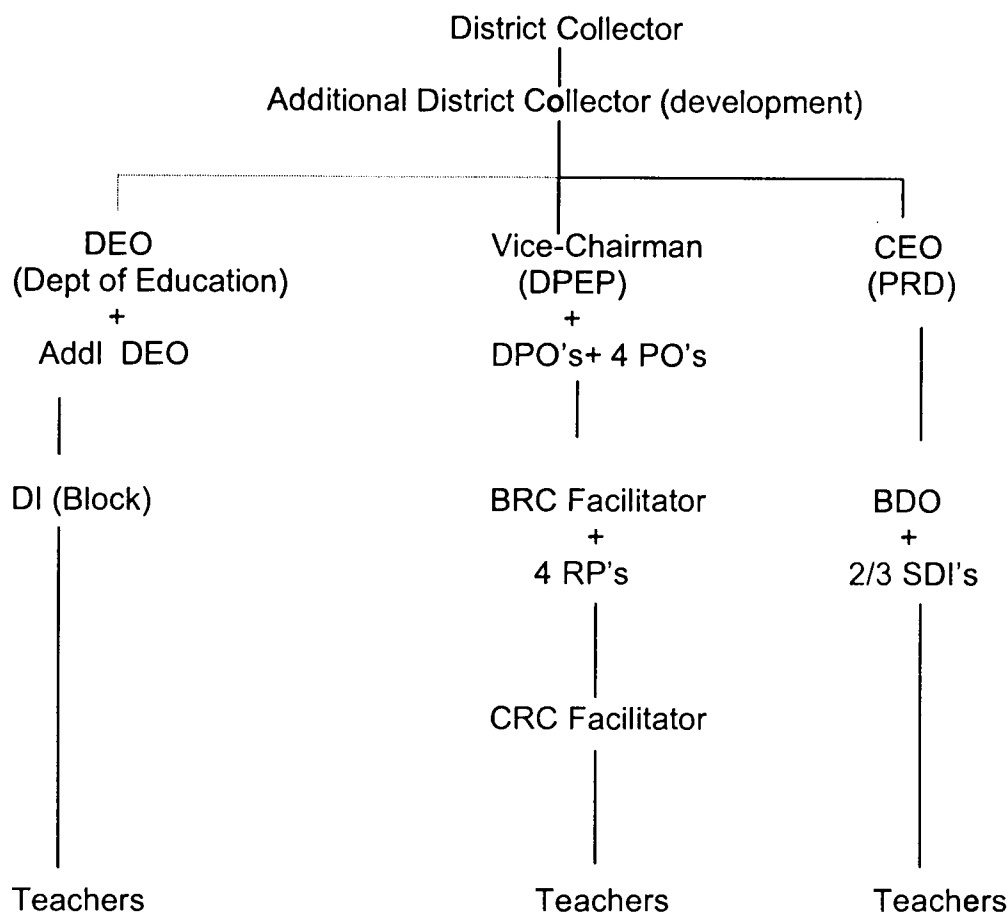
6. NEXT STEPS

6.1 The mission believes that Rajasthan is well positioned to become a strong-performing DPEP state. The benefits of the past successes of SKP and LJP are well incorporated into the plans and

vision of the program. To ensure the ability of the state and districts to turn the plans into action, the team suggests considering following steps:

- Immediate hiring and intensive training of BRC and CRC staff, and ensuring they receive appropriate support to avoid overloading, including additional staff such as community mobilisers and girl child activists as required (and requested by the districts).
- Strengthen the District Core Teams' understanding of and capacity to implement project activities. Discussions with district teams identified the need to visit successful and less-successful districts in nearby DPEP states such as Haryana and Gujarat; and Lok Jumbish districts within the state. The SPD has already begun planning this activity.
- Deepen the convergence with SKP and LJP at the district, sub-district and field level. District, Block and Cluster level staff could benefit from training and other exchanges with field level functionaries of these programs. LJP, SKP and DPEP officials identified possibilities including: twinning arrangements between LJP and DPEP districts; training by LJP for teachers, mobilisers and Cluster Resource Persons in community mobilisation, school mapping, micro-planning and VEC formulation; support from SKP in teacher support, pedagogical change and classroom interactions, and involving parents in the day-to-day management of schools.
- Rajiv Gandhi schools require significant support from DPEP. The state is discussing the need to bring the RG schools under the DPEP umbrella. The mission believes this is the only way to ensure their success and sustainability. There is great enthusiasm for these schools on the part of the teachers and communities at present, but this could wane without continued support. Teachers in the schools have indicated the need for further training: (1) those with B.Ed. degrees did not receive any initial training. The SPD confirmed that these para-teachers will receive seven days of training in December; (2) those teachers with lesser qualifications received a revised SKP training of 30 days. Another seven day follow-up training is planned for them in December. No RG school teachers receive any academic or supervisory support. The mission suggests the state and districts revise their plans to incorporate a feasible system, perhaps on the SKP model, to ensure continuous academic support to teachers and building awareness on the part of the community. The team appreciates the SPD's efforts at developing a holistic plan for teacher support across the state's programs which includes resource mapping to ensure full coverage.

District Level Interlinkages between the DoE and the PRD



Notes :

District level

The District Collector is ex-officio in charge of all development programmes in the district

The Additional District Collector (development) is also the Vice Chairman of DPEP as well as the CEO of the Zilla Parishad (District level Panchayat body)

The DEO reports to the Additional District Collector (development)
(The DEO's and DI's have were given the temporary task of collecting information on primary schools for DPEP planning)

Block level :

The Block DI's are in charge of upper primary education and therefore not directly linked in with the DPEP structure.

The SDI's at the Block (Panchayat Samiti) level are in charge of distribution of salaries and non-academic supervision of primary school teachers.

The Block development Officer is responsible for getting Pradhans nominated by Sarpanchs and panchas and the SDI's to meet with BRC teams monthly for feedback.

The BDO is also responsible for seeing that SDI's meet regularly with the CRC Facilitator.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME
10th JOINT REVIEW AND SECOND IN-DEPTH REVIEW MISSION

TAMIL NADU STATE REPORT
(13 – 20 November, 1999)

1. INTRODUCTION

1.1 The State of Tamil Nadu was visited by Sudesh Mukhopadhyay (GOI), and Steve Packer (DFID), from November 14-20 1999, on behalf of the District Primary Education Programme (DPEP) Tenth Joint Review and Second In-Depth Review Mission. The Mission team assessed:

- Progress towards DPEP goals and objectives: Access, enrolment, retention, effective learning outcomes and equity
- School level change: school improvement and school community interaction
- The development of school support systems
- The sustainability of DPEP interventions.

1.2 On 14 November, the team met with the State Project Director (SPD), one of the Joint Directors, and members of the State Project Office (SPO). Discussions were held with the State Resource Group (SRG) and officers from six DPEP Districts. Agencies and NGO's supporting Integrated Education for the Disabled (IED) provided valuable information. The Mission visited the DPEP-II District of Perambalur for three days where it met with the District Collector and the District Project Officer (DPO) and his team. It visited schools, including Model Schools, Block Resource Centres (BCRs), schools with IED, Alternative Schools (ASs), an Early Childhood Care and Education (ECCE) Centre, Cluster Resource Centres (CRCs) and after school, coaching classes for Scheduled Caste (SC) girls. The Mission met with members of Village Level Committees (VLCs) and Parent Teacher Associations (PTAs). Brief visits were paid to DPEP-I Districts, including a District Institute of Education and Training (DIET). In Chennai, the Mission talked with the Secretary to Government, School Education Department, the Director, Directorate of Teacher Education, Research (DTER), the Director, Elementary Education, the Managing Director of the Tamil Nadu Textbook Corporation, members of the State Institute of Education, Management and Training (SIEMAT) and specialists on distance education, gender and management information.

1.3 The Mission thanks the State and District offices for the co-ordination of its visit and facilitating on the spot visits as and when desired. The generous hospitality to the team is also appreciated with warm feelings.

2. PROGRESS TOWARDS DPEP OBJECTIVES

2.1 Tamil Nadu has made good progress with the collection and interpretation of data using the

District Information System for Education (DISE) for Phase I and Phase II Districts. The Education Management Information System (EMIS) is functional and facilitates the monitoring of key DPEP indicators. Cohort analysis at block level is adding important data on repetition and completion.

2.2 Efforts have been made to incorporate data on ASs and nursery schools as well as regular schools in the calculation of Gross Enrolment Ratios (GER). Data on the school age population (6-11), which is declining, has been calculated from different sources, including DISE. In Phase I Districts, GERs range from 93.40% (Dharmapuri) to 99.21% (Thiruvannamali) in 1998/99; in Phase II from 101.77% (Pudukkottai) to 90.86% (Perambalur). In Phase II, this apparently represents an increase from an average of 85% for three Districts in 1997/98 to 97.87% in 1998/99 but if children in unrecognised schools and ASs are omitted GER is declining or at best stationary.

2.3 GERs for SCs and Scheduled Tribes (STs) for 1997-98 (1998/99 data was not available) range from 108.03% to 111.83% for Phase I and 90.48% to 103.76 (Pudukkottai) for Phase II. The ST population is very small in Tamil Nadu. Most statistics do not desegregate ST figures from a combined ST/SC figure. Figures that are available for STs point to encouraging figures for Phase I (101.80% to 133.63%).

2.4 DISE data has been analysed for Net Enrolment Ratios (NERs), repetition and retention rates, pupil/teacher ratios, attendance rates, completion rates, equity indexes and for school mapping purposes although there is insufficient attention to trends across the years. The main indicators made available to the Mission are annexed to this report. NERs for formal schools range from 69.18% to 74.82% in Phase I; 69.46% to 80.33% in Phase II. While assessments have been made to account for the scale of the gap between NER and GER, further analysis is needed to determine the extent to which transfer to non-formal schools, drop out, a fall in the school population or socio-economic factors including the impact of poverty and migration. As with GERs there are major variations in most indicators across and within Phase II Districts.

2.5 Phase II Districts are beginning to use this data in their planning. Analysis of variations at Block and cluster levels should highlight the need to investigate the reasons for low or declining GERs and respond flexibly to different circumstances. This approach could be discussed with DPOs and targets set for improved levels of enrolment.

2.6 Equity indicators are encouraging and are on track to meet DPEP targets but further work is required where the performance of girls falls well below District averages. Effective analysis of the situation of SCs and STs requires gender desegregated data. Block level cohort studies should take account of this. ST data in particular needs more detailed attention..

2.7 Access to primary education has been advanced by the opening of new schools through a DPEP civil works programme. In Phase II Districts, after a delayed start up, 192 classrooms and eight BRCs have been completed; 241 buildings remain to be finished.. Virtually all the work has been undertaken by PWD. In Perambalur, only two out of 137 constructions have used new "cost effective" technologies. Only four constructions have had strong community involvement. The provision of drinking water and toilets has reached 50% of the target.

2.8 Alternative Schools have become a significant component of the education system in DPEP Districts. These schools are operational in 35 blocks in Phase I and 28 blocks in Phase II. There are 1324 centres catering for 14971 boys and 18203 girls, still a small number relative to the total school population in the seven Districts of 1495733 in 1998/99. The schools use formal school textbooks. They usually operate from 6 to 8 p.m., in many instances in formal school classrooms. Teachers observed during the visit were young, alert and committed. Many teachers are women. Some are graduates. One thousand and ninety six AS children were admitted to formal schools during 1998-99. The AS programme raises difficult policy issues which are considered later in this report.

2.9 DPEP is employing a range of strategies to encourage parents to send their children to school and sustain their attendance. Enrolment campaigns are conducted in May-June including meetings with individual parents. ECCE centres are supported (7175 in DPEP-I; 2451 in Phase II). In seven clusters extra measures to achieve UPE are being trialled. Growing emphasis is being placed on the internal efficiency of individual schools, particularly to reduce the high rates of dropout and repetition in the early years of school. In Perambalur, repetition rates are as high as 10%, and dropout in Grade 1 up to 12%. Small schools are a particular focus for attention. Focused planning in seven clusters will help to identify ways to respond to the circumstances of individual schools and communities.

3. SCHOOL LEVEL CHANGE

3.1 School level change is directed towards increasing the internal efficiency of the school and for improving the quality of learning outcomes. There are a number of major interventions for pedagogical renewal.

3.2 Beginning in 1995-96, a full cycle of primary textbooks and accompanying workbooks has been published. There has been healthy and efficient cooperation between SPO, DTERT and the Textbook Corporation in the preparation of prototypes and subsequent printing and distribution. There has been improvement in book size and the lamination of book covers. Primary school teachers have written the texts. Potential authors were identified through a process of nomination and screening by test, conducted by SPO. Following suggestions from the mission, the three agencies involved in textbook preparation and publication, agreed to explore the needs of low vision children and to make arrangements for preparing large print books. The needs of other children with special needs might be considered too.

3.2 Activity-based teaching has been introduced in multi-grade schools in seven clusters, one in each of the Phase I and II Districts (271 teachers in 78 schools) from 1997/98. This is now being expanded to another 29 new clusters with 263 schools and 1016 teachers. Selected resource teachers conduct cluster level training with the help of BRC personnel. CRC based activities for developing teaching and learning materials (TLMs) and model lessons further enrich this training. In the mission's view care will need to be taken to ensure that there is real integration of the use of textbooks, TLMs, workbooks and activity-oriented teaching as distinct from being driven by a strong emphasis on "joyful" learning. A good range of TLMs was visible in the schools and classes visited by the Mission. The need for orienting teachers to supervise peer learning situations was noted.

3.3 School planning is at an early stage in its development. At present the plans give priority to infrastructure and community mobilisation rather than teaching and learning outcomes although guidance prepared at the State level does include the latter. BRC supervisors and teacher educators are available to advise and monitor plan development and implementation during schools visits. In seven clusters school plans are being consolidated into a cluster plans. This work is an important step in the direction of school improvement.

3.4 Work has commenced on Model Schools to present what a good school should be. There are three such schools in each block. They are characterised by a strong focus on attendance, a full teaching staff, strong BRC supervision, special coaching after normal school hours, activity based learning and parents providing an extra set of uniform. Parents appear eager to provide new uniforms and children are enjoying the status which this provides. Some BRCs and teachers have also decided to have a uniform of their choice. The mission felt care should be taken that parents who could not afford an additional uniform should be assisted, if possible, through the good offices of the VLCs and PTAs.

3.5 In-service training of teachers has taken off in a big way, covering long and short-term training as well training for new recruits. The main focus locations for training is at cluster and Block level but DIETs have been functionally integrated with SPO, DTERT and DPOs and provide direct training, training of trainers and support for SRGs and DRGs. Distance learning including teleconferencing is being developed at DIET level. Accompanying modules and videos have been prepared. There have been programmes on community mobilisation, mathematics and action research. The potential of distance learning to improve the quality of primary education is considerable in a well-managed and decentralised system of primary education.

3.6 School level and/or focused research is gaining ground. It is clearly recognised as an integral part of quality improvement. An item bank of 2928 test items has developed at SIEMAT's research wing.

3.7 An SRG has been created with the help of NGOs and the Regional Rehabilitation Training Centre Programme to develop IED programmes. A different agency is responsible for each of the seven Districts. All BRC teacher educators have received 10 days training to serve as resource persons. They work with three IED specialists in each District. Nine thousand, three hundred and fifty three children with special needs had been identified in DPEP Districts in 1999/2000 (7456 in 1998/99). This element of the DPEP programme is characterised by strong commitment and good networking with NGOs. Still to be resolved are issues relating to providing comprehensive education support for children with special needs. There should not be an over-dependence on NGOs, with Government agencies remaining only as 'administrators'. The mission was impressed by the lead taken by the State in this area but suggests that further attention should be given to the academic needs of children with special needs. Consideration might also be given to using nomenclature which speaks of inclusive education and education of children with special needs.

3.8 Achievement levels – through benchmark and mid-term assessments have been commented upon by the earlier mission for DPEP –I. The BAS for DPEP-II identified performance levels to be low for Grades I and V in Maths and Tamil for all Districts. It is not yet possible to comment

on learning achievements in Phase II Districts. The Perambalur AWPB notes that "a proper scale to assess the level of attainment is to be devised". The mission believes that further and more detailed work on the learning achievements of boys and girls in all groups should be undertaken. It should not be automatically assumed that it is girls whose performance needs to be raised. Some evidence points in the other direction. School plans have the potential to address ways in which individual schools assess pupil performance.

3.9 The ECCE component of DPEP is support for an existing programme. ECCE centres are being run by ICDS. To date, 4300 workers have been given training in Phase I and II Districts. Based on a single visit, the mission observed that the education component of the programme may need strengthening as the main emphasis in the centres appears to be on nutrition.

4. SCHOOL -SYSTEM SUPPORT

4.1 In Phase II Districts, 3322 schools (1999-2000) are supported by 321 Cluster Resource Centres (CRCs) and 34 Block Resource Centres (BRCs). In newly created Districts (e.g. Perambalur) some BRC buildings are still under construction.

4.2 School Development Plans (SDPs) were prepared for the first time in both Phase 1 and Phase 2 Districts at the end of 1998. Head-teachers are the main architects of the plans but there is evidence of consultation with Parent Teacher Associations (PTAs) and Village Level Committees (VLCs). The plans were submitted to BRCs for comment but have not been analysed at other levels in the Programme. More action-oriented plans building on the 1998 SDPs will be completed by the end of this year.

4.3 The module on school development planning, prepared by the State Project Directorate for the training of head-teachers is a comprehensive document. In the view of the mission, there would be merit in simplifying the content and the language of the module. Good plans are likely to be those with a limited number of very clearly defined goals and activities which give priority to improved learning outcomes. Guidelines on how to review progress on the implementation of SDPs would be useful.

4.4 The mission found consistent evidence of school-based, CRC professional development activity on alternate Saturdays with support from BRC personnel. Attendance levels are high. Absence is usually due to illness. There is a strong emphasis on demonstration lessons but discussions on SDPs and infrastructure also take place. In seven clusters and one block, cluster plans are being prepared. As noted earlier, these are intended primarily to help to enable schools develop a coherent programme of training for activity-based teaching.

4.5 The cluster groups are dominated by male head-teachers. This is an inevitable consequence of the policy of promotion by seniority. This may have the merit of bringing long experience to bear in the design of school improvement programmes. The mission found some evidence to support this view, but there is a concern that younger and possibly more energetic teachers, especially women, may be denied a strong role in designing cluster activities. It will be a challenge for CRCs to listen and engage all teachers in programme development.

4.6 The cluster is the focus for a number of innovations including Model Schools and, in selected clusters, for demonstrating how effective and equitable Universal Primary Education (UPE) can be achieved with additional inputs. The value of these initiatives will need to be monitored carefully. A focus on under-performing schools may be a higher order priority than the selective introduction of measures such as extra hours of teaching and asking parents to purchase an additional set of school uniform. As DPEP is a time-bound programme, concentrating on developing the total system from the outset may be more effective than trialling particular initiatives in specific clusters.

4.7 The BRCs in Phase II Districts are operational. The mission found a good appreciation of training, supervision, evaluation and campaign functions, a clearly defined division of labour for subject specialisation and well-managed geographical coverage of all schools in the Block. Co-ordinators - most of whom bring good primary teaching experience - spend approximately 10 days a month in schools. There was no evidence of administrative overload and there appeared to be workmanlike interaction with the Block Education Office and the Assistant Education Officers (AEOs).

4.8 What is less clear is an ability to define Block programmes which are a) responsive to the particular needs of schools, communities and teachers and b) are driven by learning outcomes and school improvement. The design of BRC programmes should benefit from the expansion of cohort studies which have demonstrated on a sample basis that grade repetition is a major factor in low levels of completion and school efficiency. This should help BRCs to give more focused school support.

4.9 The mission visited a Phase I BRC which was proactive in defining local needs, including the identification of schools in need of strong support. BRC staff in Phase II Districts would benefit from short attachments to BRCs which demonstrate the capacity to develop needs-based programmes.

4.10 There is also work to be done in maximising the use of BRC buildings. In Phase II, relatively little thought has been given to developing functions other than the provision of formal training. While this may be the primary function, there are possibilities for developing a good collection of reference materials, loan facilities (books, book boxes, cassettes, teaching aids) and informal discussion groups for teachers close to the centre. BRC co-ordinators might benefit from resource centre management training.

4.11 New DIETs are being created to meet the needs of new Districts, so it was too early for the mission to make a judgement on the contribution of DIETs in Phase II. In Phase I Districts, DIETs help to train and support BRC and CRC staff, including through Distance Learning programmes, provide academic support for BRC and CRC staff, contribute to District level planning and undertake research projects, the findings of which feed into DPEP programmes. The mission was told that the experience of DPEP programmes is reflected in pre-service training courses. These activities should add up to more than the sum of their parts but it was not immediately evident to the mission that DIETs have developed a coherent approach to school improvement and are in close touch with the realities of life in primary schools; a point made by previous missions.

4.12 At the District level, the mission found a strong measure of integration between DPEP and the mainstream of primary education management. This is embodied in the role of the District Education Officer (DEO) who is accountable for the DPEP programme. The development of the District Annual Work Plan and Budget (AWPB) in Perambalur involved District Office staff as well DPEP programme officers. The 1999-2000 plan demonstrates a good appreciation of DPEP goals and objectives.

4.13 The mission was impressed by the level of cooperation among DPEP stakeholders at the District level and by the effective flow of information across the Programme. Still to emerge is a more integrated approach to programme development. The mission endorses the emphasis which has been given to planning at a school and cluster level but suggests that there needs to be stronger vertical and horizontal linkages with planning at the Block and District levels, with DIETs, PRIs and with other bodies and organisations concerned with the welfare and development of children. Capacity is needed to analyse school plans and school performance to draw out the lessons for District level plans. At present there is a gap between school based activity and District level planning. Strong leadership and direction from the DEO's office will be required to bridge this gap. Phase II Districts should be learning from Phase I in this regard.

4.14 The mission was struck by the extent to which activity based learning and "joyful learning" were seen to be the main education planks of the DPEP programme. Teachers, DIET staff and members of State level institutions place great emphasis on these concepts. Care will need to be exercised that attention to learning processes is not divorced from achieving learning outcomes as set out in the MLLs. While there is evidence of regular testing by BRCs, it was not immediately clear that teachers have absorbed the importance of monitoring the progress of individual children. The SPO assured the Mission that work is underway on this.

4.15 At the State level, there is a sound understanding of DPEP goals and programmes. Continuity of key staff has been an important factor in this respect. Lessons are already being transferred to non-DPEP Districts. The Director of Elementary Education is seeking budgetary support for BRCs in all Districts. DPEP's approach to the involvement of teachers in textbook writing has been embraced. The Programme is proactive in demonstrating the potential of distance learning for improving the quality of teaching. It has set out a well-defined map for developing the culture of research to improve primary education and gives some leadership in mainstreaming gender issues although in a rather low key manner.

4.16 The mission was struck by the range of activities underway in a single Phase II District. Care will need to be exercised that DPEP does not place too many demands on teachers too quickly. This is an important consideration in assessing whether implementation is proceeding on schedule.

4.17 Pre-mission figures indicated that Phase II Districts had spent 21.24% of the Programme budget. The DPEP State Directorate estimates that expenditure will have reached 43% by the end of FY1999-2000 (75% for DPEP I Districts). It is clear from the evidence of Perambalur Phase II District that there were major shortfalls in expenditure in FY1998-1999. Just under 30% of the budget was expended. In 1999-2000 there is a spill over allocation of Lakhs 720 against new proposals for Lakhs 94. There was under expenditure against all major heads including civil works where only 20% of the budget was used.

4.18 A detailed examination of this spending pattern is needed. The review mission gained the impression that the main reasons include over-estimation of costs, delays in the construction programme, an over-ambitious set of programmes, capacity which is stretched to manage a wide array of activities and, perhaps, a failure to learn lessons from Phase I districts. These initial judgements should be tested, otherwise money may continue to "spillover" year on year. With a strong focus on local level interventions and activities, the financial implications of this approach may be more than anticipated at the outset of DPEP.

5. SUSTAINABILITY

5.1 There is a clear understanding in Tamil Nadu that DPEP needs to be set within the wider environment of the education sector. There are a number of dimensions to this.

5.2 At community and District levels, there are benefits to be derived from building strong convergence between primary education and other social development programmes. Improvements in the access, equity and quality of primary education give rise to pressures on higher levels in the education system requiring a more comprehensive approach to District level, education sector planning.

5.3 At the State level, the Government has launched an Elementary Education Movement to promote primary education for all. The mission endorses the intention of Tamil Nadu to define approaches to DPEP sustainability in this context. DPEP programme development for capacity building, institutional strengthening, planning, training and research processes, all need to be set within this wider environment.

5.4 The Government has constituted a main committee and a sub-committee to examine the sustainability of DPEP interventions. The findings of the sub-committee should issue within a week. The mission suggests that the conclusions of the study be shared widely across all DPEP stakeholders to ensure that the place of DPEP within the wider spectrum of education development is clearly understood.

5.5 The continuing development of an effective teaching force is critical to the achievement of UPE. In September 1998 there were 2312 vacancies against 40945 sanctioned teacher posts in the seven DPEP Districts; just under 6%. 50% of teachers in post were women. In the Phase II District visited by the mission, there were 58 reported vacancies; below 2% of the required teaching force. In 1999-2000, 2292 new teachers were appointed, 1009 deployed in DPEP Districts. The mission recommends that all data on teachers should always be gender desegregated.

5.6 Teachers with a minimum of matriculation have been appointed to Alternative Schools from within their school communities. They earn Rs500 per month. The mission was very impressed by the quality of the teaching provided by a sample of these teachers. Their on-going professional development and possible integration into the formal education system deserves early consideration.

5.7 A debate is underway about the future of Alternative Schools. There is no doubt that they meet an existing need. They cater for over 37420 children in the seven Districts, nearly 55% of whom are girls. In one class of 26, children visited by the mission, 20 were children who had dropped out of school and six had never attended school. In 1998-1999, 1096 children moved across into formal schools from the seven DPEP Districts.

5.8 In the longer term there are difficult questions to be addressed regarding Alternative Schools. A recognised danger is that a parallel system will be embedded without the full resources of a formal school. Alternative Schools follow the curriculum of the formal schools and use the same books. A move towards full day schools in places where Alternative Schools are working well offers one option. This will require careful monitoring of Alternative Schools, their performance and the willingness of the community to support a regular school. Consideration might also be given to opening schools with an enrolment of less than 20 to meet the needs of children in remote and isolated communities.

5.9 DPEP has developed capacity in a number of important areas. Some of this capacity will be integrated into existing mainstream institutions for example, SIEMAT will move into DTER. In the view of the mission it will be important to think through at an early stage how the impetus for research for primary education, distance learning and the mainstreaming of gender strategy and practice will find a clear institutional base when DPEP comes to a close. Many DPEP staff will return to posts and institutions where competencies acquired through DPEP may not be utilised to the full.

5.10 The financial sustainability of new institutions and new processes developed by DPEP ought not to be a major issue. This was confirmed by the Secretary to Government, School Education Department. CRCs have no capital costs. The creation of new BRCs will require an initial capital outlay but professional development activities can be carried out at relatively low cost, including benefiting from the expertise and the materials developed under DPEP. The mission suggests work is undertaken to cost the introduction of key DPEP interventions as part of its sustainability proposals.

6. NEXT STEPS

The Mission suggests that attention be given to the following:

- Defining the place of DPEP within wider sector policy frameworks both at the District and State level including the context provided by the State's Elementary Education Movement.
- Improving the horizontal and vertical integration of planning, with special reference to planning based on locally identified and verified needs
- Strengthening the capacity of teachers to monitor and assess the learning achievements of children.
- Developing the capacity of class teachers to provide academic support for children with special needs
- Defining the State's long-term approach to Alternative Schools

Appendix I

Tamil Nadu State Report
Ninth Joint Review Mission – Follow-up of Recommendations

(The Reference Areas, Observations and responses are given one below the other)

Reference Areas	Recommendation of 9 th JRM	Updated Status
Access, Repetition and Continuation	In Phase I, one district records an increase in GER, two districts record a decrease and in one district GER remains the same.	The enrolment in Nursery, Unaided Institutions and A.S. Centres has not been taken into account either for the calculation of total enrolment or GER. GER will show an increase when this is accounted for in the EMIS Statement.
	When comparing 1995-96 with 1997-98, actual enrolments have decreased by 7173 in Phase I districts.	Though there is an increase in total population in Tamil Nadu, a decline in School-age Population is noticed. GER /NER has grown improvement when calculated using DISE information.
	Significant increase in the GER of SC students is not evident in any of the districts.	The study conducted by Dr. Yash Aggarwal during 1998 reveals that Tamil Nadu has attained Social Equity. To increase the enrolment of SC in formal schools the needed efforts were taken.
	Since enrolment in formal schools has plateaued, the construction of schools and classrooms in disadvantaged areas could also be considered.	Additional classrooms are provided in remote and backward areas based on the actual needs of the schools as detailed below. Classrooms constructed in schools run by Adi-Dravida Welfare Department- 33 (With higher SC population) Classrooms constructed in schools in Tribal Areas - 9 Classrooms constructed in schools in coastal areas - 44 (for fisherman population) Classrooms constructed in schools in backward areas/blocks - 67.
	A student in Tamil Nadu requires 5.9 to 6.4 years (a ratio of pupil years to the number of graduates) to finish five years of final schooling where 6.4 is the median for States with a five year cycle. It must also be noted that for SC children, average years required to complete ranges from 5.68 to 6.84.	The Cohort study analysis is being conducted in all the blocks of Phase I and Phase II districts. Wherever SC children are not performing well block-specific problems will be identified and suitable remedial action will be taken in this regard. Without allowing any complacency to set in, sustained endeavour would be made to consolidate the gains and also to progressively bring down the range maximum. As for improving the grade transfer scenario in respect of SC children, special efforts as follows would be initiated: (i) Firming up teaching-learning programme in the special coaching classes for SC, ST girls. Designing necessary

		<p>(ii) orientation programmes for teachers to help them handle with extra pedagogic care and attention towards the SC children particularly in schools where there is no Special Coaching Centres.</p> <p>(iii) The supervisory machinery will be geared to devote more attention and to monitor more closely the performance profiles of SC children.</p> <p>All the above remedial interventions would be selectively targeted schools where the SC children are not performing well.</p>
Teaching and Learning Process in Schools	<p>In Dharmapuri, in class IV Mathematics, the difference between the rural and urban performance has been reduced to less than 5 percentage points.</p> <p>Differences in Achievement (over five percentage points) between the SC and others remain for class I Mathematics in all the four districts and in class I Language in one district.</p> <p>The increase is marginal in some districts and considerable in others. For instance, in Thiruvannamalai BAS data recorded a difference of around 1 point in class I and class IV language and in MAS this has increased to around 9 points.</p>	<p>The observation under 6 is an encouraging finding. Steps would be taken to consolidate the gains and maintain the position in Dharmapuri through CRCs.</p> <p>In Villupuram, the achievement gap noticed in "1.36" indicating that not only the gap is less than five percent but the gap noticed is on account of higher performance level of the SC /ST children. This welcome trend will be strengthened even as steps will be taken to get the SC/ST children improve still further their performance levels.</p> <p>Recurrent training to include the positive attitude towards teaching is being attempted. The Block Level Officers and Supervisors are being trained to offer effective academic support and training for interactive classroom transactions.</p> <p>It is presumed that the document, " Three years of DPEP and Learners Achievement – An Overview by the NCERT (1998) is the basis for the observation made. The observation is true only in the case of the three districts, Dharmapuri, Cuddalore, Thiruvannamalai where the achievement gaps are 6.05, 5.59 and 8.84 respectively. Firming up of Special Coaching Centres for SC/ST girls in these districts, getting the CRCs there discuss and launch the needed correctives and instructing the supervisory personnel for selective attention to the performance profiles of SC/ST children will be among the remedial steps being taken.</p>

	<p>Classroom observation demonstrated impressive motivation on the part of teachers. The benefit of teachers' training was evident in some classrooms visited. In other classrooms these features are not visible.</p> <p>There is a proposal in the State that A.S. teachers be given Rs.50/- month for TLM material. We strongly encourage the State to implement this proposal.</p>	<p>Teachers who are not adequately motivated are identified for additional sensitisation and conscientisation programmes. Supervisory personnel and review teams of officers from the SPO visiting the districts keep a "special watch" over them and their performance is closely monitored.</p> <p>From 1999-2000 onwards all the centres are paid Rs.50/- uniformly during Training Courses as TLM Grant for the preparation of Teaching Aids. The total amount to be paid to an instructor is Rs.500/- per year for TLM on par with the regular teachers of formal schools.</p>
Institutions for Support for School Level Development and Pedagogy.	<p>It would be helpful if DIET faculty observe the effect of the classroom.</p> <p>Both the teachers and those supporting them (Teacher Educators) from the BRC need to be clear on the roles of these support personnel.</p> <p>The possibility of integrating the different types of training such as Special Orientation for Primary Teaching, Joyful Learning and MLL could be examined.</p>	<p>Steps are being taken to derive increased resource support from the concerned DIET. The DIET faculty are being briefed on the programme inputs and to assist in the supervisory and monitoring efforts.</p> <p>The role expectations of block-level supervisory personnel are made clear to both the teachers and the supervisory personnel. Particularly, whenever any new intervention is introduced adequate awareness is created among the supervisory personnel through circulars and training programmes even as the teachers are kept apprised through CRC channels and other avenues.</p> <p>The needed integration will be sought to be ensured through the following measures:</p> <ul style="list-style-type: none"> (i) Developing beforehand the training material /manual explaining, among others, the contextual background of the concepts and principles attempted to be imparted. (ii) Follow up efforts through write ups in house journals. (iii) Organising seminars and brainstorming sessions designed to promote the cognitive skills of synthesis and holistic perceptions on the part of teachers. <p>Documentation and wider circulation of the completed action research projects is under way. The findings in capsule form are proposed to be disseminated through house journals for the information of wider circles of teachers.</p>

Institutions Support for School Level Development and Pedagogy.	<p>87 Action Research Project have been completed according to the State Officials. More thought needs to be given about the ongoing use by teachers in the classroom of this approach.</p> <p>We emphasise the importance of large scale research and evaluation of the various aspects of the projects, especially in Phase I for improved effectiveness of the project implementation.</p>	Sponsored Research Projects by mainstream researchers are being promoted. Already, six such projects are being initiated on various aspects of project implementation like dropouts among Muslim Community Children Functioning of Alternative Schools, Contribution of CRCs and BRCs, Community Involvement vis-a-vis Enrolment and Retention, Schooling of the Disadvantaged Groups and Analysis of Revised Science Textbooks. The projects entail an estimate expenditure of about Rs.3.00 lakhs.
Community Mobilisation and Participation	While Officials in the district appear to understand the role and responsibilities of each of these bodies (VLC and PTA), the distinct role and responsibilities of each appear to be less clear.	The role of different organisations at the school level, namely VLC and PTA will be clearly defined and propagated to the teachers and the community members in the orientation of training programmes that are to be conducted during 1999-2000. Based on the Government order recently issued every village panchayat will have an education committee and every school will have a PTA.
Financial Status	Since phase I of the project will be coming to an end in 2001, the Mission Team observe that after budgeting for the next year, Rs. 26 crores of total Project remains to be programmed.	A programme to utilise the remaining funds for implementing programmes for special focus group like IED, girls' education and strengthening of AS activity will be attempted in the Annual Work Plan and Budget for the last year of the project. To provide access 100 new schools during 1998-99 and 133 new schools during 1999-2000 have been opened under DPEP. 130 schools in 2000-2001 will be opened in school-less habitations. Proposals have been submitted to the GOI for approval to utilise the balance of grants.
Sustainability	<p>At a general level, the organisation of DPEP in the State appears to be supporting the sustainability of the project after the project completion</p> <p>The concept of preventive maintenance will help to minimise the cost of repairs</p>	The programme component will be sustained after the project period and a committee has been formed in this regard by the Government of Tamilnadu. The community/local body will be requested to maintain buildings in proper condition to minimise the cost of repairs.
Next Steps	Trends in enrolment with reference to expanding access and its implication for Civil Works and Alternative Schools.	Civil works has been undertaken in remote and backward areas based on the enrolment and building requirements as furnished by the Block Educational Officers. No construction work is attempted in Alternative Schooling centres as accomodation is provided by the community.

Next Steps	<p>Addressing issues in classroom scenario and factors influencing teaching learning in classrooms are not apparent</p> <p>Focussed attention on providing quality inputs to alternative schools</p> <p>Establishing feedback system between DIETs, BRCs, CRCs, Teachers and Classroom practices in order to improve the system of need-based professional support</p>	<p>Recurrent training to inculcate the positive attitude towards teaching is being attempted. The block level officers and supervisors are being trained to offer effective academic support and training for interactive classroom transactions. Also teachers are being encouraged to undertake action research studies on perceived classroom processes and related issues towards solving the problems faced.</p> <p>Linkage with formal schools and observation of classroom practices by instructors and supervisors are being strengthened.</p> <p>Recurrent training is given and interaction at the monthly meetings are more participatory. Distribution of workbooks to AS children will be done during 1999-2000 also. Utilisation of facilities and TLM materials available in the school for AS centres is encouraged.</p> <p>Besides Rs. 500/- per month given as honorarium to instructors, Rs. 50/- is paid monthly to all the AS Centres as contingency amount which is used for incurring petty expenditure for running the Centres. The Instructors are trained for two days every month.</p> <p>From 1999-2000 onwards all the centres are paid Rs. 50/- uniformly during Training Courses as TLM Grant for the preparation of Teaching Aids. The total amount paid to an instructor will be Rs. 500/- per year for TLM on par with the regular teachers of formal schools.</p> <p>Regular information flow from school, CRC, BRC and DIET will be effected through interaction and review meetings. Effective practices will be exchanged between teachers, BRC and DIET Staff when they visit the schools for extending academic support.</p> <p>DIET faculty members are lending academic support to teachers and assess the effect of the training programmes during their visit to schools.</p> <p>Orientation is given to BRC and DIET Staff to observe classroom practices in schools for providing effective academic support.</p>
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	<p>Monitoring and Evaluation of system of teacher training for improvement of training programmes</p> <p>Clarification of the roles and responsibilities of VLCs and PTAs to the Community and Teachers</p> <p>Improvement of district-level planning to address district specific issues</p>	<p>The impact of the training programmes will be evaluated by experts from the Departments of Education of Universities and training colleges. The findings will be utilised for improvement of teacher in-service programmes.</p> <p>The role of different organisations at the school level, namely VLC and PTA will be clearly defined and propagated to the teachers and the community members in the orientation of training programmes that are to be conducted during 1999-2000. Based on the Government order recently issued every village panchayat will have an education committee and every school will have a PTA. The education committee will consist of a Chairman, the Panchayat President and four members of which two will be the elected representatives of the panchayat.</p> <p>In the AWPB 2000-2001, district and block specific issues will be identified and programmes will be designed to achieve the goal.</p>
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*Appendix II***Tamil Nadu State Report Matrix**

KEY FINDINGS with regard to each of the four main areas of observation highlighted in the Mission's TORs	STATE : TAMIL NADU
A. Progress towards DPEP objectives	
1.SCR	<ul style="list-style-type: none"> * Average SCR for TN has fallen from 44.22 (1996/97) to 41.16 (1998-99) in Phase I Districts; from 44.01 to 43.48 in Phase II. * 40.6% schools with SCR of 20-40; 26.8 % with 40-60. 23% of schools have SCR of 60+. 9.1% have SCRs of less than 20.
2.GER/NER	<ul style="list-style-type: none"> * GER for 1998-99 (based on DISE data) and including formal, alternative and nursery schools between 93.40 to 99.21 for DPEP I and 90.86 to 101.77 for DPEP II. * Average for DPEP I is 90.45; 95.24 for and DPEP II. * For formal schools alone: GER is from 108.03 to 111.83 for SC and 101.80 to 133.63 for ST population (1997-98) in DPEP I. For DPEP II, the range is 90.48 to 103.76 for SC and 22.86 to 95.29 for ST. * NER for formal schools range from 69.18 to 74.82. for DPEP I and 69.46 to 80.33 for Phase II districts. * State is not satisfied with the method employed for GER/NER using NSSO data and is trying for GER/NER based on DISE for all the blocks.
3.Repetition	<ul style="list-style-type: none"> * Phase I repetition rates 8.11 to 10.45; Phase II districts between 9.50 to 10.63 (in 1998-99). Villupuram has lowest rates. * No clear pattern across Districts over the past three years
4.Retention	<ul style="list-style-type: none"> * Retention rate ranges between 81.90 to 87.60 for Phase I and 79.66 to 89.19 (1998-99) for Phase II districts.
5.Pupil Teacher Ratio	<ul style="list-style-type: none"> * Phase I districts report 35.45 to 46.75 PTR for 1998-99 and 37.78 to 39.08 for Phase II districts.
6.Attendance Rates	<ul style="list-style-type: none"> * As against Net Attendance Ratio for TN of 84, the State's own analysis of 16 schools for Sep.-Oct 1999 shows NAR of 89% for boys and 85% for girls. * In the same schools, teachers attendance has been reported to be 81%. Unauthorised absence was negligible.
7. Completion Rate	<ul style="list-style-type: none"> * Cohort from 1993-94 for nine blocks have reported Actual Completion rate of 46.1 to 62.9 for three blocks of Pudukkottai, 48.0 to 53.4 for Perambalur. Variation in pockets and districts. * The preliminary analysis for 1994-95/1998-99 Cohort for 106 blocks show a range of 57.45 to 60.40 for Phase I and 51.51 to 53.02 for Phase II. * ACR for SC, OBC and MBC show variation within the blocks as well as across caste groups.

8. Learning Achievement	<ul style="list-style-type: none"> * Learning Achievement – BAs and MAs for Phase I districts show achievement gaps of 5% or less in Maths and Languages. * Boys have shown poorer levels of performance than girls. * Gap between SC/ST and others has reduced. These groups have shown improved performance in MAS.
9. Equity Concerns	<ul style="list-style-type: none"> * Index of Gender Equity exceed the value of 95 in all the Phase I Districts. * Social equity index has been reported at 90% for SC population in Phase I districts. * Cohort study for nine blocks (1993-94) reveal near absence of gender inequity except for one block in Dharmapuri. (Phase-I) * Participation of SC/ST commensurate with share in the total population of the State.
10. Alternative Schooling	<ul style="list-style-type: none"> * 35 blocks in Phase I and 28 blocks in Phase II have 1324 Ass
11. ECE	<ul style="list-style-type: none"> * The state has no DPEP specific ECE program. Instead training of ICDS workers has been taken up. Education part needs strengthening.
B. School-Level Change	
1. School Plans	<ul style="list-style-type: none"> * 10,000 School Development Plans completed in both phases in 1998 * Cluster plans being developed, one in each district and one complete block . * Focus of school development plan is profile, context and infrastructure requirements. * Plans are approved by the BRC/BE:O. * Head-teachers lead planning process Some VLC involvement. * Some BRC has good documentation.
2. School Quality	<ul style="list-style-type: none"> * Model Schools (three per block) initiated. * Hardspots in Maths and English teaching have been identified and training programmes are being designed. * Cohort study is being used to identify low performing schools for intensive support. * Need for greater integration of quality intervention and at a pace which allows for real internalisation * Community resource mobilisation evident. * Private schools have emerged as the yardstick of quality in terms of vision and aspiration. Uniform provided by parents in addition to state's provision is one such strong indicator. * Teachers eager and attentive.

3. Community	<ul style="list-style-type: none"> * Village Level Committee and PTA members are usually educated men and women. * Well aware of schools' programme and activities and issues. * Aspire to achieve quality at par with good private schools so that children can face competition for professional and higher education. * Involved to boost schools' image and prepared to pay for recurring bills on electricity if need be. * Degree of involvement visibly linked with Head-teacher.
4. Learners	<ul style="list-style-type: none"> * Alert, Confident, Clean. * Girls visible in terms of attendance and participation. * Peer tutoring as part of activity learning methods but with very limited supervision by teachers.
5. Teachers	<ul style="list-style-type: none"> * Many young female teachers visible in classrooms. * Many female teachers engaged in teaching children in Special Coaching Classes. * Patient and caring. * Responsive to training suggestions.
6. Recording learner progress and reporting	<ul style="list-style-type: none"> * Term results available in DPEP provided schedules/cards. * Teachers found to interpret results and conscious of poor performing learners. * Innovative practices not noticed, though visits to weak students' homes
7. Textbooks & TLMs	<ul style="list-style-type: none"> * New books and workbooks available up to Grade V in all subjects. * Textbook Corporation ensures timely delivery. * Improved printing and quality of books. * Good co-ordination between SPO, DTERT and Textbook Corporation. * School teachers at whole state (not only DPEP) basis, involved in the textbook and workbook preparation. * TLMs visible in the classroom, preparation training also observed.
8. Professional Support	<ul style="list-style-type: none"> * Regular inservice programmes through DIET and BRCs * Monthly meetings at CRC. Records maintained. * School visits by BRC teacher educators on regular basis. * Tele-conferencing for DIET and resource group persons. * Special training for trained graduates SCs to be appointed teachers for primary schools. * Newsletter by DPO a regular activity. * CRC's role not very clear for school-based support.
9. AS / Para Teachers	<ul style="list-style-type: none"> * AS teachers appointed at 500/- p.m. * Usually Matriculates or +2 passed teachers. * Active, involved and from local communities. * Regular training and material support available by DPO and DIETs. * No para-teachers, but PTA/VLCs appoint teachers out of their own funds if teacher shortage is felt.

10. Disadvantaged Children	<ul style="list-style-type: none"> * Children with various backgrounds including disabled are seated together. * Special Coaching Classes supported by DPEP for SC girls. Boys are not included. * Disabled children being identified from within the schools and outside. * Resource teachers identified and appointed by NGOs. STs are negligibly few and not visible.
11. Migrants	<ul style="list-style-type: none"> * Issue for specific Districts. * Migrants have right to readmission
12. Tribal Language	<ul style="list-style-type: none"> * Special textbooks not required as Tamil alphabets are used for writing.
C. School Support System	
1. BRC/CRC Workload	<ul style="list-style-type: none"> * Priority given to pedagogical activities. * Focus on inputs rather than learning outcomes. * CRCs in TN work directly through cluster head-teachers.
2. BRC/CRC Autonomy	<ul style="list-style-type: none"> * Programmes driven primarily by State and District plans. * Local initiatives reliant on strong BRC/CRC leadership. * In Phase II and Phase I linkage between school, cluster, block and District planning is not yet established.
3. DIET, BRC, CRC School	<ul style="list-style-type: none"> * Strong and supportive links at the personnel level. * AEO, BRC relationships good. * More dialogue between DIET principal, BRC, CRC co-ordinators and District desirable.
4. SCERT, SAO, DIET, BRC, CRC Pedagogical vision.	<ul style="list-style-type: none"> * Lack of gender vision. * Strong on learning processes; less clarity on DPEP goal on learning achievements. * Strong evidence of commitment to improving the quality of education.
5. Teacher Pedagogical Understanding	<ul style="list-style-type: none"> * Acceptance by teachers of changing methodologies. * Danger of too many activities taking place too quickly.
6. Teachers - Pupil Learning Achievement	<ul style="list-style-type: none"> * Textbooks for Grades I – V based on MLLs. * Testing undertaken by BRC co-ordinators.
7. Decentralisation of Training	<ul style="list-style-type: none"> * Regular cluster training, primarily based on centrally defined programme of demonstration lessons. * Well managed by CRCs and BRCs. * Evidence of attention to multigrade teaching.
8. Grassroots Planning	<ul style="list-style-type: none"> * Both Phase I & II schools have developed one School Development Plan. * Plans reflect considerable amount of work primarily by head-teachers. * Purpose of plans not clearly defined within overall programme. * Cluster Planning evolving.
9. Two-way flow of Information	<ul style="list-style-type: none"> * Good links school CRC/BRC * Accountability primarily hierarchical * Male dominated processes
10. PRI-Involvement	<ul style="list-style-type: none"> * New PRI education committees may require rethink of VLC/PTA functions.

11. Institutional Development	<ul style="list-style-type: none"> * AS system raises difficult, long-term policy issues * Attention to leadership at all levels required. * Good indicators of DPEP/mainstream system integration.
12. Implementation of Schedule	<ul style="list-style-type: none"> * Building and training programmes on track * Not on track against budget: but are budgets realistic? * No strong evidence of lesson learning from Phase I.
D. Sustainability	
1. Teacher Vacancies	<ul style="list-style-type: none"> * In one Phase II district, 3730 teachers, 58 vacancies. * Difficult to meet SC/ST quota * AS teachers recruited without difficulty.
2. PTR	<ul style="list-style-type: none"> * District Phase II figure 1:33 * Wide variations of PTR.
3. Increase in Female Teachers	<ul style="list-style-type: none"> * Lack of fully disaggregated data * Minority of female head-teachers: issues of seniority.
4. Alternative School Teacher	<ul style="list-style-type: none"> * St 10 Matriculation * Instructors and supervisions in place in Phase II district.
5. AS Instructors	<ul style="list-style-type: none"> * Sample evidence suggests well motivated and effective instructors * Regular training at Block level * Good management of multigrade groups.
6. Integration of DPEP	<ul style="list-style-type: none"> * Strong integration in one Phase II district including through District Education Committee. * Some evidence of integration of AEO and BRC programmes.
7. Impact on System Pedagogy	<ul style="list-style-type: none"> * DPEP having strong impact in classroom * Evidence of activity based learning * Constant teacher reference to joyful learning * Limited evidence of performance monitoring
8. SRGs/DRGs	<ul style="list-style-type: none"> * Functioning efficiently at State level * Role of consultants at District level appears limited
9. Future of SRGS/DRGs	<ul style="list-style-type: none"> * Important that competencies built by DPEP are not lost
10. Sustainability	<ul style="list-style-type: none"> * Financially possible * Insufficient attention to lesson learning across the State. * Budgeting needs to be driven by District needs.
11. AS Sustainability	<ul style="list-style-type: none"> * Can be sustained to meet existing needs. * Questions as to whether it should be sustained in its existing form.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAM
10th JOINT REVIEW MISSION AND SECOND IN-DEPTH REVIEW MISSION

UTTAR PRADESH STATE REPORT
(13 – 20, November, 1999)

I. INTRODUCTION

1.1 A mission team consisting of Carrie Auer (UNICEF), Mohan Menon (GOI), John Middleton (WB) and Jayshree Oza (EC) visited Uttar Pradesh November 13-20, 1999 to review implementation progress of the Uttar Pradesh Basic Education Projects (UPBEP I and II) and the Second District Primary Education Program (DPEP II). Mission members visited the districts of Nainital (UPBEP) and Firozabad (DPEP II) and held extensive discussions in Lucknow with professionals in the SPO, SIEMAT, SCERT and SIE. In the districts members visited schools, Village Education Committees (VEC), Nyaya Panchayat Resource Centers (NPRC), Block Resource Centers (BRC) and District Institutes of Education and Training (DIET). The team discussed project progress and issues with students, teachers, head teachers, NPRC and BRC coordinators, VEC members, Mahila Samakhya workers, alternative school and ECCE staff, staff of the DPO and DEO and the District Magistrate and officials in other development agencies. The findings of the mission were discussed with the Government of Uttar Pradesh (GOUP) in a wrap up meeting chaired by the Principal Secretary (Education). The mission wishes to express its gratitude to the GOUP, the State Project Director and the SPO, DPOs, district officials, staff of the institutions visited, and the community members, teachers and students who gave unstintingly of their time.

1.2 The mission notes that UPBEP I and II will be closing in September 2000, while DPEP II has completed two years of implementation. A UPBEP Sustainability Study and Transition Plan has been approved. The State government has committed to SPO management of BEP districts for two years beyond the closing date. The State has also issued an order allocating Rs. 217 crore annually in the non-plan budget to sustain BEP core activities as an integral and continuing component of the State education budget. The SPO sees no issues in sustaining UPBEP I and II. The mission notes that Nainital district was found to have good performance relative to two other UPBEP districts evaluated in the course of developing the GOUP UPBEP sustainability plan. Thus mission findings from Nainital should be seen as indicative of the potential of the two UPBEP projects.

1.3 The mission followed up on the recommendations of the Ninth JRM for UP, and found that they have been substantially addressed. Civil works completion rates against project targets for UPBEP I and UPBEP II are 99 percent and 85 percent respectively. DPEP II construction has been slowed because of a delay in release of SRY funds due to the State election. The SPO anticipates no problems in completing the UPBEP II construction program on time. For DPEP II, civil works targets for 97/98 were largely met. Achievement of targets for 98/99 are expected to

be achieved by the SPO. New math books for classes 2 and 3 were introduced in all primary schools in July 1999. Language and EVS textbooks are being trialled, and will be introduced along with new textbooks for classes 4 and 5 in the next academic session. Fourth round teacher in-service training has been completed; for the fifth round, EVS modules have been completed and teacher training is underway. At the upper primary level, 5258 teachers have been trained in teaching mathematics, the science module has been field tested and finalized and science training has begun. The SPO convened a workshop in May 1999 to consider ways of improving the academic support system. This workshop led to a detailed programme for improving pedagogy and academic support.¹ All NPRC coordinators have been trained in providing academic support, DIET interaction with BRCs has been strengthened through regular visits, and BRC/NPRC linkages improved through training, supervision checklists, and regular monthly meetings of NPRC and BRC staff. GOUP has allocated funds for the completion of SIEMAT civil works, which are nearing completion.

1.4 Teacher appointments to project schools have been accelerated. As of November 1999 91 percent of teacher posts in UPBEP districts have been filled (69859 sanctioned; 63344 in position). In DPEP II 94 percent of teacher posts have been filled (58,297 sanctioned; 54750 filled). The policy on para-teachers has been finalized, and although recruitment was delayed due to State elections it is now underway.

1.5 Training has been provided to 274,164 members of 12,462 DPEP II VECs and in UPBEP second cycle training has been delivered to 272,756 members of 12,498 VECs. The DPEP II Model Cluster Development approach for girls has been extended from 2 to 5 Nyaya Panchayats in each district, VECs have been sensitized to girls education through training, and 698 MTAs have been formed and the module for MTA training developed. In addition to the teacher training noted, quality improvement in upper primary education is being undertaken and the GOI has been approached for additional financing to complete the upper primary education tasks in BEP districts. UPBEP I reimbursable expenditures through August 1999 reached Rs. 5395 million against total project reimbursable cost of Rs. 6194 million, or 87 percent. The same figures for UPBEP II are Rs. 1372 million against Rs. 2257 million (61 percent), and for DPEP II Rs. 1339 million against Rs. 4824 million (28 percent). The SPO has taken measures to ensure that all UPBEP II resources will be fully utilized before project closing.

1.6 The terms of reference for the 10th JRM call for the mission to focus on four areas: a) progress toward outcome-related indicators, b) school level changes, c) system support and d) sustainability. This focus necessarily limits the coverage of this report, but the full scope of accomplishment and work in Uttar Pradesh can be found in the two project status reports and project studies.²

¹ Strengthening Academic Support and Supervision. UP Education For All, Lucknow. November, 1999.

² Mission observations on state-wide progress in both projects is drawn from the Status Reports prepared by the SPO and from the extensive set of studies carried out by SIEMAT, SCERT and independent researchers over the past two years.

2. PROGRESS TOWARD OUTCOME-RELATED INDICATORS

Access, Retention and Repetition

2.1 Access has been substantially improved in BEP districts. As data for 1999/2000 have yet to be fully compiled, UPBEP primary GER figures for 1998/99 are as reported in the 9th JRM: 118 percent for boys and 93 percent for girls. This represents a 51 percent increase for boys and a 95 percent increase for girls over the baseline period 1991/92. Both indicators exceed project targets as well as indicators in non-BEP districts. Based on a six district sample study, the overall NER was 82 percent, up from 80 percent in 1997/98; for girls, the NER increased in the same period from 72 percent to 76 percent.

2.2 At the upper primary level, the GER for boys is 78 percent, above the project target of 76 percent. However, the upper primary GER for girls at 53 percent is below the target of 64 percent.

2.3 In Nainital, intensive micro-planning made it possible to identify all children out-of-school. Subsequent intensive enrollment efforts enabled Nainital, in effect, to achieve universal enrollment with recognised schools enrolling about 20 percent of the total. The drop out rate has been reduced from 7.5 percent to 2.5 percent.

2.4 Gender and caste differentials in dropout have been reduced substantially in UPBEP. The six-district sample study shows that dropout rates for boys have fallen from 40 percent (1991/92) to 35 percent; for girls the drop is from 60 percent to 34 percent. Dropout rates in 1998/99 for SC/ST and OBC were 33 percent and 38 percent respectively. The current dropout rate for girls is nearing the project target of 30 percent. The SPO monitors dropout through DISE and through sample studies. A special study of male dropout is being conducted.

2.5 Again based on a six district sample for UPBEP, primary repetition rates average 4.9 percent (girls 5.2 percent). They are highest in grade 1 at 9.5 percent. Data on upper primary repetition are not available.

2.6 For DPEP II, GERs increased from 1997/98 to 1998/99 from 95 to 99 percent; for girls, the increase was from 85 percent to 92 percent. These figures are consistent with those in Ferozabad district, which reported overall GERs of 92 percent. Total enrollments for SC students increased over the same period from 1.19 million to 1.32 million, a 10 percent increase. SC students' 30 percent share of enrollments is higher than the SC population share of 22 percent. The average repetition rate in DPEP districts was 5.17 percent in 1998/99. A sample study in two districts found an attendance rate of 75 percent. In Ferozabad, when attendance was checked for one of the schools visited, it was noted that of 206 children 161 were in attendance. The teacher explained that this is the harvest season and children were needed to work in the fields. When children are out for the agricultural work they can miss up to 15 days. When they return to school they are paired with a peer tutor who helps them work through the lessons missed.

2.7 MIS data indicate that Grade I enrollments in 14 DPEP II districts fell in 1998/99, from 1,362,000 to 1,215,000, or 11 percent. The SPO notes several explanations for the decline: a) the scholarship scheme for all SC/ST children in 1997-98 resulted in the enrollment of a large

number of underage children, which was prevented in the subsequent year; b) the mid-day meal scheme also motivated parents to send a large number of under-aged children to school in 1997-98; and c) that a state-wide teacher strike during the period in which enrollment statistics may have distorted the data. A possible additional explanation was found for several schools in Nainital district where a fall in Grade 1 enrollments was attributed to the opening of a recognised primary school nearer to student homes. Grade 2 enrollments higher than grade 1 enrollments in the prior year support the observation by teachers that parents send grade 1 children to the closer recognised school and then transfer them to the government school when they are older.

Learning Achievement

2.8 Partial analysis of the final round of achievement testing for UPBEP districts shows a statistically significant increase in Grade IV student language scores in 7 of 12 districts, no significant increase in 3 districts, and statistically significant declines in 2 districts. In mathematics the pattern of results was the same. Complete analysis, including Grade 1 scores, is expected by the end of the year. No data will be available for learning achievement in DPEP II until the completion of the MAS in 2000.

2.9 The SPO relies on the periodic Assessment Surveys for data on learning achievement. These permit identification of areas for improvement every four years, given time for analysis. As part of its program to strengthen academic support and supervision, the SPO has developed “learning milestones” for four subjects for classes 1-5 which are meant to help the teacher assess student progress. These standards should help teachers and support system monitor learning progress on a more continuous basis. SCERT is developing a comprehensive programme for enhanced continuous assessment in classrooms.

Quality

2.10 In both UPBEP and DPEP II the quality of teaching and learning is monitored through an increasingly intensive program of school visits carried out by staff from NPRC, BRC and DIETS. In both districts visited, each BRC has been assigned to a DIET faculty member for oversight and follow-up.

Alternative Schooling

2.11 Alternative schools are making important contributions in both projects. The policy of GOUP is to establish UPBEP NFE Centers (‘Shiksha Ghar’) for students needing flexibility in hours and those who do not have access to formal schools. These centres are seen as transitional to formal schooling: the intention is to mainstream as many children in formal school as possible. About 500 SGs have been established with a trained teacher and TLMs, enrolling about 11,000 students, half of whom are girls. Teachers are trained in three phases in DIETs. These centres are expected to be phased out when the project closes.

2.12 In DPEP II, several models of alternative schooling are being explored. A State Resource Group for Alternative Schooling has been entrusted with development of these models and associated materials and training programs. District Coordinators (A.S.) have been posted in all districts, have been trained and meet bi-monthly at the SPO. VECs determine the timing and venue of AS centres, which are managed by Gram Panchayats, including the payment of instructors. At present 16,675 boys and 15,186 girls are enrolled in AS centres.

2.13 Alternative schooling for working children is a particular priority in Ferozabad and Moradabad districts. A coalition of partner departments, including Labour, Social Welfare, ICDS, Health and the District Urban Development Agency was formed in 1998 to develop a coherent strategy. Surveys conducted by the Department of Labor enabled planners to identify working children as the basis for strategy development.

2.14 The mission observed that glass and bangle industry both at urban and semi urban areas has caused a high concentration of child labour. To provide education to these working children through the alternative schooling programme, intensive and planned efforts were started in June 1998. The project has set up 44 alternative schools of which 34 are in urban areas: these serve 572 children, of whom 329 are girls. Instructors of AS are given training in two phases, 15 days each. Both Balashalas and Shiksha Ghars are found in Ferozabad.

Education for Women and Girls

2.15 The proportion of female teachers at the primary level has risen from 18 percent in 1991/92 to 27 percent in 1996/97, and at the upper primary level from 16 to 20 percent over the same period. The proportion of females to be admitted to pre-service teacher education has been set at 50 percent to ensure future availability of teachers. This will take time to have effect, especially in light of the State's success in filling teacher posts so far. In Nainital, where 45 percent of teachers are reported to be female the DPO is finding it difficult to find women teachers willing to accept posts in remote schools.

2.16 While 50 percent of new upper primary schools are to be exclusively for girls, enrollment increases fall short of targets. A variety of socio-cultural reasons are said to make parents reluctant to send girls to upper primary schools. The SPO is fully aware of this issue. A pilot project to convert existing upper primary schools to double shift, with boys attending in the morning and girls in the afternoon, has been launched in one block in each UPBEP district.

2.17 The Model Cluster Development Approach was developed to tackle the problem of low girls' enrolment and retention in primary school in DPEP districts. Thirty low female literacy clusters were initially targeted in the DPEP districts. This year the programme has been extended to an additional five clusters in each district. In these clusters, all possible inputs will be provided, regular contact maintained, close monitoring of the progress and impact of efforts, and core teams will be formed as well as women's fora such as mother-teacher associations. The Meena campaign has been launched in all the clusters to mobilize the community and to build awareness about the importance of educating girls. Other mobilization activities have been introduced such as street plays, meetings with villagers, parents and other concerned authorities, house-to-house motivational and follow-up visits, and Maa-beti Melas. After one year of implementation, 190,000 people have agreed to support the cause of girls' education. The number of VECs sensitized to the girls' education problem is 12,333. Thirty core teams, 698 MTAs, 740 PTAs and 81 Women Motivator groups have been formed. The module for MTA training is ready.

2.18 The Mahila Samakhya women's empowerment project is in operation in 6 UPBEP districts. MS undertakes a variety of activities for women's empowerment. At the outset MS focused on 'survival' issues of drinking water, rations, minimum wages, forest produce and violence. Once the sanghas started taking shape and had to interact with power structures and

governance, the value of literacy was realised. Women needed to complete work applications, access official documents, and maintain records for income generation activities and savings groups. Education for women and girls is therefore often chosen as a focus for MS. A range of activities is undertaken for adolescent girls, including literacy camps skills training and village libraries. In 1997-98 these educational activities reached more than 20,500 women and girls.

2.19 The impact of learning and empowerment through all of the above was evident in the mission's visit to a MS workshop on MIS and a meeting with key functionaries of MS in Nainital. There seems to be some amount of synergy between MS and BEP as demonstrated in MS conducting VEC training and helping in enrolment. After many years of dialogue at all levels of the government MS also has been successful in seeking permission in mainstreaming through common exams at the district levels in classes 5 and 8.

ECCE Centres

2.20 Under UPBEP 1250 ECCE centers have been established in collaboration with ICDS. The timing of anganwadis has been adjusted to that of the schools, with the project paying an additional honorarium to the ICDS staff in recognition of the longer working hours. In Nainital the mission found an attached anganwadi to be functioning effectively. Continuous efforts to improve the quality of pre-school education are underway: the mission reviewed a useful ECCE manual developed by the Nainital DIET.

2.21 More than 1000 ECCE centers have been opened in DPEP II in cooperation with ICDS. Materials have been developed for the training of master trainers, who in turn are training anganwadi workers in a range of appropriate pre-school education skills.

Children With Disabilities

2.22 Mainstreaming children with mild to moderate disabilities is the policy of UPBEP. The development of the capabilities of schools and teachers to meet special education needs is the objective. To this end a survey of all BEP districts has identified 125,006 children with disabilities, of whom 44,681 are girls. A VEC member has been nominated as the guardian of each child. A core team has been established in each district to monitor implementation, with membership comprised of education officials, specialists in special education, staff of NGOs active in special education, DIET faculty, and officers from the Medical and Handicapped Welfare Departments. A Teacher Handbook on identifying disabilities has been completed at SCERT, master trainers trained, and 5 day training for teachers in 12 blocks of four districts launched in October 1999.

2.23 DPEP II has the same policy and objective, and is carrying out similar activities. A survey in ten blocks of five districts has identified 18,167 children. Following assessment by resource teachers 798 children have been placed in regular schools. Awareness programmes for VEC/ community leaders and active NGOs has been completed: 12333 VEC members have been reached. The Teacher Handbook is used here as well.

3. SCHOOL-LEVEL CHANGE

School Community Partnership.

3.1 In order to promote local ownership of BEP and DPEP interventions, communities have

been mobilized to participate in development and educational activities. The main mechanism for strengthening community participation is by constituting VECs. The VEC will play a major role in mobilizing the community for education to bring non-enrolled children to school; to improve completion rates; identify and mobilize families with children with disabilities to send their children to school; promote girls' participation in school; encourage enrolment of children in preschools; and encourage and support working children and other marginalized groups needing special schooling to join alternative schools.

3.2 Over the course of UPBEP and DPEP II implementation, massive training has been completed. In UPBEP, 12 498 VECs have been trained and micro-planning was completed for 5585 villages. In 11,890 villages household surveys have been completed and microplanning has taken place in 9,539 villages

3.3 In the schools visited in Nainital the VECs and the schools worked closely with each other. Micro-planning was carried out in total collaboration. The data remains on the walls of the schools, collation of school data at the cluster level and collation of clusters is done in the BRC office. At all levels there was evidence of ownership of the programme in the way VEC members participated and took pride in their achievements.

3.4 VECs of Ferozabad district have been given training by respective BRC members. Of the 512 VECs in Ferozabad district 3,724 male members and 1,436 female members have been trained in micro-planning and community mapping. The trained members of the VECs have prepared educational maps of 2,934 villages and hamlets. On the basis of this mapping exercise, educational problems of the village and schools are being identified and the real situation understood. Data obtained from the educational survey was used to develop school plans. In total, 490 plans have been prepared.

3.5 The impact of VEC training and microplanning can be seen in the following:

- Regular VEC meetings taking place.
- Issues identified and strategies decided on to address problems.
- Increase in communication between community and school.
- The community has become more aware about the educational facilities and their responsibilities.
- There has been a reduction in hesitation about speaking openly about education issues.
- The Village Pradhan has been motivated and held responsible to sort out village problems by the community.
- VECs are approaching other departments for improving and supporting improvement of facilities in their schools.

3.6 Although school plans have been developed in most schools, teachers have taken the lead in preparing them with some input from the VEC members. Since this is the first year that extensive microplanning activities have taken place in Ferozabad, involvement of the communities was limited. However, now that the VECs have gone through the process once and see what can be done, they are eager to continue the process and to be more involved. In Harsha Kataina village, the VEC has requested that school facilities be upgraded to meet growing

enrolment. They have requested additional teachers through the Shiksha Mitra scheme and additional classrooms for the schools.

3.7 The State Government has decentralized the management of Basic Education to the Gram Panchayats. They will now be responsible for Basic Education at the village level. The funds for education will be provided to the Gram Panchayats. VECs have been reconstituted as the Education Sub-committee of the Gram Panchayat, with the same provision for membership as in the past. The Gram Panchayats will also have control over the teachers and they will be able to recruit para-teachers depending on the requirement in the village schools. Incentives like scholarships and the distribution of textbooks will also be managed by the Gram Panchayats.

Quality of teaching/learning processes

3.8 UPBEP has taken a holistic approach to pedagogical improvements. Under DPEP quality related interventions have been given more importance. Interventions include curriculum review and revision; textbook development; development of supplementary reading materials; and development of teacher training packages.

3.9 The curriculum review and revision focused on moving from a 'teacher teaching' paradigm to a 'learner learning' paradigm. The first step in revising the curriculum was to develop a common pedagogical vision. Once this was done with all strategic partners, the process went ahead. The upper primary curriculum was also revised.

3.10 Evidence of this paradigmatic shift was seen in schools visited in Nainital and Ferozabad. The schools visited had visuals, TLM and its regular use was evident. Even the storage devices were much more convenient to regular use. For example magazine holder were positioned on the walls. Teaching-learning materials were locally made with sticks and thread, etc., to learn multiplication and tables. Physical objects to learn numbers and math problems were used. All schools had walls as children's blackboards. They all sat on dhurries and wrote on the walls. The wall blackboards were especially useful for multi-grade teaching.

3.11 In Nainital Class 5 students could read fluently from the textbooks upon request. They could solve a problem involving fractions on the blackboard. In class I children could count up to 10 items when asked by visitors. An upper primary student interviewed described the most important changes in the school as having water available, a beautiful and clean school building, walls having charts and other TLM. She liked coming to the school. This particular class was being taught sewing and while teaching, the teacher was making learning transfers of concepts of shapes and estimates.

3.12 In Ferozabad, similar situations were found at the schools. Each had been painted and each classroom had a variety of TLMs displayed. However, only in three classrooms did we see children actually using materials associated with the lesson being taught. In one classroom, the students were working in small groups with materials for a math lesson. In most of the other classrooms observed, the teacher continued to dominate the learning transactions. Teachers did demonstrate good questioning skills and were more animated with students. Students were given time to answer questions and encouraged to try. In the first grade classes and ECE classes, songs and games were used.

Alternative Schools

3.13 The quality of teaching in alternative schools is good and improving. Two Shiksha Ghar alternative schools were visited in Nainital. Each enrolled about 14 children, half girls. Multi-grade teaching was appropriately employed, and all students had materials. Attendance for the past month averaged more than 90 percent at each centre. Both teachers reported mainstreaming 5-6 students in the past year. Schools are visited monthly by BRC and DIET staff.

3.14 In the DPEP alternative schools for working children visited in Ferozabad, the teachers directed much of the learning transactions. The centres were housed in vacant housing units. Students answered questions and participated in learning activities. They willingly took turns in leading the class in recitation of words and numbers. The AS instructors had multi-grade situations and would like to have more training in how to handle these classes. The parents were supportive of the AS centres and hoped to have a regular school in the future. One rural AS was visited and the same situation prevailed.

TLM and Textbooks

3.15 New textbooks were developed to reflect the common pedagogical vision of the state of UP. The development of new textbooks was undertaken by SCERT in partnership with teachers. The process of writing was done in a series of participatory workshops, similarly through the process of sharing, review and revision of final lessons was prepared. The final product was six textbooks for language, maths and EVS for classes 1 – 3. These were submitted to the Basic Shiksha Parishad for approval. The textbooks for Maths for classes 2 – 3 were approved for the whole state and were introduced in the schools in July 1999. The other four textbooks are being field tested. The textbooks for classes 4 – 5 are currently being developed and will be submitted to Basic Shiksha Parishad for approval in December 1999. The teacher handbooks for support and guidance in Maths for classes 2 – 3 have been developed. The teacher handbooks for Language and EVS for classes 1 – 3 were prepared in August 1999, but await finalization of the textbooks before being released. Teachers are receiving training on how to transact the learning activities in these books. Free textbooks are provided to all girls, SC/ST children in DPEP II project districts.

Teachers

3.16 Under UPBEP five cycles of teacher training have been developed by SCERT. Four cycles have been completed. Teachers trained are 42,300 for cycle 1; 43201 for cycle 2; 43201 for cycle 3; and 43205 for cycle 4. For the fifth cycle, which focuses on EVS teaching, 40 master trainers have been trained and training is underway in the districts. More than 5,000 Upper Primary teachers have completed training in the teaching of mathematics. For science 40 master trainers have been trained.

3.17 In DPEP II, the first round of motivational training has been completed with 51,263 teachers trained. The second round of training focused on pedagogy and teaching mathematics in classes 2 and 3 is underway. To date 1907 teachers plus Master trainers have been trained.

3.18 Beginning in the fourth cycle of UPBEP teacher training the whole school approach was adopted. In Ferozabad, the team visited a teacher training session at one of the BRCs. A whole school approach had been employed. Temporary teachers were provided at the schools for the duration of the training.

3.19 Teacher grants are provided for developing teaching aids for the classroom. For better and timely utilization of teacher grants, TLM melas were organized during July and August 1999 at the NPRC, BRC and DIETs in all UPBEP and DPEP districts. These melas were found to be very useful by the teachers.

3.20 Impact of the teacher training programme is found at the classroom level. In both Nainital and Ferozabad teachers seemed well prepared and had planning diaries that were regularly maintained. Multi-grade classrooms seemed to be a norm rather than the exception. Teachers could describe different multi-grade strategies such as grouping, short assignments and self-study processes.

4. SYSTEM SUPPORT

4.1 System support programmes are evolving in two phases. In the first phase the emphasis was on teacher in-service training, which has included training in teacher training support for functionaries (NPRC, BRC, DIET) somewhat in isolation from one another. The second phase is the new programme to improve academic support and supervision, in which staff from different levels of the project and from the DEO are being trained together. The mission observes that team training should help with the process of integrating and linking system support activities. As part of the programme to strengthen academic support and supervision, intensive training and visit programmes have been undertaken in both UPBEP and DPEP II to strengthen the school support system of DPOs, DIETs, BRCs and NPRCs. New supervision and reporting templates, teacher planners and other job aids are in place. The mission observed that these activities have had positive effects and looks forward to continuing progress.

State Level Institutions and Programmes

4.2 **SCERT.** The SCERT has provided leadership in academic matters to district and block level institutions. It has demonstrated openness to bringing in “best practices” from UP and other states in training and materials development. Training manuals for each level as well as training models such as trainer training have been developed. In taking the lead in curriculum revision and textbook development, the SCERT has been able to improve the integration of textbooks and teacher training.

4.3 **SIEMAT.** SIEMAT has played an increasingly strong role in developing educational planning and management capacity through training. SIEMAT’s capacity to do this is strengthened by its role in appraising State and District annual work plans and budgets. It has also played an important role in developing the growing studies program which is enabling the SPO to make project decisions and develop strategies with good information. An important accomplishment of SIEMAT has been the training of DIET researchers and in developing the teacher action research programme. SIEMAT continues to have difficulty on recruiting and retaining senior lecturers.

4.4 **Distance Learning.** The mission observed that the distance education component has been integrated into the in-service training process and teacher support. Self-learning print materials and video cassettes have been produced to augment the ongoing teacher training programme. DIETs in both projects are being provided with DRS to facilitate teleconferencing. In Ferozabad

the mission observed that a newsletter is being planned by DIET to provide support to teachers in areas such as pedagogy and community mobilisation.

District Institutions

4.5 In Nainital, the mission observed that BRCs are functioning in excellent buildings. A regular program of visits to NPRCs and schools is underway. The mission observed an excellent residential training program for the Round 5 EVS module that used highly skilled local resource trainers. In Ferozabad, BRCs are operating in borrowed and rented facilities while buildings are being constructed. The mission observed that BRC activities will be more effective when facilities are completed. NPRC coordinators mentioned that the problems unresolved at NPRC are referred to BRC and DIET to be discussed in the meetings of BRC Coordinators and NPRC Coordinators at DIET and BRC.

4.6 In Ferozabad the mission found that all teachers have undergone first round training and second round training is underway. Teachers participated actively in the training session observed by the mission. The DIET conducted a visioning workshop for the district and block level officers of the Education Department. BRC and NPRC Coordinators have undergone three rounds of training in responsibilities and duties of coordinators, annual work plan development and financial responsibilities. The mission observed that a whole school approach is adopted in the teacher training programmes.

4.7 In both districts the mission found NPRC complexes that include both primary and upper primary schools. There is potential for such complexes to take lead roles demonstration teaching and eventually to serve as especially valuable models for school improvement activities

4.8 Both districts visited have strong DIETs that are increasingly effective in providing support to and through BRCs. Faculty members are assigned responsibility for individual blocks. The DIET role in project activities is increasingly complex and responsible. In Nainital the DIET has been active in conducting research activities and, in particular, action research by teachers.

4.9 In Ferozabad, all teachers and coordinators of BRCs and NPRCs are aware of the vision regarding chain of support. Similarly, in Nainital recent training activities have helped clarify the vision. In practice, however, there appears to be some overlap of roles and functions as the DIETs continue to evolve. In particular, the SPO is working to clarify roles of BRC Coordinators and ABSAs. SIEMAT is assessing the present DIET model, and service rules for NPRCs and BRCs are being developed.

4.10 The mission observed that systematic micro-planning exercises have been carried out in both UPBEP and DPEP districts. In Nainital, micro-planning data was instrumental in identifying children out of school for intensive enrollment efforts. VEC with the help of teachers conducted household surveys and village plans are prepared. A small group in the DPO prepares AWP&B.

4.11 BRC, NPRC, district coordinators and the ABSA (BEO) are involved in regular monitoring of school functioning. In addition to these an intensive monitoring team is constituted at district level which includes DPO, DIET principal, programme officer of NFE, concerned

ABSA, BRC coordinator/asst. coordinator and NPRC coordinator. This is done in selected schools/villages.

5. SUSTAINABILITY

5.1 For a project to be sustained key interventions must work and be integrated with general practice, and the government must be prepared to finance their continuation. While there are risks, the UP Basic Education Project is likely to be sustainable. Project objectives have been largely achieved; physical and human resources are in place. The State has agreed to sustain key activities through the non-plan budget. Key factors favorable to sustainability:

5.2 *An Analytical Base.* A UPBEP sustainability study and transition plan for 1999-2000 based on evaluations of project interventions has been completed, discussed and approved. The study includes a careful analysis of the costs of sustainability. Expenditure on basic education has held steady at about 20 percent of total expenditures for a decade, while overall state revenue expenditures have grown at an average of 16 percent per annum. Against this backdrop, the burden of sustaining DPEP is estimated at 03.7 percent of basic education expenditures, a manageable burden. It is also relevant that the state presently finances 55-60 per cent of BEP expenditures due to the agreement that BEP would bear a declining share of salary expenditures over the life of the project. Based on this analysis, the GOUP has decided to continue funding teacher, BRC and CRC salaries and maintenance grants; SIEMAT; DIET activity grants; teacher training; TLM grants to teachers; and Mahila Samakhya. The SPO has been authorized to continue to manage certain selected activities in project districts for an additional two years. Funding and management continuity should enable BEP districts to extend and consolidate gains.

5.3 *Quality improvement accelerated.* The State has begun to implement an intensive program of activities focused on capacity building in the academic support system. Civil works and basic training received most attention in the first five project years. Utilization of these physical assets to improve school management and classroom transactions has been accelerated. More than 90,000 school visits were completed in the period July-October 1999 to accelerate transition activities. During the same period, all NPRC Coordinators received training in the supervision of classroom teaching processes.

5.4 *Human resources largely in place.* At the SPO staff are fully in place and the DISE MIS is functioning well. BRCs and CRCs are essentially fully staffed at the professional level. Of 156 sanctioned posts, 40 are vacant; of these 37 are support staff positions, including mainly accountants, stenographers, drivers and messengers. A few DIETs continue to have difficulty in recruiting senior lecturers but the recent decision to allow very experienced primary school teachers to be appointed to DIET lecturer posts should ease this constraint while helping develop faculties with greater knowledge of primary schools. More than 90 percent of teacher posts are filled. To help address the remaining gap, the GOUP has approved the hiring on contract of Shiksha Mitra teachers from communities where regular teachers (especially women) find it difficult to accept an assignment. Shiksha Mitra teachers must meet intermediate qualifications. With a fixed salary (no scales) for these positions, this measure will also lower the cost of the teacher wage bill at full employment.

5.5 Integration with PRIs seems viable. There is evidence from the project district visited (Nainital) that the new structure of Panchati Rai Institutions. Funds flow to Panchayat education sub-committee and on to schools. Sub-committee (formerly VEC) members interviewed like the new structure and, with the help of extensive training, are growing more effective in activities that enhance community participation, such as micro-planning.

5.6 Conditions for management integration favorable. District Project Offices created to implement the project are structurally integrated with the mainline district structures of educational planning and administration. The decision two years ago to have the District Education Officer serve concurrently as District Project Officer has been fundamental to this favorable position. The DPO teams are small (5-6) persons and no problems of eventual integration with the District administration are envisaged.

5.7 Use of data for decisions improving. With SIEMAT coming on line, there is increasing evidence that the SPO is becoming a learning organization. Studies are being used to guide project decisions and strategies. There is less of this happening, however, at the district level, although Nainital has used micro planning data to good effect in identifying girls out of school and guiding efforts to get them enrolled. Micro-planning data is carefully collected in cooperation with VECs and are collated and displayed at schools, NPRCs and BRCs.

5.8 For DPEP II, the mission observed that all are aware of the need to have better coordination between project activities and activities of various departments and development agencies of the district. There is very good convergence of activities initiated by different departments/agencies. The District Magistrate holds regular meetings where officers from the Education and Labour Departments, the District Urban Development Authority, Jal Nigam, and the Health and Medical Departments discuss in a focussed and concrete manner how to manage the convergence of various related projects and activities. As in UPBEP, the BSA is the DPO leading to better coordination and convergence. While the project staff takes care of academic activities and support, personnel in the education office look after the administrative matters like establishment matters including salary disbursement and supervision. The personnel of education office have participated in a visioning workshop given at the DIET. These ongoing processes should help in sustaining the activities and structures initiated.

5.9 Given these factors, the SPO expects no major problems in sustaining UPBEP. The forward transmission of lessons from UPBEP to DPEP on management integration also promise well.

6. NEXT STEPS

1. It would be useful to review recruitment and appointment rules for SIEMAT and DIETs, with a view towards improving their ability to attract and develop high quality staff.
2. Work to improve NPRC/BRC/DIET linkages is promising and should be followed through thoroughly.
3. The pupil evaluation system under development at SCERT should have high priority.
4. Civil works, especially BRCS, should receive special attention in DPEP II.

Appendix 2

Uttar Pradesh State Report Matrix

*Unless noted, data are for primary only.

KEY FINDINGS with regard to each of the four main areas of observation highlighted in the TOR	STATE: Uttar Pradesh UP Basic Education I and II DPEP II
A. Progress towards the DPEP's outcome objectives:	
1. SCR	n.a.
2. GER/NER	<p><u>UPBEP: GER Boys 118, Girls 93</u> NER Overall 82, Girls 76 DPEPII: GER Overall 99, Girls 92 NER n.a.</p> <p>Grade 1 enrollments fell 11% from 97/98 to 98/99. Reasons include incentive schemes increasing underage enrollments in 97/98; teacher strikes during data collection; movement of boys to recognised schools.</p>
3. Repetition	<p>UPBEP: Overall 4.9, Girls 5.2 Grade I: 9.5 DPEPII: 5.17</p>
4. Dropout	<p>UPBEP: Boys 35, Girls 34, SC/ST 33 DPEPII: n.a.</p> <p>Male dropout has fallen more slowly than that of girls (m: 40 to 35; f: 60 to 34)</p>
6. PTR	<p>UPBEP: 1:44 DPEP II: 1:50</p>
7. Attendance rates	<p>UPBEP: 80% (classroom observation study) DPEPII: 75</p>
8. Learning achievement	<p>UPBEP: Grade IV language and mathematics. Significant increase -- 7 districts NSD -- 3 districts Significant decrease -- 2 districts</p>
9. Education for Women and Girls	<ul style="list-style-type: none"> • Mahila Samakhya in 6 districts with focus on adolescent girls, mainstreaming. 20,500 reached in 97/98. • DPEP: Model Cluster Development expanded from 30 pilot clusters to 80; all districts involved. • Mobilization results: 12,333 VECs, 690 MTAs, 740 PTAs; 81 Women Motivator Groups.
10. Children with disabilities	<p>UPBEP: Objective is mainstreaming. Survey all districts identified 125,000 children. Teacher Handbook done and training underway all districts.</p> <p>DPEP II: Same objective. Survey (18,000 children), Handbook, teacher training; VEC awareness campaign reaches 12,333 members.</p>

11. ECE	UPBPEP: 1250 centres with ICDS DPEPII: 1050 centres with ICDS
12. Disadvantaged groups	UPBEP: Gender and caste differentials in dropouts reduced. 1998/99: All boys: 35% All girls: 34% SC/ST: 33% OBC: 38%
14. AS	<ul style="list-style-type: none"> • Seen as transitional to formal schooling in both projects. • UPBEP: 500 Shiksha Ghar centres with effective multi-grade teaching. 11,000 students • DPEP: several models to adapt to local circumstances, urban and rural. 31,700 students. Effective multi-agency partnership to reach urban working children. • Evidence of successful mainstreaming both projects.
B. School-level change: Evidence of and planning for improved quality in terms of “inside school processes” and school community interaction: From June 1999 the SPO has launched a comprehensive programme to improve academic support and supervision aimed at school improvement. The programme includes learning standards for four subjects in all 5 classes and new supervision and reporting templates.	
1. School plans	Both projects: Based on micro planning; data and maps on school walls; plans developed in most schools; connection to district plans to be strengthened. Teachers using new planning diaries for classroom activities.
2. School quality	UPBEP: Very good facilities; extensive use of TLMs; effective multi-grade teaching. DPEP II: Limited use of TLMs; teachers aware of need for multi-grade teaching but not yet able to do it well. Some progress towards child-centered learning.
3. Community	Both projects: VECs became Gram Panchayat subcommittee with same membership. Initial indications are that this works. Massive VEC training, high levels of involvement through civil works, micro-planning, regular meetings
4. Nature of children's interactions	More activity encouraged through multi-grade teaching and use of TLMs
5. Teacher attitudes toward and interactions with children	UPBEP: Multi-grade encourages teachers to move about the classroom; less lecturing from the front. DPEPII: At early stages of using MG teaching.
6. Recording of children's progress and feedback from teacher	Not yet developed. SCERT will have a new system of continuous learner assessment in place by end fiscal year.
7. Textbooks/TLMs	Both projects: New curriculum completed. New class 2-3 textbooks used state-wide since 7/99. Remaining texts and teacher guides to be issued 7/00. Texts available in all schools and AS visited. Layout and production quality much improved.

8. Professional support	Schools routinely visited by NPRC/BRC/DIET staff.
9. AS/para-teachers	AS teachers receive 30 days training and visit support. Para-teachers meet intermediate qualifications; 30 days training
C. System-school support: To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP states and districts. From June 1999 the SPO has launched a comprehensive programme to improve academic support and supervision aimed at school improvement. The programme includes learning standards for four subjects in all 5 classes and new supervision and reporting templates.	
1. BRC/CRC overload	None observed
2. BRC/CRC autonomous capacity	UPBEP: Coordinators observed to be functioning well during visits. DPEPII: Activities hampered by lack of facilities (under construction)
3. DIET-BRC-CRC-School links	More development will be needed before these institutions can be more autonomous
4. SCERT/SRG/DIET/BRC/CRC pedagogical vision	Visioning exercises completed as part of planning for new support programme
5. Teacher pedagogical understanding	UPBEP: Based on observed behavior, good in multi-grade, use of TLMs, attractive classrooms DPEP: Should improve with additional rounds of training (scheduled)
6. Teachers – Pupil learning assessment	SCERT programme to develop continuous assessment from 4/00.
7. Decentralisation of training	It is all decentralised to districts and blocks except master trainers
8. Grassroots planning capacity	Grassroots data collection good, planning at initial levels
9. Two way flow of information	Good with effective MIS, regular meetings. Approved district AWPB not yet shared back with lower levels
10. PRI involvement	VECs have become GP sub-committees promising greater involvement
11. Institutional involvement in DPEP processes	SCERT, SIEMAT and DIETs deeply involved through training and studies. Strong convergence of many departments at state level for sustainability and programme expansion, and at district level for ECCE and AS (especially DPEPII)
12. Implementation on schedule?	DPEPII civil works delayed by State elections and consequent hold up of SRY funds. Should recover. Other projects on schedule.

D. To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP 1 and UPBEP states and districts, and efforts and progress made in terms of maximising the programme's impact on the primary education system as a whole. A comprehensive Sustainability Study and Plan has been approved. It is based on field evaluations of key interventions and includes a careful cost analysis. Based on this the GOUP has approved the SPO to manage UPBEP districts for two years past project closing, and has allocated the full Rs. 217 crore recommended by the report for the first year.															
1. Teacher vacancies	Largely filled in both projects; recruitment authorized and underway to fill gaps, including recruitment of para-teachers. <table><tr><td>(000)</td><td>Posts</td><td>Filled</td><td>Gap</td></tr><tr><td>UPBEP:</td><td>69859</td><td>63334</td><td>6525 (09%)</td></tr><tr><td>DPEP II:</td><td>58297</td><td>54750</td><td>3547 (06%)</td></tr></table>			(000)	Posts	Filled	Gap	UPBEP:	69859	63334	6525 (09%)	DPEP II:	58297	54750	3547 (06%)
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UPBEP:	69859	63334	6525 (09%)												
DPEP II:	58297	54750	3547 (06%)												
2. PTR	UPBEP: 1:44 DPEP II: 1:50														
3. Increase in female teachers	UPBEP: % primary female teachers increased from 18% (91/92) to 27% (96/97); upper primary teachers from 16% to 20% Women reluctant to accept isolated assignments.														
4. Para-teacher recruitment criteria	Intermediate														
5. Para-teacher professional development	30 days														
6. Evidence of impact of DPEP on main system at institutional level	State-wide adoption of textbooks; DPEP III will lead to coverage of all but 4 districts; project and regular administration increasingly integrated at district level.														
7. Evidence of impact of DPEP on main system re pedagogy	Will be spread from UPBEP through DPEP II and III														
8. Performance of SRGs/DRGs	Not observed														
9. Future of SRGs/DRGs	Reported to play increasingly important roles.														
10. Steps taken re sustainability	UPBEP. Sustainability Study and Transition Plan approved. SPO to manage UPBEP districts for two additional years. Rs. 217 crore allocated in State non-plan budget as permanent commitment to fund key activities.														
11. AS Sustainability	Intended as transition arrangements to mainstream children into regular schools.														

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME
10TH JOINT REVIEW MISSION AND SECPMD IN-DEPTH REVIEW MISSION

WEST BENGAL STATE REPORT
(13 – 20 November, 1999)

I. INTRODUCTION

1.1 The DPEP was officially initiated in West Bengal at the end of June 1997. The members of the 10th Joint Review/2nd In-Depth Review Mission team to West Bengal were Subir Shukla (EC) and Felicity Townsend (DFID). At the state level, the team visited the State Project Office, the State Council of Educational Research and Training (SCERT), the West Bengal Board of Primary Education (WBBPE) and the Administrative Training Institute. The team had meetings with the Minister of School Education, the Secretary, School Education Department, the President of the WBBPE, the Directors of the SCERT and ATI. At the SPO, the mission team had discussions with the State Project Director (SPD), Additional SPD and Deputy SPD and other SPO officials and members of State Resource Groups including representatives of NGOs.

1.2 The team visited Birbhum District, where it visited nine formal schools and two Sishu Siksha Kendras (SSKs), two CLRCs and a Primary Teacher Training Institute (PTTI). Interactions took place with teachers, students and guardians as well as local officials. Detailed discussions were held with the Sabhadipati Zilla Parishad, Additional District Magistrate, District Inspector of Schools, Sub Inspectors and representatives of bodies including the District Primary School Council (DPSC), Block Level Coordination Committees (BLCCs), Village Education Committees (VECs), SSK Management Committees, Gram Panchayats and Panchayat Raj Institutions at various levels. At the District Project Office, discussions were held with the District Project Officer and other officers and with members of the District Resource Groups.

1.3 The mission members would like to express their appreciation to everyone who gave time, co-operation and hospitality during the visit, and especially to the State Project Director, Mr. Rajiva Sinha, to the Deputy State Project Director, Mr. D.G. Ghatak, who accompanied the team to Birbhum, and to Mr. D. Baral, the District Project Officer. Their openness and ability to provide the information requested was a vital contribution to the work of the mission.

2. PROGRESS OF DPEP TOWARDS ITS OBJECTIVES

Evidence of increased access (higher initial enrolment), lower student repetition rates and higher retention rates

2.1 West Bengal has a very high Student Classroom Ratio (SCR) of 81.92. The range across the DPEP districts is from 50 (Bankura) to 92 (South 24 Parganas). The strategy for ensuring adequate accommodation is a major programme of civil works to renovate existing structures and build additional classrooms and new school buildings. Recent decisions to increase state norms for cost and physical space per classroom will also improve the overall situation. Commitments

are being made to converge funds from different departments and to plan for a more rational targeting of civil works. In addition, Sishu Siksha Kendras (SSKs) are being opened where existing schools are overcrowded, as well as in unserved habitations.

2.2 Data on GERs and NERs is unstable and unreliable at present but efforts to improve DISE are underway. The picture of stagnating enrolment reported for 1997-98 is not accepted as reflecting the current situation: data available in February 2000 is expected to show trends of approximately 10% increase in enrolment. Similarly, the reported repetition rates of 8.1% for all students and 16% for Class I are seen as unreliable in that they are distorted by under-age and over-age enrolment and by the midday meal incentive scheme. West Bengal has a policy of no detention but it is clear however that teachers are still keeping students back at the end of the year. The strategy to increase internal efficiency includes the provision of SSKs and convergence with ICDS.

2.3 Information on drop-out rates between Class I and IV was provided for each DPEP district. It varies from 15% for boys in Cooch Behar to 32% for girls in Bankura. The gender gap for retention within each district is relatively small and in South 24 Parganas drop-out is higher for boys.

Evidence that the time of students and teachers used on education has increased in terms of daily attendance and learning time in school

2.4 After a long period when recruitment of teachers was not possible in West Bengal, 8171 primary teachers have been appointed in the last six months. Recruitment procedures have been started to fill the remaining 4568 sanctioned posts.

2.5 The reported Pupil Teacher Ratio (PTR) for West Bengal was 66 for 1998-99. Current figures for DPEP districts show averages from 50 to 62, with a range from 35 for Khatra block in Bankura to 110 for Domcol block in Murshidabad. When all existing vacancies are filled, the PTRs are expected to fall to between 45 and 60 in the five districts. Responsibility for filling vacant posts and rationalising teacher deployment lies with the District Primary School Councils (DPSCs).

2.6 DPOs are making efforts to build wider ownership of DISE data so that holistic planning may result in effective targeting to achieve equity objectives. The mission found evidence of community mobilisation resulting in the articulation of increased demands for educational provision. Expectations have been raised and it will be important to determine priorities carefully so as not to disappoint the sections of society most in need.

2.7 The proportion of female teachers in West Bengal is very low at 17% and the mission found little evidence of recognition that this was a problem, especially related to access and enrolment of girls, that deserved focused attention.

2.8 The SPO was unable to verify reported attendance rates but expects much better data to be available soon. The mission's impression from discussions in Birbhum district are that student and teacher attendance is likely to have improved as a result of community mobilisation. However, irregular attendance of students as a result of seasonal and domestic labour and of

migration was an acknowledged problem that requires an increased degree of flexibility in school timing, a less linear and more spiral sequence of learning and other innovative strategies.

Evidence of improved quality in the delivery of primary education with respect to students' learning

2.9 A Baseline Assessment Study (BAS) was conducted at the start of the DPEP in 1996-97 and a Mid Term Assessment Study (MAS) in May 1999. The tools for the two studies were different but both were developed by NCERT. Direct comparability of the two studies is therefore in some doubt. The SPO has undertaken an initial analysis of the results.

2.10 For Class I, there was an increase in mean achievement levels for both Mathematics and Language in all DPEP districts but the increase was marginal for Language in two districts. For Class III, achievement levels were significantly lower than at Class I. There was an increase in achievement levels for Mathematics and Language across three districts but two districts show either marginal or negative trends. When the data is analysed to show trends in achievement levels for girls, SC and ST children, the picture is complex and somewhat contradictory.

2.11 Several emerging areas for emphasis on quality improvement have been identified: girls' education, language learning, and a focus on the two districts of Cooch Behar and South 24 Parganas. The prevalence of a large proportion of SC children in the former district, together with its overall socio-economic backwardness will be taken into consideration in planning DPEP interventions which will treat Cooch Behar as a Special Focus District.

2.12 The West Bengal Board of Primary Education (WBBPE) has recently conducted a large scale survey of student performance at the end of Class II. Areas of weakness have been identified and remedial materials prepared as part of a follow-up strategy. The collection of data from future surveys in such a way as to allow desegregation of results by gender or other focus groups has not been considered.

Evidence of improved gender and social equity

2.13 30% of schools in West Bengal have over 60 % of SC/ST children. Economic disadvantage is reported to be a more significant factor affecting educational opportunities than specific social discrimination. However, difficulties with initial teaching of Bengali language to tribal children is acknowledged and efforts to recruit and deploy teachers from tribal groups to work with their own communities are underway. There is also a well developed strategy involving a wide coalition of NGOs to focus on deprived urban children, initially in Calcutta.

2.14 Special strategies to enrol and retain girls include sensitisation of VECs and teachers, a focus on the Muslim minority and the inclusion of separate toilets for girls in all DPEP civil works. Better communication between the Gender SRG and the Board of Primary Education (textbook renewal group) is now expected but there is little evidence yet of effective strategies for positively addressing gender issues inside the classroom apart from a general policy that bias should be removed. A number of blocks have been identified for the special attention of the Gender and IED SRGs and this will assist in the further development of strategies for these special focus groups.

2.15 Efforts are underway to create convergence, at least in terms of timings and the siting of new centres, between ICDS under the Department of Social Welfare and primary schools. However, the importance of Early Childhood Education as an aspect of provision for pre-school children has not yet been recognised by ICDS.

Alternative schooling

2.16 The need for alternative schooling across all districts in West Bengal is being addressed by the Sishu Siksha Karmasuchi (SSK) programme under the Department of Panchayats and Rural Development. SSK is expected to cover 50% of the identified out-of-school children. DPEP and the Department of Education do not have a separate strategy for alternative schooling but DPEP is prepared to support SSK through training and other inputs. The strengths of this convergent approach are in its community ownership and management, its flexibility and financial sustainability. Some weaknesses in the early stages of planning and implementation are however becoming evident, which suggest that a continuing and higher degree of collaboration between the departments would be beneficial, especially on training and supervision. The Minister of School Education has indicated his intention to address these issues.

2.17 Specifically, district officials reported some difficulties in the recruitment of Sahyikas (para-teachers) under present norms: women aged 40+, with minimal educational standards, on one-year contracts with monthly remuneration of Rs 1000. Sahayikas have received five days' training only and were observed by the mission to be having considerable difficulties in coping with challenging conditions which typically involve inadequate infrastructure, a complex mixture of first generation learners aged between five and ten years old, with beginners and former drop-outs together following an undifferentiated Class I syllabus and textbook. The mission had discussions with members of one SSK Management Committee who were clearly committed and energetic. It will be important for sufficient support to be provided to enable their children to benefit from this new educational opportunity.

2.18 There was some confusion at school and district level on the entitlement of children attending SSKs to incentives such as midday meals and girls' uniforms. This, together with the urgent and essential question of quality, was reported at a VEC training session to be affecting the credibility of the scheme in some areas.

2.19 While SSK is envisaged as a permanent part of the primary education system, there are no plans for future integration of Sahyikas into the mainstream teaching force. Their low initial level of education and lack of pre-service training are at present seen as permanent barriers to their development as teachers. The element of insecurity in their short-term contracts is seen as a necessary condition of accountability to the community. It may be that West Bengal will need to look again at these issues and make use of the opportunities of distance education, for instance, to better equip these workers to face such demanding and important tasks. The experience of other states with the employment of para-teachers may be usefully analysed.

3. SCHOOL LEVEL CHANGES

3.1 The mission held discussions on school level changes with teams at the state and district levels, as well as at the coordinators, resource teachers and CLRC resource persons levels. Visits

were also undertaken to nine schools in three different blocks, which included observation of classroom processes and interaction with children, teachers and community members.

Enabling conditions

3.2 While overcrowding, shortage of teachers and lack of usable space were common, in some of the schools visited, an attempt at providing infrastructure could be discerned. However, the structures created (often by the Panchayats) were often poorly designed or did not support teaching learning processes. Outdoor sessions were held in schools where the classroom constraints did not permit indoor work. In rooms where a lower part of the wall had been painted black, there were no signs of (or apparent inclination towards) using it as a blackboard for children to work on (most of the learning still comprising of paying attention to the teacher). Storage was available through the provision of trunks and occasional store rooms as well. These facilities, however, were not being utilised to facilitate efficiency. Nor were children being involved in storage and retrieval of TLMs.

3.3 Community involvement in school improvement has been stepped up during the last year. This has resulted in contributions being made towards improvement of infrastructure and facilities in the school. Involvement of the community in quality aspects has not yet been initiated.

Teaching/learning processes

3.4 The following comments are made on the basis of the Mission's observations in the schools visited and, though supported by various resource persons and functionaries involved in teacher training, are not offered as universal conclusions. There are indications that a limited pedagogical understanding is in place. In most classrooms, teachers were unable to involve a majority of the children in any learning process, for a majority of the time. This was because their 'activities' focused mainly on a few children in the front, who were called to the board or pocket board to follow the teacher's instructions. As seating arrangement continues to be in rows rather than groups or circles/semi-circles, and the teacher by and large static in the front, this tends to leave children in more than half the class to their own devices. In most of the rural areas this resulted in children sitting (or standing) passively.

3.5 In some schools girls were made to sit behind boys. They were also by and large ignored or given less attention to, or were more likely to be picked upon for not following the teacher's instructions. In schools with populations of tribal children, teachers tended to undervalue the learning potential of such students and were taken aback when they actively participated in activities conducted by the district resource person.

3.6 By and large, no challenging tasks were set before children that they could engage themselves with. Most activities undertaken required the very 'active' participation of the teacher, with children often simply looking on.

3.7 Significant difficulties were faced by teachers in terms of classroom organisation, made none the easier by the absence of enabling conditions. However, discussions also revealed that little ongoing planning of classroom processes takes place, though yearly plans are by and large made (they are required to be), with monthly or daily plans being occasionally made. Related to these were difficulties in the advocated continuous, comprehensive evaluation.

Teaching/learning materials and textbooks

3.8 While fairly uniform TLM could be observed in school, it was obvious that the mandatory use of the TLM had assumed greater importance than the learning it facilitated. With a few exceptions, the TLM used did not facilitate the objectives of the lesson/subject being taught, nor did it involve children in roles other than that of observation and following instruction. Many TLMs (such as larger copies of illustrations in the textbook) did not appear to add any value to the learning process. With no significant ‘activity’ or challenge emerging from the use of TLMs the teachers tended to slip back into traditional ‘direct’ teaching.

3.9 Availability of textbooks in proportion to the number of children too is a problem. There is a need to ensure a more rational and functional system of textbook distribution and utilisation.

3.10 Discussions with the WBBPE and the SCERT indicated that the apex bodies have long been aware of these shortcomings, and believe that it will take time before the situation improves. Steps such as textbook renewal, development of worksheets in response to the statewide evaluation, further training (including on handling large classes), development of teachers’ handbook and activity pool, and the activation of CLRCs are seen as means to addressing the situation.

3.11 While these steps are clearly necessary, the ground realities that teachers confront (e.g. irregular attendance, multi-level and multi-grade situations, or apathetic supervisory staff) need to be focused upon in order to ensure that the various inputs are feasible. Similarly, while the community has made a preliminary shift towards participation in school improvement, their involvement in aspects related to children’s learning is yet to begin.

3.12 Teachers need to be empowered in practical aspects such as classroom organisation and planning. The uniform adoption of prescriptions offered in training indicates the need to go beyond by enabling teachers to apply underlying principles in ways appropriate to the context of their classrooms. Strategies whereby this might be achieved need to be more clearly spelt out, as do those for building the capacities of resource persons and institutions towards this end.

3.13 While a perspective plan for teacher training has been drawn up, a more holistic and phased overall strategy for addressing the various components in an interrelated fashion, is needed for the remaining project period. Lessons learnt from the experience of phase 1 districts also need to inform strategies being adopted in expansion districts in order to ensure that optimal use of time and resources is made.

4. SYSTEM-SCHOOL SUPPORT

Sub-district support structures

4.1 The education district being divided into circles rather than blocks and clusters, DPEF-WB has opted for CLRCs which are co-terminus with education circles, headed by SIs. These SIs will act as CLRC Coordinators and will be supported by three full-time resource teachers from among the resource persons generated by the programme. The appointment of the SI is expected to unify the administrative and academic support role, while the use of the circle as a sub-district unit is expected to ensure sustainability as it is an existing state structure.

4.2 The roles of these centres have been broadly worked out and are contained in a manual. A format for observation by CLRC personnel has also been developed. At present a little over half the CLRCs have been established. Civil works are underway for these structures, with designs that follow either the earlier BRC model or one more recently developed for CLRC being applied. Resource materials and books are also beginning to be supplied to these centres.

4.3 The CLRC provides three resource teachers, besides the SI, for around 70 schools, which is less than CRCs are otherwise able to provide in other DPEP states. This is meant to be augmented by resource persons from among practicing teachers of the circle. Phase-wise monthly meetings have been organised so that no school is without all its teachers on the day of the meeting. These meetings however are for up to two hours only.

4.4 Training of CLRC teams is planned to take place in December-January through two phases of 2-3 days each. This training programme will focus on the roles and functions of the CLRC.

4.5 Not all the SIs that the mission interacted with were clear or enthusiastic about their role as resource persons. Resource teachers have been identified through an interactive process including workshops, and the level of commitment visibly high. However, as participation in a monthly meeting and subsequent interaction at various levels indicated, there are severe limitations in terms of pedagogical understanding and their ability to generate interaction among teachers. Though the functions of the CLRC have been spelt out, they are too many in number and a clear prioritisation (which could vary from time to time) is needed. The monthly meeting, which is in its initial phases, needs to be structured more clearly, and provide scope for review, academic inputs and joint planning. This might present the need to increase the interaction time made available. School visits, too, are at present not very well understood, nor their connection with the monthly meeting established. Though a format for school visits has been made, its details need to be worked out, along with an understanding of what the *key* observation points are, how they may be recorded and analysed to evolve strategies on an ongoing basis.

4.6 The manner in which the CLRC will act as a response centre (e.g. by trying to identify priorities for inputs through collation of feedback from different schools or through adopting an agenda in keeping with teachers' requirements at different times of the year) needs to be emphasised. This includes linkages between teacher training being implemented and the nature of follow up to emerge from it. Finally there is need for a clearer long-term plan for the academic development of these structures which are just coming in place.

4.7 As of now it is expected that the academic back-up for the CLRC would come not from PTTIs/DIETs or the SCERT but from the KRPs and the DRG in the district. There is at present, however, no clarity on the nature of academic support that these structures themselves might require and the mechanism whereby it would be obtained.

4.8 Discussion with the WBBPE opened the possibilities of adopting the concept of clusters within the ambit of the circles, as is being tried out in the Joyful Learning programme. Similarly, there is also openness to the adoption of CLRCs in non-DPEP districts once the efficacy of these structures is proved in DPEP districts.

Pedagogical renewal

Vision

4.9 Three distinct entities are involved in the pedagogical renewal process – the WBBPE, the SCERT and DPEP. Of these, the SCERT has no real executive role and is more advisory in nature. The final decision regarding most pedagogical inputs are taken by the WBBPE, with inputs for formal school developed by DPEP (such as teacher training or distance education material) being vetted/approved by the Board before implementation.

4.10 Though a certain degree of interaction across the three agencies is visible, future activities are seen more in terms of various activities to be taken up rather than in terms of a common vision backed by a clear strategy.

4.11 By and large the SRGs and the DRGs involved in DPEP do have elements of a vision and are working accordingly, though the same cannot be said of the district and sub-district structures as they are still in the process of being established. It is expected that the training programme being launched from December onwards would further enable resource persons and teachers to evolve a common vision.

Implementation

4.12 Pedagogical renewal has been addressed through interventions being made by the WBBPE and DPEP. Though the SCERT has been involved through participation of staff in various activities, no major role is played by the institution. The Board has undertaken a revision of the class 1 textbook, which has been trialled, and is scheduled for implementation from 2000. Revision of the class 2 textbook has also been initiated, with trialling to follow and implementation intended from 2001. The approach that had been adopted in the syllabus earlier has been retained on grounds that it had been found to be successful. The development process included obtaining detailed feedback through the participation of experts and teachers, followed by draft development, trialling and finalisation.

4.13 In 98-99, the SPO completed a preliminary orientation of teachers that included visioning and use of TLM. Subsequently, another round of training was organised, specifically on TLM. Guidelines for the use of TLM grant have also been released. Monthly meetings of teachers have recently started with the setting up of the CLRCs.

4.14 A three-year integrated teachers' training package has been developed, with issues identified for the different years. The module for the first year comprises a six-day package focusing on child-centred activity-based teaching learning, how children learn, and how competency based learning may be facilitated through textbooks and TLM. This is backed by a set of selected readings, a TLM guidebook, an activity pool and a video film on the philosophy of child-centred teaching-learning. Subsequent years will comprise of training for 10 and 12 days respectively.

4.15 The process of developing the module and material involved national resource persons, experts, NGO members, and teachers. Around 30 Key Resource Persons from each district participated in the process, thus yielding a team of nearly 150. These KRPs in turn are training Resource Persons (from among primary school teachers), who will then train the teachers.

4.16 Other activities include the setting up of link libraries and organising mobile book exhibitions through the National Book Trust. Book review teams have also been constituted to identify books for school and link libraries.

4.17 Resource groups have been constituted at the state and district levels. SRG members include selected KRPs, representatives of state level institutions, academicians, etc. DRG members include primary teachers, lecturers from PTTIs/DIETs, some secondary school teachers and SIs who are also KRPs or RPs of the district. Resource groups have also been constituted for other areas such as gender, community mobilisation, IED, and alternative schooling. However, linkages across these groups are only now beginning to emerge.

4.18 Field visits and other interactions have indicated that teachers have had insufficient inputs and are far from internalising the pedagogy being advocated. Assessment of impact has not yet taken place and is expected to start once the CLRCs are fully operational and the six-day teacher training has been implemented. Though the Board has recently conducted an external evaluation and developed remedial material to address weak areas, there is no clear strategy of assessing the impact of various inputs or a strategy to bring about discernible improvement in what is acknowledged to be a poor situation.

4.19 Further plans include: a condensed 2-week training programme (based on the 3-year module) for untrained teachers in DPEP districts, a study on learning difficulties of children to identify remedial measures, further training (especially on large classes and multi-grade/multi-level teaching), the development of a guide book for English teaching in class 3, training of KRPs in non-DPEP and expansion districts, and the training of PTTI lecturers.

4.20 While the various activities undertaken or proposed to be undertaken match some identified needs, they do not include certain key requirements which affect the ability of teachers and resource persons to implement pedagogical improvements in the classroom. Review of implementation and discussions with various teams also bring out the lack of linkages across the various activities. A more holistic strategy considering key aspects related to classroom and training transaction would need to be evolved.

Other inputs

- While continuous, comprehensive evaluation has been advocated, evaluation consists by and large of filling in quarterly formats. Monthly evaluation is occasionally conducted. Children's work did not appear to be marked on any regular basis. Little evidence was visible about use of the outcomes of evaluation to determine teaching-learning strategies to be adopted in ensuing periods. Though grades are used to indicate ranges of marks obtained, the qualitative differences between the various grades are not clear to teachers. Quarterly report cards are sent to parents as feedback, though teachers and parents do not meet to discuss children's progress.
- Textbooks are provided free to all children in the state. Remedial material being developed as an outcome of the state-wide external evaluation is also being considered for supply free of cost.

- Quality of trainers is an important issue and needs examination. Further inputs are needed to build capacities of RPs who are expected to act as trainers and CRG team members. A two-day refresher course has been planned for them. However a strategy for continuous enhancement of professional abilities of such trainers needs to be in place.
- While development of SIMs and identification of some AV material has been undertaken, this does not yet constitute a fully evolved distance education programme. The strategy being implemented by the national component (DEP) does not appear to support that being developed by the state for teacher training. There is a need therefore to evolve a holistic teacher empowerment strategy in which the national inputs are tailored to suit the state's requirement and vision.

Decentralisation and local specificity

4.21 Pedagogical inputs and support structures are in the process of being evolved and established. Decentralisation and responding to different needs in different blocks/districts may, therefore, be expected to be visible in the next six months. However, a clear strategy needs to be identified in order to ensure that not only does pedagogical renewal take root through state level interventions but is sustained and made more contextual through local specific support from district and sub-district structures.

4.22 To this is linked the need to respond to ground realities of varied age ranges, irregular attendance and multi-level/multi-grade situations that confront teachers. While a training programme on multi-grade teaching has been planned, it is not yet clear how and from where the model to be advocated through that training will be evolved. An experimental project to identify learners' difficulties and work on them has been proposed. However, the means whereby the outcomes of this (and similar) experiments would influence mainstream inputs such as textbook and teacher training development are yet to be spelt out.

Planning Capacity and Management

4.23 The recent appointment of an SPO officer responsible for EMIS, the efforts underway to improve DISE and the household surveys conducted in both DPEP and non-DPEP districts are evidence of commitment to improving information systems. The analysis of data already available seems focused and relevant. At the district and sub-district level there appears to be widespread knowledge and ownership of information about out-of-school children and school enrolment across a range of institutions. School development plans do not exist yet except in the early form of agreements on how to spend the school grant. There is a developing degree of convergence planning especially in relation to access measures but decisions do not always seem to reflect priority needs as indicated by the data available.

4.24 AWPBs do not yet reflect the necessary degree of contextualisation in planning and management but it is expected that with better data systems and a fuller understanding of the specific context of each district, next years' plans will be strengthened.

4.25 The strength of the Panchayat Raj in West Bengal offers the potential to realise the decentralisation objectives of DPEP. However, there exists also the risk of needs based planning being more difficult and complex than it could be because of the relatively large number of

bodies involved, and of a resulting lack of accountability to the primary stakeholders in the community.

Institutional support

4.26 The key institution is the West Bengal Board of Primary Education, a statutory organisation with a mandate to over inputs related to quality improvement. The Board has been undertaking significant activities such as textbook renewal with support from DPEP, while DPEP has had the approval of the Board for inputs such as training modules. A limited institutional support is being provided to the Board by DPEP. While no institutional development plan is in place yet, it is being developed. At the same time, there is confidence that the Board can rely upon the support of the DPSCs and the PTTIs in implementing its activities.

4.27 The SCERT, which has an advisory role, has had limited inputs to make though it is supported activities through enabling participation of its staff in DPEP and Board's activities. Limitations of staffing exist at present and are sought to be met through contractual appointment against 29 posts. Selection is proposed through UPSC in order that more stable appointments may take place. The SCERT does not see a pro-active role for itself in that it is required to take the approval of the Board or the Department of Education for all activities and is hence not in a position to take initiative or provide leadership.

ATI/SIEMAT

4.28 It is being debated whether the SIEMAT should be established as an institute in its own right or as a department of the SCERT. Given that the debate has not yet been resolved and no clear orders on the issue received, the SPO has taken an interim measure in requesting the help of Administrative Training Institute, Calcutta, towards an in-service orientation of DIs and SIs.

4.29 The mission therefore visited the ATI and met with the Director and the Additional Director. Training is expected to commence once the module formulation is completed towards end of December. Field observation of the functionaries' role and feedback on the first few rounds of training are expected to help refine the package.

DIETs

4.30 No DIET has yet been established in DPEP districts, which at present have up to 3 PTTIs each. The PTTIs are engaged in their own tasks of pre- and in-service training of 100 teachers per year. PTTI capacities are limited in terms of staff, infrastructure and degree of professional experience in implementation of contextual, time-bound projects such as DPEP. While a few members of PTTIs have been involved as KRPs, the institutions' own workload and limitations do not at present enable them to provide district level academic support to implementation of ongoing activities at district level.

4.31 13 DIETs have been established in West Bengal and a gap of 6-12 months is expected before DPEP districts have DIETs, mainly through upgradation of PTTIs. Fresh recruitment rather than deputation is anticipated. Required qualifications have been evolved and the PSC is being approached for purposes of making appointments. No institutional development plans for DIETs have yet been evolved.

Management and Financing

4.32 Much of the time lost in the first two years seems to have been regained in the last six months and detailed plans for effective implementation of most aspects of the programme are in place. Reports of expenditure since the last JRM indicate that implementation has speeded up considerably. Civil works are being planned for completion by the end of Year 3, while further implementation of community mobilisation, teacher training and CLRC operations are scheduled for December 1999/January 2000. Expenditure in the last column of the table below, for which 70% of the total budget is intended, is expected to have doubled by the end of the current financial year.

4.33 The table shows some unevenness of performance across districts, with South 24 Parganas needing to step up progress on civil works, for example.

4.34 While many enabling decisions have been taken, an encouraging degree of convergence is developing and the policy environment is now more conducive to the success of the programme, some difficulties do still exist despite the evident commitment of the Government of West Bengal to universal primary education. For example, potential DPEP contributions to training and monitoring in the areas of alternative schooling and early childhood education have not yet been possible.

4.35 Details of the filling of teacher and other vacancies are given in the appendix on follow-up actions to the recommendations of the 9th JRM. Satisfactory progress has been made in the last six months.

5. SUSTAINABILITY

5.1 There is ample evidence that DPEP is having a positive impact on the education system as a whole and that considerable attention has been paid to establishing a unified system across the state. The necessary conditions for sustainability are thus being put in place at a relatively early stage. Institutional arrangements such as District, Block and Municipality Level Co-ordination Committees, VECs are common for all districts and representative of a broad range of stakeholders. In the area of infrastructure, WBDPEP models for new school buildings and CLRCs, incorporating cost-effective technologies, have been adopted across the state.

5.2 The three-year perspective plan developed by WBDPEP for teacher orientation and training is to be implemented in all districts and includes elements on multi-grade teaching, TLM, IED, gender issues and school management. Grants for library books, TLM and school improvement are being provided across the state. Development of curriculum and textbooks and regular evaluation of student achievement are the responsibility of the WBBPE and involve collaboration with WBDPEP.

5.3 There seems however to be a certain lack of shared vision and convergence among the apex bodies. This may act as a hindrance to sustainability and merits urgent consideration.

5.4 An Education Management Information System (EMIS) is being developed across the state with DISE covering all primary schools and SSKs, PMIS on the pattern of WBDPEP and

capacity building and upgradation of systems in all district offices and CLRCs. Household surveys are now being conducted in all non-DPEP districts.

6. NEXT STEPS

6.1 Since the last JRM, the promised acceleration has occurred in most areas of the programme. The extent and quality of the progress made, together with strengths and weaknesses in implementation and the operating context, can now be seen more clearly. Several issues have been identified for special consideration and action over the next six months and the following recommendations are made for next steps:

- to prepare for the remaining implementation period a clear perspective paper on how available information, human, institutional and financial resources may be most effectively deployed to achieve all the objectives of the programme; in particular, to develop a holistic, phased overall strategy for addressing the various components of pedagogical renewal in an interrelated fashion;
- to develop the collection, analysis, ownership and use of the EMIS to support decentralised, area-specific planning and implementation;
- to develop further and vigorously implement strategies, including those for alternative education, distance education, IED, gender and ECE, to address the specific needs of the special focus groups in all districts;
- to proceed with institutional development and capacity building programmes, especially for CLRCs and DIETs; and
- to work at all levels to resolve the outstanding issues hindering full and effective convergence with all departments and institutions with responsibility for ensuring universal, quality primary education.

*Appendix I***West Bengal State Report****Ninth Joint Review Mission – Follow-up of Recommendations**

- 1. *To operationalise the strategies for community mobilisation and sensitisation on a massive scale to ensure that key functionaries and stakeholders at all levels share the same vision and understanding of DPEP. To develop and implement a more comprehensive VEC training programme which clearly articulates all aspects of their expected inputs into the DPEP.***

Community

- VEC training started in all districts (completed in two) based on a training module developed at SPO supplemented by a guidebook for trainers
- handbook developed for VEC members and Panchayat functionaries
- 3 posters developed by SPO, wall-writing in districts according to plan

Functionaries

- regional workshops of Sabhadhipatis, Zilla Parishad, DMs, Chairpersons of DPSCs and Education Department officials organised, addressed by Secretary, School Education and SPD
- workshop on DPEP vision organised at SPO for all key functionaries of School Education Department and Directorate
- district level workshops organised in 3 districts for wide range of stakeholders
- 2-day workshop organised in each district with SI of Schools (Circle Project Co-ordinators), AI/ADI of Schools and DI of Schools (District Project Co-ordinators) and Resource Persons from SPO

- 2. *To undertake an extensive and systematic programme of teacher training, strengthening of SCERT, establishment of DIETs and CLRCs with academic support systems.***

- 3-year teacher training strategy finalised, KRP and RP training complete, current years' teacher training to be completed by end January 2000
- government approval gained for condensed training of untrained teachers
- strategy being developed for training of PTTI lecturers
- no progress on strengthening of SCERT, draft institutional development plan submitted by SCERT to School Education Department
- DIETs not yet functioning
- CLRCs established, starting to function from November 1999, RTs appointed in most districts, 50% CLRCs planned to shift to own buildings by end of 1999

3. To fill up all teacher vacancies in schools and staff vacancies at SPO and DPO levels.

Teachers appointed during 1999:

District	Total Strength	Strength in August '99 after 1st phase appointments	Strength in October '99 after 2nd phase appointments	Total vacancies filled during last 6 months	Total vacancies remaining
Bankura	9776	7830	8780	2218	998
Birbhum	8426	7419	7419	1326	1007
Cooch Behar	7453	6585	6743	948	710
Murshidabad	11677	10677	11377	934	300
South 24-Parganas	14802	10504	13249	2745	1553
Total	52134	43015	47568	8171	4568

The process of recruitment against remaining sanctioned posts has been started by the concerned DPSCs.

All posts filled in SPO and DPOs. Additional SPD, State Project Engineers, Teacher Training In-charge and MIS In-charge all joined.

Appendix II**West Bengal State Report Matrix**

KEY FINDINGS with regard to each of the four main areas of observation highlighted in the TOR	WEST BENGAL
A. Progress towards the DPEP's outcome objectives:	
1. SCR	* substantial progress through civil works from DPEP and convergence funds
2. GER/NER	* confirmation of positive trends in enrolment expected early 2000
3. Repetition	* data unreliable, problems with implementation of no detention policy
4. Retention	* drop-out rates too high but relatively small gender gap
5. Karnataka/Tamil Nadu Studies	*
6. PTR	* between 45 and 60 after sanctioned vacancies filled / substantially higher than average in disadvantaged areas
7. Attendance rates	* reliable data not available
8. Learning achievement	* some improvement but uneven / special focus groups and areas identified
9. Andhra Pradesh/Gujarat MAS	*
10. Equity data	* Disaggregation of data only beginning
11. Girls	* Gender strategy in initial stages; needs to be deepened
12. ECE	* insufficient attention paid to ECE under ICDS
13. Disadvantaged groups	* 2 IED focus blocks identified
14. AS	* responsibility for AS scheme with Dept of P and RD / major and urgent need for quality aspects to be addressed
B. School-level change: Evidence of and planning for improved quality in terms of "inside school processes" and school community interaction:	
1. School plans	* not developed beyond spending school grant
2. School quality	* enabling conditions only beginning to be visible, but need to relate to desired processes
3. Community	* participating, contributing, but its expectations often not met
4. Nature of children's interactions	* most children not involved, others only mechanically
5. Teacher attitudes toward and interactions with children	* not positive towards girls and STs; do not engage children in meaningful, challenging tasks
6. Recording of children's progress and feedback from teacher	* very little
7. Textbooks/TLMs	* misconceived use of TLMs visible * draft textbooks under trial, in great need of professional inputs * <i>problems with distribution of textbooks</i> * library books unavailable to students
8. Professional support	* not yet, unrealistic plans by SIs

9. AS/para-teachers	* SSK scheme extremely problematic, difficulty with recruitment and contract norms, short training, difficult class situations, lack of community confidence,
10. Disadvantaged children in classrooms	* special needs often ignored
11. Migrants	* no special focus
12. Tribal language	* plan to recruit tribal teachers to address current problems
C. System-school support: To assess the extent to which increased capacities to facilitate and enable school improvement and community ownership can be perceived in the DPEP states and districts.	
1. BRC/CRC overload	* CLRC system untested, SIs need to internalise new roles; prioritisation needed
2. BRC/CRC autonomous capacity	* not yet visualised
3. DIET-BRC-CRC-School links	* not conceptualised
4. SCERT/SRG/DIET/BRC/CRC pedagogical vision	* not visible among institutions; but elements found among SRGs and DRGs
5. Teacher pedagogical understanding	* constrained and fragmented; motivation to change not high
6. Teachers – Pupil learning assessment	*
7. Decentralisation of training	* not yet
8. Grassroots planning capacity	* community involved, data improving, decision-making highly political
9. Two way flow of information	* very limited but advantages understood
10. PRI involvement	* considerable but causing some difficulties
11. Institutional involvement in DPEP processes	* SCERT limited, ATI potentially positive replacement for SIEMAT, DIETs intended to be established
12. Implementation on schedule?	* picking up after very slow start
D. To assess the extent to which conditions to sustain DPEP activities after the programme ends have been created, particularly in DPEP 1 and UPBEP states and districts, and efforts and progress made in terms of maximising the programme's impact on the primary education system as a whole.	
1. Teacher vacancies	* over 8000 vacancies filled in last 6 months, 4500 remaining
2. PTR	Will remain over 50 after vacancies filled
3. Increase in female teachers	* not seen as a priority, very low proportion
4. Para-teacher recruitment criteria	* inflexible, and so far potentially unsustainable
5. Para-teacher professional development	* inadequate
6. Evidence of impact of DPEP on main system at institutional level	* substantial
7. Evidence of impact of DPEP on main system re pedagogy	* encouraging but limited so far
8. Performance of SRGs/DRGs	* too early to say
9. Future of SRGs/DRGs	* too early to say
10. Steps taken re sustainability	* commitment to convergence across state and between departments
11. AS Sustainability	* in doubt



