

12/138

DEC 13 1993

D-12138 1993  
65-13-2893

## **Table of Contents**

### **Aide Memoire**

**Annex I      Abbreviations**

**Annex II     Terms of Reference for the 15<sup>th</sup> JRM**

**Annex III    State Reports:**

- 1      Andhra Pradesh**
- 2      Assam**
- 3      Bihar**
- 4      Chhattisgarh**
- 5      Gujarat**
- 6      Haryana**
- 7      Jharkhand**
- 8      Kerala**
- 9      Maharashtra**
- 10     Orissa**
- 11     Rajasthan**
- 12     Uttaranchal**
- 13     West Bengal**



**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**  
**(18<sup>th</sup> April – 6<sup>th</sup> May 2002)**

**Draft Aide Memoire**

## **I INTRODUCTION**

1.1 The Government of India (GOI) and the funding agencies review the District Primary Education Programme (DPEP) through a Joint Review Mission (JRM) modality organised twice a year. Nominated education specialists and other professionals are constituted into teams which visit State offices and selected districts of the States participating in DPEP.

1.2 The 15<sup>th</sup> DPEP JRM (henceforth referred to as the Mission or the JRM) was led by the Government of India and took place between 18<sup>th</sup> April and 6<sup>th</sup> May 2002. The Mission, building upon the findings of the previous two Missions, defined five main areas for exploration and observation: (i) completion, quality and learning; (ii) equity; (iii) planning, management and supervision; (iv) sustainability; and (v) status of implementation. The Mission read recent research and study reports and other relevant documents, held consultations at national, state and district levels, and observed classroom and other processes to arrive at conclusions on how the programme is progressing. The Terms of Reference (TOR) for the Mission are given in Annex II.

1.3 The Mission, led by K. Jayakumar (GOI), consisted of 26 members representing the GOI, the UK Department for International Development (DFID), the Netherlands (NL) the World Bank (WB) and the European Commission (EC). Keith Hinchliffe (WB) and John Shotton (DFID) visited **Andhra Pradesh**; Prema Clarke (WB) and Abby Riddell (EC) visited **Assam**; Venita Kaul (WB) visited **Bihar**; Malcolm Mercer (EC) and Poonam Batra (GOI) visited **Chhattisgarh**; Vandana S. Rao (WB) and Ad Hordyk (NL) visited **Gujarat**; Madan Mohan (GOI) and Sabina Bindra (EC) visited **Haryana**; Avinash Singh (GOI) and Sudesh Mukhopadhyay (WB) visited **Jharkhand**; S.V.S. Chaudhary (GOI) and Subir Shukla (EC) visited **Kerala**; Renu Khosla (GOI) and Geeta Menon (DFID) visited **Maharashtra**; Harsha Aturupane (WB) and Amarjeet Sinha (DFID) visited **Orissa**; Shabnam Sinha (GOI) and N.K. Jangira (WB) visited **Rajasthan**; Ranjana Srivastava (GOI) and Sunil Batra (WB) visited **Uttaranchal**; and K. Jayakumar (GOI) and Felicity Townsend (DFID) visited **West Bengal**.

## **II OVERVIEW**

2.1 DPEP, initiated in 1994 in 42 districts in seven states, is now operational in 273 districts spread over 18 states covering 51.3 million children and 1.1 million teachers, one of the largest programmes of its kind in the world.

2.2 The Mission has tried to look at the large number of state specific initiatives of DPEP, particularly with reference to the TOR. DPEP has released an unprecedented enthusiasm in the area of primary education bringing in its wake new opportunities and challenges. It has

brought forth a new set of vital issues of ownership, capacity building, planning, educational management and equity. Conscious of the fact that in a large number of districts the programme is entering its final phase, the Mission has approached the specific issue of sustainability of the gains of DPEP with a sense of urgency. It is a matter of satisfaction that in almost all states DPEP has moved itself into the very core of primary education, addressing some of the crucial issues which remained dormant for a long time, and this makes the question of sustainability all the more compelling.

2.3 A rich diversity of quality inputs in terms of textbooks, teaching/learning materials (TLM) and training packages and evidence of a changing classroom climate towards a more child-centred approach is beginning to emerge. However, with a view to attaining universalisation of quality primary education, requirements of both the harder to attain quality goals as well as the harder to reach children increasingly present within classrooms now need to be addressed within the context of the remaining project period. For this, the Mission recognises the need for in-depth review and reflection.

2.4 Access, retention and quality, which are essential parameters of the universal elementary education (UEE) agenda, have received considerable attention in the DPEP states. The responses to meet the challenges of access and quality have been varied across the states and the resultant picture is a proof of ingenuity and commitment. Alternative schools have grown in size and scope to an unprecedented scale, and the various shades of alternative schools that have emerged and para teachers engaged call for cautious optimism. A realistic redefinition of the role of alternative schools in the overall context of UEE in terms of the equitable provision of quality education needs to be undertaken.

2.5 The Mission is unanimous in concluding that DPEP has been instrumental in generating substantial data which are an essential prerequisite for effective policy responses and planning. This asset now requires to be put to effective use at the village, district and state levels. While the value of the present achievements across the country in the collection of data is fully recognised, the Mission has not been oblivious to the need for capacity building in the area of need-based and resource-based planning.

2.6 The role of the community in ensuring better educational management at the school and village levels has never before been so clearly visible. DPEP's role in ensuring this practical role of the VECs and the PRIs is commendable. The Mission has observed that this role is better performed when the linkages of the community/VEC with the PRIs are clarified and formalised. This involvement has also been responsible for increased access, better retention, better evaluation and greater accountability of teachers. Community participation has also guaranteed cost-effective construction of school buildings and classrooms. The Mission appreciates the general quality of construction and the impressive infrastructure DPEP has been able to create. However, maintenance of these assets remains a matter of concern.

2.7 The Mission takes note of the variety of interventions under DPEP to reach out to the marginalised and deprived children. An initiative of such magnitude to bring the disadvantaged children into the educational landscape of the country needs to be studied, documented and shared with greater focus. The Mission has tried to look at these interventions from the point of view of equity. In addition the Mission has enlarged the scope of equity from being only a concern of access to the right to quality education.

2.8 While the range of innovative teaching, training and management practices under DPEP has created a rich wealth of information, the need to share them across the states seems not to have received the attention and urgency it deserves. The Mission, while appreciating a few steps initiated by the Elementary Education Bureau (EEB) in this direction, would like to suggest a continuous mechanism for monitoring and sharing of experiences as it would have a long term impact on vision and strategies regarding UEE.

2.9 The gains of DPEP have to outlive the programme and integrate with the mainstream of education. While many states are yet to formalise a sustainability plan, there is a sense of optimism that SSA will provide the required transition platform. The Mission, however, feels that the issue of sustainability has to be viewed at a deeper level, especially in light of the Kerala experience: in spite of curricular mainstreaming, institutional strengthening and capacity building, sustainability of the DPEP gains has been called into question. The Mission is deeply concerned about this regression and suggests that the EEB and state governments draw lessons from this.

### III COMPLETION, QUALITY AND LEARNING

#### *Interventions and strategies to improve completion rates and to address repetition, drop-out and low achievement*

3.1 The Mission notes that various strategies are in place in all states to improve retention and school completion. In Uttaranchal and Uttar Pradesh, the school *chalo abhiyan* and free distribution of textbooks have contributed significantly to increased enrolment. In Gujarat, in an effort to reduce repetition, three month long bridge courses have been introduced to give repeaters a second chance. Several states have undertaken, or are proposing to undertake, the training of teachers to enhance their subject competence, particularly in hard spot areas identified in the Mid-term Assessment Study (MAS) and the Terminal Assessment Study (TAS), with the objective of improving student learning levels. Other interventions being implemented by most states include the improvement of infrastructure, provision of sanitary facilities, improved textbooks and the development of teaching/learning materials (TLM). In Orissa, the introduction of child friendly elements in schools, such as slides and other play facilities, has contributed to improved retention. Kerala has introduced pedagogy parks which serve as resource/activity centres attached to BRCs to strengthen on-site teacher support. In Karnataka, the *minchina sanchara* programme has been introduced in which surprise visits are undertaken by district and block staff to monitor attendance. Many states have begun to address the issue of making schools more effective through grading and need-based monitoring and support. In Bihar, Chhattisgarh, Maharashtra, Uttaranchal and Uttar Pradesh, specific criteria have been drawn up on which schools are categorized in order to identify low performing schools and help improve them. In Karnataka, schools have been classified on the basis of completion rates and a new directorate has been established to cater for the needs of seven educationally backward districts, a commendable initiative. In Tamil Nadu, block level supervisory staff adopt low performing schools for improvement: each staff member is in charge of five schools. An impact assessment of these various inputs mentioned above is, however, yet to take place in most states. Such an evaluation by the states could serve as a basis for decisions regarding upscaling or strengthening or further innovations needed.

## *Progress in developing systems for evaluating students' learning for use by teachers*

3.2 The Mission was able to observe a distinct movement towards greater focus on outcomes and system accountability through a range of initiatives for monitoring children's learning. In some states (e.g. Jharkhand, Karnataka, Kerala and Rajasthan), a non-repetition policy is continuing in the primary grades which ensures promotion for all children, except in cases of low attendance. In other states (e.g. Chhattisgarh and Maharashtra) the non-repetition policy has been withdrawn and a system of annual examinations has been introduced. In Maharashtra, pupil assessment is also conducted weekly, fortnightly, monthly and quarterly through simple paper and pencil tests which are termed 'diagnostic' tests and are reported to be used for the identification of low performers and the pairing of high and low achievers to improve learner performance. The Mission, while appreciating efforts like these, also cautions against creating undue stress for children. Some states (e.g. Kerala, Karnataka, Uttar Pradesh, and Chhattisgarh in EGS schools) have worked on a system of continuous assessment of children's learning as well as periodic evaluation and reporting of progress to parents: this covers both academic and non-academic areas and uses an approach which is consistent with child-centred teaching methods. Some states (e.g. Chhattisgarh and Rajasthan) have introduced a common terminal test for Class 5 pupils. At national level a workshop on pupil assessment brought out the need to ensure consistency in evaluation and teaching methodologies and recommended that some pilot initiatives be undertaken to develop efficient and feasible methods of continuous assessment and use of these for identifying strengths as well as diagnosing learning problems in children.

3.3 A presentation was made on the TAS to the Mission at the national level. During state visits, the Mission was able to observe greater use of the Base-line Assessment Study (BAS), MAS and TAS findings. However, the Mission notes that while the TAS has generated rich data, there has not been sufficient analysis, leading to its diagnostic use. The Terminal Assessment Report for DPEP-I states was shared with the Mission which recommends that a forward-looking review of such exercises and their use needs to be carried out. There is also a need to ensure better linkage between student assessment carried out in schools and systemic evaluations. Alongside such a review process, there needs to be an examination of state and district capacities and of the adequacy of national support to states to develop, analyse and use the results of appropriately designed student evaluations for strategic planning and policy analysis.

3.4 GOI may consider consolidating the inter-state sharing of successful innovative practices in student assessment in school for more extensive dissemination across states and making available support tailored to the specific needs of individual states. While taking note of studies conducted by the TSG and the proposed pilot programmes, the Mission suggests that the hub of further thinking, continued interaction and support in this regard be located in state level institutions, and that the national component play an active role in enabling this to come about. Some of this support would focus on development of student assessment and the translation of records of student achievement into useful and meaningful diagnostic tools at the classroom level first, and then at cluster and block levels.

## *Progress in the management and deployment of teachers, teacher development, development of textbooks and other materials, teaching and learning in multigrade classes, the teaching/learning process in general, and teacher and pupil attendance*

3.5 West Bengal reports one of the highest pupil:teacher ratios (PTR), especially in rural areas, at 59:1 in DPEP districts. Teacher availability needs particular attention in

Maharashtra, where the teacher shortage is likely to increase, especially since a court stay on the appointment of assistant teachers is in effect. Bihar faces an acute teacher shortage and, with the para teacher scheme still awaiting approval, has taken recourse to using the services of retired teachers. On the other hand, Kerala reports a surplus of 9,000 'protected' teachers who are on the pay roll but are not posted. Andhra Pradesh has taken exemplary steps through substantial teacher recruitment as well as a continuation of its policy of teacher rationalisation and counselling regarding teacher postings. In Haryana a rationalisation process led to the identification of 4,000 surplus teachers. 'Home posting' has begun to be implemented in Bihar and Jharkhand as part of an effort for rational deployment as well as to enhance teacher attendance. Similarly, an awareness of the need to minimise non-teaching tasks that keep teachers away from the class is visible in Chhattisgarh and in Bihar where a government order has been passed to this effect. However, even in states where steps *have* begun to be taken, as in Rajasthan and Haryana, difficulties remain, such as teachers not taking up their new posts following rationalisation. In Assam and Bihar, it is reported that new teachers are first appointed, posted and then sent for pre-service training, which results in vacancies where replacement teachers are not provided. The Mission suggests that the absence of teachers from the classroom during pre-service training be considered in the appointment and deployment of teachers.

3.6 There is no doubt that poor teacher availability and high PTRs are among the factors which tend to obstruct, and at times even negate, the quality improvement efforts that DPEP is making. As Andhra Pradesh and other states have shown, these are not insurmountable issues and the Mission urges that states set a time-frame for the rationalisation of teacher deployment.

3.7 Most states have opted to appoint para teachers in lieu of regular teachers as a strategy to reduce the PTRs in a more economic manner. The Mission recognises that this is a useful short term measure but emphasises (a) adequate capacity building measures in order to ensure that the most needy children are not provided less than acceptable quality of education and (b) the need to professionalise the teaching service in the long term by making adequate provisions for professional development and the maintenance of standards.

3.8 In-service teacher training and various teacher support activities are under vigorous implementation in most states. A focus on improved pedagogy, better evaluation practices and increased inputs addressing the typical 'realities' faced by teachers (such as large classrooms, multi-level and especially multi-grade classrooms) is evident in the training programmes of several states. However, emphasis on subject content areas is more visible in some training programmes (as in Chhattisgarh and Rajasthan), while in others there is a focus on 'hard spots' (as in Gujarat and Uttaranchal). Assam, which had focused on pedagogical aspects in earlier training programmes, identified through recently conducted tests that teachers' knowledge is inadequate to instruct children in Classes 3 and 4, especially in mathematics. Kerala, in continuation of its teacher support efforts, has launched a well-designed and highly commendable website.

3.9 Training programmes have certainly succeeded in energising teachers, enhancing motivation, and helping teachers begin the process of bringing about classroom change. However, field visits indicate that the vision of an activity-based and learner-oriented classroom has not yet fully manifested itself, and that a continued emphasis on pedagogical aspects, as well as planning and managing a classroom, would help. A sufficiently comprehensive and consistent approach, leading to internalisation of good practices, is clearly needed. There is also a need to further teacher consciousness and teaching ability



(specifically in terms of multi-grade teaching) with regard to children who find learning difficult, especially first generation learners and others from the most marginalized groups who are now joining school as a result of DPEP efforts. In Uttar Pradesh, teacher development programmes appear to be progressing along a well-thought out 'perspective plan'. Finally, the rich experience of emerging changes, could, with appropriate evaluation, help states incorporate successful training practices in the pre-service training programmes being run in the DIETs and various teacher training institutes.

3.10 While the Mission has identified and observed some good practices in evaluation and classroom transaction across the states and has taken note of several systemic reforms initiated, the challenge of scaling these up for ensuring quality across the system is a consistent concern. The Mission acknowledges the teacher to be the key actor in this and perceives the need for a more comprehensive approach to teacher development and management. Towards this end, the Mission recommends that states undertake comprehensive evaluation of existing teacher development and support systems in place under DPEP, including the quality of teacher training and its relevance to the realities of the classroom and the expected role of the teacher, the nature of on-site support provided by BRCs and CRCs, the impact of teacher management reforms initiated by many states related to postings, extra teaching assignments, incentives, PRI involvement etc. This study could provide useful insights for the remaining years of the project (and simultaneously for SSA) in planning for further improvements in teacher quality and performance. At the same time, the states may take action on the basis of studies already completed in this area.

3.11 Most states have been actively renewing curriculum and textbooks for primary classes, and are in various stages of the process. Textbooks are more child friendly and activity-oriented, often presenting 'integrated' material for the early years (as in Rajasthan, Assam, Madhya Pradesh and Kerala). Scope for 'local texts' or the introduction of 'people's knowledge' too is apparent. Teachers' versions (as against the earlier teacher guides, which did not contain textbook material) are visible and being received well by teachers in states such as Gujarat and Kerala. Uttar Pradesh and Uttaranchal have made provision for the supply of free textbooks to all children. In addition to textbooks, other printed material, wall charts and local texts produced by children themselves, and libraries are beginning to find a place in school in some states.

3.12 The textbook development process has included wide-ranging consultations, involving teachers, NGO members and practitioners. Trialling is now commonly a part of this process. Books are also being revised in the light of detailed feedback from the field, as in Kerala and Madhya Pradesh. Books are also being introduced across the states, covering DPEP and non-DPEP districts. Introduction of this material in the system is usually being backed by in-service training, though this has often not been done very effectively for non-DPEP districts. Some states (e.g. Haryana and Kerala) which had earlier reported teacher resistance to new material now record considerable teacher support. However, textbook production and distribution continue to remain major areas of concern, especially in Bihar and Jharkhand.

3.13 A major recent development is the introduction of English from Class 1 onwards in some states and from Class 3 onwards in others. While it might have fulfilled a long-standing demand of parents and community and sought to inject an element of 'competitiveness' in government schools, second language acquisition in a context where it has no home use brings with it in-built difficulties, though Kerala is making a strong and potentially successful attempt through its Second Language Acquisition Programme. What

continues to remain an area of concern is the degree to which teacher ability needs to be developed, though here too a few states report specially designed in-service programmes for the purpose.

3.14 Yet another issue relates to the degree to which the presence of a single textbook can promote equity in terms of learning. Increasing the range of material available would help teachers address multi-level situations, while also enabling children from most disadvantaged groups to participate more in learning processes. In this context, the development of supplementary printed materials which can be used in multi-level learning contexts; and which support existing textbooks for language, mathematics, science and social studies would be helpful.

3.15 A wide range of teaching/learning material (TLM), especially that made by teachers, is visible in most states, especially at sub-district and school levels. However, the value of this material lies in the *use* to which it is put. The Mission observed that there was a very limited, mechanical understanding on the teachers' part resulting in greater demonstration and little adaptation. Often, a great deal of time and resources are spent on the production of TLMs without adding commensurate value to learning.

3.16 TLMs do not yet form part of the everyday culture of schools. In part this might be explained by the difficult classroom conditions such as lack of space, a large student population in some areas and the multi-grade situation. The multigrade situation that exists in the classroom also demands availability of a range of TLM for simultaneous use by various groups of children in the class in accordance with their levels. On the other hand, though, there are instance of these classroom conditions leading to being produced more for the TLM *melas* than for use in the classroom, a counter-productive situation that merits review. The Mission therefore recommends that efforts be made to develop a range of TLM to facilitate the learning of key concepts through simultaneous use by different groups of children in multi-level and large class situations.

3.17 Most states have initiated the process of transition to child-friendly classrooms and schools, resulting in teachers being aware of more interactive, child-centred practices. However, the Mission observed that, with the exception of Kerala, activity-oriented teaching learning practices have not yet been internalised by teachers and generic pedagogic skills still need much development. While classroom climate registers an improvement, teaching-learning practices continue to be largely teacher-controlled, with teaching being directed to the whole class even in clearly multi-level contexts. A number of states have launched pilot programmes for school improvement, as in the Active Schools programme in Maharashtra, *Vikalp* in Uttar Pradesh, the School Improvement Programme in Himachal Pradesh, the School Level Improvement Programme (SLIP) in West Bengal and the Quality Assurance Scheme in Andhra Pradesh. The Mission finds these valuable and emphasises that given the limited project period now available, there is an urgent need to carry forward quality improvement efforts to an ever growing number of schools. Where pilot programmes have been in operation for some time, states might also benefit from identification and coherent consolidation of good practices for dissemination. The presence of greater numbers of first-generation learners and children from marginalized groups also needs to be taken into account, in terms of enabling the teacher to offer greater support to those who need it most. A wider range of print and non-print material related to the context from which such learners come could be a helpful option.

3.18 An issue increasingly becoming a pre-occupation with education officers and teachers is that of private schools and the 'competition' they offer to government schools. Some states, such as Kerala and Haryana, attribute decreasing enrolments partly to this phenomenon. What should be the policy/approach regarding private schools? Should they be seen as 'competitors' or 'collaborators' in the drive for UEE? The Mission proposes that the issue be taken up for discussion so that an appropriate policy and strategy in this regard might be identified.

3.19 In-service teacher training in several states now incorporates inputs related to multi-grade teaching, as in Rajasthan, Gujarat, Chhattisgarh, Himachal Pradesh, Haryana and Uttar Pradesh (which includes use of multi-grade techniques in a live classroom). Assam has introduced the use of workbooks and learners' books as self-learning material to facilitate teaching and learning in multi-grade contexts. Maharashtra is piloting a project using a learning ladder, while Uttaranchal is developing its own model. The Mission finds, however, that in many cases multi-grade teaching is seen more in logistical and classroom arrangement terms rather than as a learning situation requiring specific pedagogy. There is a need to address the issue of large multi-grade classes as well as multi-grade classes arising from administrative reasons. The fact that multi-grade situations typically occur in contexts where learners are from the more disadvantaged groups also needs to be taken into account.

***The contribution of VEC and other grass root level structures in overall school quality and school-community linkages***

3.20 The Mission noted the increasing participation of community-based structures in school management. In most states there is evidence of community involvement in the construction, repair and of schools, the creation of additional assets from cost savings etc. In Bihar, a study conducted in a district indicated a significantly higher percentage of land donation for schools by the OBC and SC community as compared to the general category. There is also evidence emerging of community based organizations, such as VECs, MTAs and other women's groups, being involved in monitoring teacher and student attendance, conducting household surveys, monitoring school development plans (in Assam) and even planning the school timetable (in Bihar). In Kerala, the Mission observed active community involvement in every school visited: quality monitoring cells have been set up at village and block panchayat levels for visiting schools periodically, identifying difficulties and offering support. In Karnataka, school development and monitoring committees have been set up and these also have the power to sanction leave of teachers. In some states (e.g. Bihar and Uttar Pradesh), with the enactment of the *panchayati raj* (PR) legislation, village level education committees have been recommended as statutory sub-committees of the panchayat which are expected ultimately to replace the committees constituted under the project. The desirable transition from the VEC to these PR committees can ensure adequate utilization of the experiences of those under the project and continuity of similar involvement and participation in the school programme. A significant observation shared with the Mission was that wherever the schools/teachers are performing better the community is more willing to get involved and contribute. The degree of community involvement can therefore be considered an indicator of school performance. The Mission opines that, in order to maximize the potential of community participation in school improvement, the relative roles and functions of school staff and VEC/community members need to be more clearly articulated. The Mission notes that, in some states, that community involvement efforts have not been restricted to the various village level committees alone but have extended to the larger community.

3.21 Overall, the states have made significant progress in the direction of more child centred pedagogy as evidenced in the various initiatives undertaken by the states, the positive behavioural changes of teachers and children documented by the Mission both with regard to teachers and children, and improvement in the classroom climate. Every state has done considerable work in encouraging teachers to prepare teaching learning materials, although use of these in the classroom and compatibility of these with the classroom realities continues to be an issue in many cases. Now, even as DPEP is moving towards its concluding phase in many states, the challenge still remains of building on these initial reforms and taking the final stride towards ensuring these good practices do not remain islands of excellence but get uniformly scaled up across the system. This challenge calls for some degree of collective review, brainstorming and re-strategising to move further towards the final vision of ensuring every child in school is actively participating and learning. The study on pedagogy launched by GOI, and likely to be completed soon, is also expected to provide direction in this context.

### *Need for reflection on existing strategies*

3.22 Much as enrolment and retention efforts now need to address the more difficult to reach groups, quality improvement efforts too now need to go well beyond what has already been achieved. The degree of change envisaged in classroom practices as well as inputs needed to ensure learning in higher primary grades are yet to be brought about. With a view to attaining universalisation of quality primary education, therefore, requirements of both the harder to attain quality goals as well as the harder to reach children increasingly present within classrooms now need to be addressed within the context of the remaining project period.

3.23 The Mission therefore proposes that in-depth review and reflection now take place, building upon the evaluation of quality improvement inputs already underway. This exercise could examine questions such as

- Are the existing quality improvement inputs adequately consistent and integrated within a cohesive theoretical framework? Are these sufficiently able to take into account the wide range of field realities?
- Are the key priorities and core issues being sufficiently addressed?
- Are the more difficult to attain quality goals (e.g. improvement in quality of higher classes, or implementation of pedagogy responsive to diverse needs within the classroom) being addressed?
- Are the identified good practices lending themselves to qualitative up-scaling? Is such up-scaling being ensured?
- Has the state moved towards generating a more enabling environment for quality UPE?

3.24 This reflection and, if required, re-strategising exercise could be undertaken by states along with a network of state, district and perhaps national level institutions, resource persons and stakeholders. It is recommended that the outcome of this exercise be shared by the states with the next JRM.

3.25 To enable states to build upon their experiences and move into the next phase of reforms in DPEP and further into the SSA in a more strategic manner, the Mission suggests that, on its part, the GOI may consider organization of national and regional consultations,

inviting wide participation of all stakeholders to assess the existing status of pedagogical reform in schools and inter-linkages between the various components. This could be based on a comprehensive review of research undertaken, JRM reports and project documentation and could propose specific strategies for upscaling and further upgradation of good practices across the system.

## IV EQUITY

### *Progress in providing education to the hardest to reach children*

4.1 With regard to equity, the Mission has noted that strategies for improving access, consolidating retention, encouraging completion and enhancing quality for the children who continue to remain out of school, i.e. the very hardest to reach, have encouragingly continued to develop and be implemented across all states during the last six months. The Mission has noted considerable progress in three areas.

4.2 First, while maintaining an overall concentration on the special focus groups, many states have begun to centre considerable attention on the needs of urban deprived children. These include Assam, which has developed a specific initiative using twenty alternative schools in a number of urban areas and has initiated cooperation with an NGO in the most difficult areas of Guwahati. Special programmes have been organised in municipalities in the districts of Nalgonda, Visakapatnam and Warangal in Andhra Pradesh with great success. In Jharkhand in the district of East Singhbhum, where the urban population is 53% of the total population, eight NGOs have been identified to develop context specific programmes. In Rajasthan, a comprehensive survey of urban areas has been undertaken revealing over 100,000 out of school urban children and three interventions in these areas are currently being planned, bridge courses aimed specifically at girls, evening classes and *Shiksha Mitra* Centres. In Uttaranchal, the District Urban Development Authority has opened ten education centres in Haridwar District and DPEP is providing training to thirty-five teachers in these centres. In West Bengal DPEP has, exceptionally, supported an NGO-led initiative in Calcutta and, in the districts of Firozabad and Moradabad in Uttar Pradesh, 111 alternative Schooling Centres are providing an education to over 5,000 working children with the majority from SC and Muslim communities. States, such as Orissa, Assam and Gujarat have started programmes catering for migrant children. The Mission regards all these new initiatives as indications that there is a much deeper understanding of the complexity of universalising primary education.

4.3 Second, some states have begun to broaden the number of communities, which they are targeting under equity initiatives. Andhra Pradesh has identified the children of construction workers and sex workers as a priority. Assam is developing specific types of support to try and bring children in relief camps and those residing in international border areas into school. In Haryana, children who are working in dhabas are being targeted and, in Karnataka, initiatives aimed at migrant workers are well grounded. In Kerala, children who live in coastal areas have been identified as a special focus group. The Mission views this as evidence of DPEP moving forward in terms of it developing more concentrated and context specific inputs.

4.4 Third, the progress made with regard to IED during the past six months has been impressive. IED was originally introduced in the states through a pilot project, which was

either block or cluster based. The intention was that the project would be taken to scale in an entire district in a phased manner by the end of the project period. The states of Gujarat, Haryana, Himachal Pradesh, Kerala, Madhya Pradesh, Maharashtra, Orissa and Tamil Nadu have now up-scaled the IED initiative to all blocks in the pilot district. Furthermore most other states are gradually strengthening and expanding efforts to cover more districts. The Mission has noted that the Elementary Education Bureau (EEB) is now reporting that IED is being implemented in 1,100 blocks across the DPEP states with over 400,000 children with special needs identified, out of which 308,000 have been enrolled in schools. Over 900,000 teachers have been oriented to IED and states are also making special efforts to provide long term and quality training to teachers in order that adequate resource support is available to every child identified with special needs. The numbers of children with disabilities who have been brought into school in such a short space of time is awesome, but observations in the states indicate that this is increasing pressure on teachers. Conceptualising a long-term strategy at both national and state levels to address these problems is likely to become urgent.

4.5 As far as the special focus groups are concerned comprehensive strategies aimed at girls, essentially the largest disadvantaged group in terms of overall primary education provision, continue to be developed across most states. There has been on-going experimentation with a range of interventions to improve enrolment generally for girls and retain the 9+ age group, and on average the share of girls as a proportion of the total number of children enrolled in DPEP districts appears to be increasing. The Mission has noted the success of some particularly innovative schemes, which appear to have played a significant role in retaining girls for the whole primary school cycle, the *mahila prabodhan*, for example, in Maharashtra. Further the eighteen state study on classroom culture and processes from the gender perspective is an admirable undertaking and the Mission looks forward to learning of its findings and the way in which these will help develop the gender component within DPEP.

4.6 Attempts to address Scheduled Tribe (ST) children have continued to include the development of bi-lingual teaching learning materials and, in some districts in some states which are also covered by a tribal sub-plan, this has been combined with accessing budgeted funds for the development of *ashram shalas* on a cost sharing basis between DPEP and the Tribal Welfare Departments. In addition the development of local specific supplementary teaching learning materials, training of teachers in acquiring a working knowledge of local dialect and the facilitation of communication with new entrants to school have featured in inputs. Micro-planning has also facilitated some overall programme interventions for the Scheduled Caste (SC) community, which continues to be specifically targeted in most states in enrolment drives and supported by school attendance incentives, mid-day meals and free books.

4.7 In general assessing the impact of all interventions with regard to equity is a major challenge for the programme.

### ***Quality of education provided to the hardest to reach children***

4.8 There are indications that DPEP is attempting to ensure that a quality education is provided to children from the most deprived communities with a certain degree of success. Several states have reported initiatives in this area. For example, in Andhra Pradesh, an entirely new framework for the assessment of children's learning with an impressive rationale has been developed and is in use across the state in all schools including alternative schools. Children are being assessed on a regular basis and there are some indications that the

assessment is being used as a means of identifying children who find learning the most difficult and in order to be able to provide extra support to those children. In Kerala, teacher support mechanisms developed at the school level focus on the learning needs of the weakest children. In Orissa, a key component of the teacher-training package is centred around methods of teaching children who exhibit wide variations in ability.

4.9 The TAS, which was conducted in DPEP-I states in 2001, suggests that there have been some learning gains for children who have been targeted under equity initiatives. The DPEP goal of reducing difference in achievement levels between girls and boys has been realised in 44 out of 49 districts in language, and forty districts in mathematics in Class 1. In Class 3, this goal has been achieved in 14 out of 15 districts in language and in all 15 districts in mathematics. In Class 4, 31 out of 34 districts have reduced the gender gap to less than 5% in both language and mathematics. Similar progress has been recorded in reducing the achievement difference between children from SC and ST communities and others.

4.10 Given the fact that, in the main, the provision of alternative schooling has emerged as a key strategy for enrolling the hardest to reach children, providing them with an introduction to education and ultimately preparing them for entry to formal schools, the Mission has noted the comprehensive report provided in the Progress Overview on important developments since the last JRM. This report suggests that progress is being made to ensure that issues of equivalence in inputs and outcomes are brought to the fore. The EEB has clearly indicated to states that children in alternative schools should be provided with all the facilities, which are available to their counterparts in formal schools. Furthermore, in the states which are using alternative schools as a means to prepare children, for entry to formal schools there have been some notable successes. Andhra Pradesh, for example, has mainstreamed over 275,000 children from alternative schools since 1998-9. Similarly, in Gujarat, of some 58,000 drop-out children who have been enrolled in bridge courses just under 36,000 have been mainstreamed. In this context and as far as quality issues are concerned, at the last meeting of all State Alternative Schooling Coordinators, attention was focussed on the need to follow up children who have been mainstreamed and most states have now begun to develop mechanisms to do this. The Mission has also noted the formation of a Research Advisory Group, which will undertake a comprehensive evaluation of alternative schooling strategies under DPEP and urges the EEB and states to utilise any progress reports from this group as a means of addressing any emerging issues which the group identifies. Consideration might also be given to regarding alternative schools as feeder schools to formal schools.

### *Challenges*

4.11 Despite considerable progress with regard to providing a quality education for all girls and children from marginalized, oppressed and highly vulnerable groups, much of which has been referred to above, considerable challenges remain. First, the universal enrolment, retention and successful completion of the primary school cycle of girls up to Class 5 remains elusive, and it is important to highlight the fact that levels of gender inequity remain in these areas and constitute an on-going challenge. Furthermore, in several states there is a distinct absence of women in key positions in programme offices and key support structures and institutions. The 14<sup>th</sup> JRM highlighted the emergence of a significant number of small single teacher schools where the vast majority of teachers are men. Notwithstanding the fact that there are many influences which operate in this arena the Mission would suggest that all states critically review what steps they are taking to recruit women to key positions in institutions which are central to the programme. Second, despite

the fact that considerable progress has been made with regard to the SC community it is clear from many state reports that some of the most difficult children to enrol and retain are from the SC community and also from the OBC community. Third, the enrolment and retention of tribal children and their levels of learning achievement was highlighted as an issue of concern by the Second In-Depth Review, particularly in the DPEP-II states and this would appear to remain the case, with most states having large tribal populations still having a considerable way to go in achieving their own defined aims of universalising a quality education for tribal children. Overall the Mission suggests that states might make more use of available data and reports to address equity issues and develop targeted strategies, in addition to ensuring that crucial data specifically on the completion rates for girls, and children from SC and ST communities is obtained and used in planning programme inputs with regard to equity.

4.12 Challenges for equity in the areas of access and retention are highly complex in themselves but they also go beyond these areas. Although successive JRMs found no visible discrimination in the school with respect to marginalized and disadvantaged groups, this has not been borne out by the NCERT's research on classroom processes in primary schools across eight states which includes many DPEP schools. This research found only minimal evidence of positive methods to deepen support in order to help children from such groups to learn in school – somewhat necessary given most teachers' apparent 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. Furthermore, in several states including Andhra Pradesh, Haryana, Karnataka and Rajasthan, open concerns are now being voiced with regard to the in-class needs of children who find it the most difficult to learn. In this vein the results of the TAS are also revealing. Generally, as indicated above, the DPEP goal of reducing the achievement levels between girls and boys and between SC and ST children and others in Classes 1, 3 and 4 is well on track. The results for Classes 3 and 4 are also much better than the MAS. However, what is also clear from the TAS is that in Classes 3 and 4 there is a much broader range of marks with a high concentration of marks below 50%. This would suggest that many children are struggling to learn effectively in the higher classes and it is likely that these children are in the main from the hardest to reach groups. In a similar vein, it is clear that learning achievement levels in mathematics in the higher classes is an area of key concern and several states have also reported significant problems with regard to the teaching of science in the higher classes. In all these regards the Mission recognises the initiatives which have been introduced by the EEB; for example, the highlighting of ideas surrounding the teaching of science in *Issues in Primary Education* in October 2001 and the workshop on multigrade and multi-level learning held at Rishi Valley in March 2002. Nonetheless, the Mission suggests that there is a need to deepen investigation into and consideration of the specific teaching and learning concepts with regard to the in-class needs of children who find learning difficult and to issues surrounding subject teaching.

## **V PLANNING, MANAGEMENT AND SUPERVISION**

### ***Capacity and capacity building in planning, management and supervision***

5.1 The state reports indicate that in many states there is considerable capacity in preparation of both the AWPBs and plans for intervention at district, block, cluster, habitation and school levels in programmes for attracting and retaining out-of-school children and for



quality improvement. District planning units have been strengthened with support from the SPO and this capacity is reflected at block and community resource centre levels. In some states DIETs and district resource groups play a central role in determining and acting upon the reasons for low enrolment and low quality of learning outcomes, taking student performance into account. In the newly created states, resource groups have been constituted to examine the areas of alternative schooling, girls' education, pedagogy, community mobilisation and integrated education for the disabled (IED). State resource groups have been trained and are actively involved in revision of curricula, preparation of teacher training modules, and the training of master teachers at district and block levels. District and block resource groups are active in providing training to CRC coordinators and to VECs.

5.2 In some states micro-planning sensitisation conducted at village level by district, block and cluster staff has resulted in the preparation of village maps and village education registers, that provide information on enrolled children, out-of school children, children with disabilities and those between the ages of 3 and 5 years old who are likely to be enrolled in the next three years. Village and habitation plans and school development plans have also been prepared.

5.3 Since the last JRM, training programmes in planning, management and monitoring have been run by national apex institutions for DPEP staff in Andhra Pradesh, Chhattisgarh, Gujarat and Maharashtra. Chhattisgarh reported that there had been a positive impact in terms of improved capacity, especially in the preparation at district and state levels of plans for universal elementary education, in the development of an information system for EGS schools and in monitoring civil works activities. However, the Mission notes that there is need for continuous evaluation of national level workshops so that they meet the changing needs of the states.

5.4 Strengthening capacity in planning, management and supervision has been hindered at state and district levels by understaffing (Bihar, Jharkhand, Rajasthan) and by frequent turnover of key staff (Assam, Bihar, Kerala and one district in Chhattisgarh). In the new state of Uttaranchal, state structures are still not fully set up and there is heavy reliance on national level institutions for capacity building.

5.5 The Mission notes that while there is sufficient capacity to plan inputs and activities, there are challenges in analysing trends and using information to determine priority areas for capacity building. In some states there are gaps in performance management and monitoring, including the construction of annual work plans and then monthly action plans. There is also insufficient discussion of the results of national and state initiated research. Capacity building in output (i.e. the achievement of intermediate objectives) management and monitoring has not yet taken place and the Mission suggests that GOI may consider shifting the focus of training at national and state levels from planning activities as an end in themselves to output management with the goals of DPEP in mind.

#### *Data collection, analysis and use*

5.6 The Mission was heartened to see the emergence of a wealth of data at the state and district levels in most states collected from various sources and by various methods, and evidence of these being used to track progress and to inform planning. There was also evidence of the focus moving on from mere tracking of enrolment to other significant parameters such as repetition, retention, completion and learning achievement. In many states cohort studies have been undertaken or are in process (e.g. Maharashtra, Andhra

Pradesh, Orissa, Karnataka, Tamil Nadu, Bihar and West Bengal). In most states household surveys have been carried out and village education plans prepared. In Rajasthan, through *Shiksha Aapke Dwar*, a survey has been conducted of all enrolled and unenrolled children in rural and urban areas. In Andhra Pradesh across all districts attendance is being monitored twice a month by Mandal Resource Persons (MRP) and data on irregular attendance are available now – a major step forward. Gujarat has commissioned a study to investigate reasons for high repetition rates, indicating a trend towards increased probing and analysis. The Mission suggests that a certain demystification of this at the school level among teachers and headteachers would be very helpful. School staff can be encouraged to study and identify annual local trends in enrolment, retention and repetition from their own school registers, as was observed in the course of the Mission. This would help develop sensitivity to data among teachers and make the exercise of maintaining registers more meaningful.

5.7 Overall, the Mission commends the states for the extent to which data collection and use are now considered crucial to the implementation of DPEP. What is emerging is the fact that different data users have different needs and that there is a shift in the perception of information needs and uses from the purely administrative to those for more holistic planning and for management action. While taking cognisance of the constraints of existing administrative structures and processes, it is evident that the emphasis being given to devolved collection of data has not been accompanied by a corresponding devolution in management responsibilities. The Mission suggests that there needs to be a greater effort by the SPOs and DPOs to determine data requirements for use at each level and to coordinate and integrate data collection activities. Further training is needed at all levels both in data analysis and in translating information thus gained into management action through the AWPBs.

### ***Monitoring and supervision***

5.8 In most states monitoring and supervision activities form an integral part of DPEP, but the success of these activities in terms of improved educational provision and learning outcomes varies from state to state. Most frequently attention has been given to monitoring enrolment, drop-outs, out-of-school children, pupil and teacher attendance, and the condition and appropriateness of the school building(s) by VEC members and CRC coordinators. In many states, there is now evidence of tools being developed and used for monitoring school performance and effectiveness.

5.9 In general, there are two issues emerging. Firstly, over time the nature of the indicators used in DPEP has changed from purely input indicators (such as the number of teachers trained through in-service programmes) to more output-oriented indicators (such as the quality of the teaching-learning process in the classroom. Monitoring needs to be related to specific targets or results to be achieved and accountability of all those involved in efforts to reach these targets, as is emerging in Andhra Pradesh and Kerala. Secondly, the role and modalities of support agencies such as DIETS, BRCs and CRCs are changing rapidly from one that oversees administrative issues such as school attendance to one in which the performance of the school as a whole is monitored. The Mission suggests that these two important factors are more clearly acknowledged in training programmes for DPEP and education office staff, for DIET, BRC and CRC staff, and for teachers themselves.

5.10 SPOs have reported that they are able to appraise district AWPBs adequately, except in Uttaranchal which relies on support from NSDART and in Jharkhand where there is a felt

need for continued national level assistance. More capacity is required at block and district levels for appraising/analysing village level plans.

### ***Coordination and convergence***

5.11 There is evidence that greater coordination, and indeed integration, of activities of the school education department in many states. Madhya Pradesh and Assam are going one step further by bringing together SCERT, Adult Education and the SPO in one state education centre, the DEO, DIET, DPO and Adult Education in one district education centre, and the BEO and BRC in one block education centre. To a large extent, this has taken place already in Andhra Pradesh where district and block academic core groups are the main co-ordinators of activities in primary education. In West Bengal, as elsewhere, the CLRC co-ordinators are relied upon for monitoring schools, but need strengthening to provide effective support. In other states, the DEOs and DPOs and the BEOs and BRCs are working closely together.

5.12 At district level, in all states, interdepartmental coordination of development programmes is ensured through the offices of the District Collector/Magistrate and the Chief Executive Officer (CEO). There is evidence that strong links have emerged between the DEO/DPO and other departments responsible for tribal welfare, early childhood education, ICDS, civil works, social welfare, woman and child welfare, and health. At state level, interdepartmental committees have been established to ensure coordination of activities in primary and elementary education. At central level, the Department of Elementary Education and Literacy has set up standing committees comprising representatives of relevant departments to strengthen initiatives in pre-school education and in drinking water supply.

5.13 At village level, in most states, the involvement of VECs and SMCs has sharpened interest in convergence with the rural development and engineering department, particularly in school construction and rural sanitation programmes. Local MP/MLA and panchayat funds have been tapped for civil works. Such convergence has been a significant achievement of DPEP. Beyond this, there is a felt need for greater involvement of people from different sectors and different expertise at village level in order to ensure equitable educational opportunities for all. The Mission suggests that, especially for the difficult to reach children but also in all aspects of primary education provision, there is a need to review the impact of convergence between the education sector and other sectors (e.g. tribal welfare, panchayat and rural development, rural health and engineering, health and family welfare, social welfare and woman and child welfare departments and NGOs at state, district and village/levels) to develop further strategies for efficient mobilisation and use of resources and expertise. While opportunities for convergence in delivery are being used as they arise, greater convergence can be achieved by the various agencies planning together with a focus on the child rather than on specific sectoral issues.

### ***Autonomy and decision-making***

5.14 There is a definite shift towards the evolution of democratic structures in villages, such as the development of SMCs/SECs and where VECs are sub-committees of the local *panchayati raj* institutions (PRIs). States are increasingly adopting the process of elections for such committees rather than nominating members as was previously the case. For example, elections are now held in Andhra Pradesh, Bihar, Jharkhand, Karnataka, Madhya Pradesh, Orissa and Rajasthan. PTAs and MTAs supplement the efforts of VECs in creating a strong base for community participation in elementary education. Jharkhand is yet to decide upon the powers to be allocated to PRIs.

5.15 Within DPEP structures, devolution of responsibility and accountability is difficult in circumstances where there is frequent staff turnover and/or shortage of staff, particularly at district level. The states may consider reviewing administration practices with a view to retaining key staff in post for between three and five years and encouraging a continuity of focus and better management practices.

### ***Institutional strengthening***

5.16 There is evidence of some of the SCERTs and DIETs being able to provide support to DPEP and benefiting from the experience. Unusually, in Chhattisgarh, where most faculty members of SCERT have recently been recruited, three members have had practical experience of teaching in primary schools. On the other hand, there is also evidence of SCERTs and DIETs remaining under-staffed and under-resourced across the board. Planning and management cells in DIETs and SCERTs remain with skeleton staff with little or no management experience. There is a reluctance in many states to establish professional education management training programmes and institutions. In most states, staff of both SCERT and DIETs have articulated the need for further capacity building in view of emerging new roles and modalities, and for more resources to support their training and research programmes.

5.17 The states may consider the nature of incentives for the development of management concepts and more effective management at school level and above. In addition, the states may consider incorporation of institutions, such as DIETS and SCERTs, and the practices which have emerged under DPEP, into the state statutes and regulations in order to legitimise them and to facilitate decentralised management responsibility. The Mission further suggests that states clearly determine the time-frame in which institutional arrangements are made to carry out the functions of training and research in education management and planning.

## **VI SUSTAINABILITY**

6.1 The 14<sup>th</sup> JRM had looked at the issue of sustainability from the perspective of sustaining project gains beyond the DPEP project period. It had recorded that most of the DPEP-I states had prepared sustainability plans that were placed before the state governments. The Mission had also noted that on account of the central and state government decision to implement *Sarva Shiksha Abhiyan*, a national programme for UEE over a ten year time frame (2000-2010), the context of sustainability had changed. The Mission had desired that transition strategies between DPEP and SSA be worked out so that the gains of DPEP are not lost on account of any gaps in the time frames of DPEP-I and SSA. The extension of DPEP-I has allowed more time to the centre and the states to work out a transition strategy. This Mission would like to reiterate the need for a well-articulated sustainability plan, as per the commitment made by states at the time of approval of DPEP. This calls for a comprehensive examination of processes and interventions under DPEP to arrive at suitable sustainability strategies.

6.2 The 15<sup>th</sup> JRM takes note of the confidence in all states that SSA will ensure sustainability of DPEP gains. The planning process for UEE has moved ahead since the last JRM and in many states there is evidence of a comprehensive state vision in the post-DPEP phase. A lot of holistic planning, convergence, planning for every child on the basis of household surveys, development of habitation and village education plans, generation of village education registers recording the status of all children under the age of 14 in and out

of school, has been initiated in the light of the national commitment to eight years of elementary education by 2010 under SSA. States such as Andhra Pradesh, Gujarat, Haryana, and Maharashtra have already developed a clear vision for the post-DPEP phase. States such as Assam, Rajasthan, Orissa, Uttaranchal and Kerala are in the process of developing a clearly articulated vision for UEE in the post-DPEP phase. While the newly formed state of Chhattisgarh is also beginning to have well articulated vision on the basis of intensive habitation level community processes, in spite of useful community based and cluster level initiatives in Jharkhand, Bihar and West Bengal, a lot more needs to be done in these states to develop a sustainable perspective that takes the agenda of UEE beyond the project period. Holistic planning for all children up to the age of 14 years will require greater convergence. The coming together of all educational interventions for child labour, tribal children etc. under the Department of Education in Andhra Pradesh is a good example of this thinking.

6.3 Sustainability beyond the project period has encouraged states to locate a number of DPEP formal and informal structures and activities within the educational mainstream and permanent institutional frameworks. Recent efforts in Assam to place the State Resource Groups within the SCERT, District Resource Groups within DIETs and Block Resource Groups within the BRC indicate the effort made to mainstream DPEP gains. Similarly, steps such as making the primary schools accountable to the panchayat (Haryana), placing Sub Inspectors of Schools at Circle Level Cluster Centres (West Bengal), involving Deputy and Sub Inspectors of Schools in the planning process (Orissa), and assigning a critical role to Mandal Education Officers in developing Mandal Education Plans (Andhra Pradesh) reflect the efforts being made in this direction. Greater and more defined roles for Block and Cluster Resource Centres in monitoring quality and the linkages of these institutions that have been added under DPEP with mainstream institutions like the Block Elementary Education Officer in a few States need to be emulated.

6.4 The Mission records with appreciation the evidence (to varying degrees) of on-site support for teacher development in nearly all the states through BRC/CRC (or equivalent) structures. Development of capacity in institutions like SCERT, SIEMAT, DIET and other teacher training institutions has been uneven across States. The Mission appreciates the institutional support provided by the SCERT in Andhra Pradesh, Gujarat and Maharashtra. It also records with appreciation the effort made in the newly formed State of Chhattisgarh to fill up SCERT positions by selection rather than seniority alone and also for permitting primary school teachers to take up faculty positions. The excellence in district and sub district level teacher development institutions in Kerala has also been commented upon positively. Most of the states visited have not been able to set up an effective SIEMAT and this has implications for sustainable state level support for planning and management of elementary education. Even where SIEMATs have been newly established as in Haryana and Maharashtra, greater attention is needed towards staffing, mandate and effective functioning.

6.5 The developments with regard to pedagogic innovations carried out in Kerala DPEP districts indicate that institutional ownership also is not enough for sustainability. There is a need for a shared pedagogic vision between the centre and the states and a broad consensus across all stakeholders on sustaining innovations.

6.6 While DPEP has been able to initiate a number of school, cluster and block level initiatives for teacher development, the absence of adequate capacity and excellence at DIET and SCERT level has often set limits to these processes, especially in areas such as the effective continuous and comprehensive evaluation of children. Continuous and non-threatening systems of assessing learning progress of pupils require greater institutional

capacities at district and state level. The sustainability of DPEP gains in teacher development require institutional academic leadership and a holistic pedagogic vision at State and district levels. The inability of states to do so greatly compromises their ability to sustain useful teacher development processes. While the states are confident in extending the BRC/CRC structure across the state on account of SSA, academic sustainability will still require a far greater focus on academic excellence at DIET/SCERT/SIEMAT level.

6.7 The Mission notes the positive contribution being made by VECs in carrying out a large number of school activities. Their association with school development plans in a few states lends an academic role to them. VECs have been integrated within the panchayati raj framework in a few states (Maharashtra, Rajasthan, Bihar). The non-integration of VECs with PRIs in some states limits the ability of the VEC to access resources from outside DPEP for school improvement. It also hampers sustainability of the VEC as an institution in the post-DPEP phase. In Orissa there was evidence to suggest that the non-involvement of panchayats weakens the accountability of schools and also leads to a presumption that DPEP alone will provide resources for primary education.

6.8 The Mission takes note of the confidence of states in sustainability on account of the SSA. Nearly all the States have started working out the modalities for sustaining the gains of DPEP. Since the habitation based planning process under SSA has also been initiated through DPEP, there is continuity at state and district levels between DPEP and SSA. State, district, and sub-district structures as well as key resource persons of DPEP are associated with the post-project planning process. Greater efforts to work out modalities regarding continuity of key personnel in resource teams, processes of developing capacity for micro-planning and habitation-based planning, management structures and staffing issues at state, district and block levels need to be resolved in state specific contexts.

6.9 Considering that DPEP has been a harbinger of change in many states, it will be useful to move forward with evidence-based support for change and continuity. Partnerships with autonomous and independent research and resource institutions with a clear state specific focus could contribute towards sustainability by encouraging evidence-based planning and implementation processes for UEE. Efforts to sustain quality community owned monitoring of schools to improve their effectiveness and a greater thrust on formative evaluation that provides useful and timely feedback for mid-course corrections are likely to make innovations more sustainable.

6.10 DPEP experience across states strongly supports the conclusion that the most important requirement for sustainability is a clear state level vision for UEE, articulated in terms of institutional development, effective management, pedagogic perspective, autonomy of schools etc. States that situated DPEP within the larger primary education system and saw reforms in the system as essential for the sustainability of project gains have perhaps made better use of the interventions. A few states such as Bihar, Jharkhand and West Bengal have had meaningful project interventions but their implications for the educational mainstream have been limited as basic issues like deployment of adequate number of teachers, sustainable development of adequate school facilities, improvement of state and district level institutions for teacher development to meet the needs of academic quality and devolution of powers to schools for greater school level autonomy and community ownership have remained challenging.

## VII STATUS OF PROGRAMME IMPLEMENTATION

7.1 Except for Jharkhand, project implementation and related project expenditure in project districts have improved since the last JRM. However, inadequate staffing and a large number of vacant posts of key personnel and teachers are common features in many states affecting the quality of programme implementation. While civil works have received considerable attention, the irregular or inadequate flow of funds for a variety of reasons have hampered the programme. Monitoring in a variety of areas needs to be strengthened and the Annual Work Plans and Budgets could be more effective tools for directed programme implementation.

### *Physical and financial progress of project implementation*

7.2 Spending in those DPEP-I districts with the new project closing date of June 2003 now appears to be on track. The range of expenditure in DPEP-I districts is from 80% in Haryana to 131% in Karnataka. In DPEP-II states and districts, except for Gujarat, there is under-spending as expenditure is around 60 percent of the EFC allocations. The range in DPEP-II districts is from 54% in Orissa to 99% in Gujarat. DPEP-I expenditure, however, does not include additional EFC allocations due to exchange rate fluctuations, except in Madhya Pradesh and Chhattisgarh. Two states, Assam and Karnataka, have decided not to use the additional EFC allocations in DPEP-I for implementation in non-project districts. In the remaining districts, information was incomplete regarding state plans for implementation in non-DPEP districts. Monitoring project activities in non-DPEP districts over the next few months will be important to ensure that funds are being appropriately utilized in a timely fashion. It is likely that there will be further funds available due to exchange rate variations in DPEP II. The Mission urges the EE bureau to estimate this amount as soon as possible and communicate to the states the exact nature of funds remaining to be spent. With two years remaining, APERP has spent about 53% of the total project amount. While expenditure has improved in Bihar, when compared to total project amounts available, the continuing low expenditure in Bihar, Jharkhand and West Bengal is a matter of real concern.

7.3 States, such as West Bengal, Andhra Pradesh, Gujarat, Bihar, Chhattisgarh, Uttaranchal and Jharkhand, have released the state share to a significant extent, while Kerala, Assam, Haryana, Maharashtra and Orissa counterpart funds are yet to be released. A major problem identified by many states effecting implementation is the delayed release of funds by GOI to the states, particularly critical in the DPEP-I and DPEP-II states. In many states, the expenditure as a percentage of funds actually received appears to be satisfactory. The Mission understands that several issues contribute to this situation and these include non-release of the state share and delayed submission of requests from states. Even in the states that have released their share, the delayed release of funds from GOI has considerably handicapped the project. Earlier JRMs have highlighted this issue but improvement in the situation is marginal. While several reasons can be cited, it is imperative that both GOI and the states address factors causing delay in, or untimely, release of funds to project states as soon as possible so as not to undermine the energy and effectiveness of project implementation.

7.4 Detailed annual district level information on component and category-wise expenditure in comparison to the AWPBs is unavailable in several states. Examination of this information in the few states that provided this information indicates that certain items and activities tend to get continuously relegated to the background. For example, the

provisions made for ECCE, gender equity, alternative schooling and media are generally under utilized or totally unspent.

### ***Infrastructure development and optimal use of facilities***

7.5 DPEP's contribution to the development of school infrastructure is indeed creditable. The National Civil Works evaluation enumerates the volume and extent of civil works undertaken in DPEP. Construction is by and large undertaken by the community and the quality of construction is generally good. The concept of cost effective technologies and the use of locally relevant building materials are prevalent across the DPEP states. The use of innovative methods of water harvesting (Rajasthan) and earthquake resistant technology (Gujarat and Maharashtra) in the construction of school infrastructure is commendable. Though child friendly elements are found in classrooms (e.g. in Orissa), in other states (e.g. West Bengal and Rajasthan) they remain limited in scope and utility. The gender sensitivity that DPEP advocates is also lacking in the provision of toilets to girls in states such as Haryana and Maharashtra: it is not uncommon that large schools have constructed a single toilet which is often kept locked and the provision of drinking water is slow.

7.6 The monitoring and maintenance of the use of newly created infrastructure is emerging as an issue that needs to be addressed. Most states rarely monitor the appropriate and optimum use of new infrastructure. In states like Chhattisgarh, the panchayats as well as the VECs have undertaken the task of maintenance. There are also instances where panchayats and local communities are unwilling to share this responsibility, leaving it to state institutions. It would be appropriate if some action is taken to clarify the policy for the future maintenance of infrastructure created under DPEP.

7.7 Convergence of efforts with other departments at state and district levels for project implementation is attempted with varying degrees of success in different states. In Rajasthan and Uttaranchal, this has led to achieving some synergy while in other states, such as Assam and West Bengal, the modalities of convergence are being defined. In Orissa, panchayat funds originally intended for education are now being diverted to other sectors, which is a matter of some concern.

### ***Newly formed states***

7.8 Delays in the completion of the amendments to legal documentation and the absence of supporting institutions are seen to impede the smooth transition and implementation of DPEP in the newly formed states, Jharkhand, Uttaranchal and Chhattisgarh. The situation in Chhattisgarh and Uttaranchal is relatively better than in Jharkhand. In Chhattisgarh the monitoring mechanisms are in place, SPO personnel are in position and the state share of funds has been fully released. The situation in Jharkhand is far less encouraging than in Uttaranchal. Persons holding additional charges in both these states manage the senior positions in the SPO. The Senior Financial Manager has not been hired for SPO in Jharkhand and, in addition, more than half of the district posts are vacant, and the progress in construction is highly unsatisfactory (96 started as against 819 targeted).



## VIII NEXT STEPS

8.1 A series of national and regional consultations with a mix of stakeholders may be facilitated, based on review and consolidation of existing research, assessing the impact of interventions and providing a basis for further directions. This would form part of the process of the proposed in-depth review and reflection of quality improvement efforts by the states to carry the DPEP reform process to the next level towards attaining universalisation of quality primary education goals. The outcomes of this review could be shared with the next JRM.

8.2 Enhancement of quality improvement inputs from an equity perspective and of equity related inputs from a quality perspective need to be carried further through upgradation of diagnostic skills, greater sensitisation of teachers through in-service training, introduction of multi-level classroom practices and increasing the diversity of supplementary, supportive material that would help every child and more particularly the marginalized children participate in learning process.

8.3 The Mission suggests that the current pattern and content of training programmes in education planning and management may be reviewed and revised at both national and state level in view of emerging requirements in managing the expansion and improvement of primary and elementary education. In this respect the states may undertake an analysis of data requirements for use at each level and take further steps to coordinate and integrate data collection activities. In addition, the states may consider incorporation of institutions, such as DIETS and SCERTs, and practices which have emerged under DPEP, into state statutes and regulations in order to legitimise them and facilitate the decentralisation of management responsibility.

8.4 The states may develop and articulate a vision for sustainability, taking note of the gains of DPEP, and the need for institutional capacity building and community ownership in the context of emerging opportunities and programmes for UEE. This may be undertaken in tandem with a comprehensive assessment of the impact of DPEP on quality improvement in each state.

8.5 The flow of funds from GOI has become a serious issue. Except for Orissa, Gujarat and Rajasthan, all states report delay in the amounts transferred from GOI to the states. Expenditure in most states consists of about 90% of the amount received from GOI. The Mission urges GOI and the states to address this issue without delay, so that implementation will not be affected.

8.6 The Mission suggests the expeditious completion of amendments to legal documents pertaining to the new states of Jharkhand, Chhattisgarh and Uttaranchal in order to prevent any problems arising in the supply of project funds to the three states.

## **Annex - I**

### **ABBREVIATIONS**

ABSA	Assistant Basic Shiksha Adhikari
ABT	Activity Based teaching
ACR	Actual Completion Rate
ADI	Assistant District Inspector (of Schools)
ADPO	Additional District Project Officer
AEO	Assistant Education Officer
AIE	Alternative Innovation Education
ALS	Alternative Learning School
APPEP	Andhra Pradesh Primary Education Project
AS	Alternative Schooling
ATI	Administrative Training Institute
AV	Audio-visual
AW	Anganwadi
AWH	Anganwadi Helper
AWP&B	Annual Work Plan & Budget
AWS	Anganwadi Supervisor
AWW	Anganwadi Worker
BAG	Block Action Group
BAS	Baseline Assessment Study
BDO	Block Development Officer
BEO	Block Education Officer
BEP	Basic Education Project
BLCC	Block Level Coordination Committee
BLRC	Block Level Resource Co-ordinator
BMIS	Bihar Management Information System
BPEO	Block Primary Education Officer
BRC	Block Resource Centre
BRCC	Block Resources Centre Co-ordinator
BRCF	Block Resources Centre Functionary
BRG	Block Resource Group
BSA	Basic Shiksha Adhikari
BSPP	Bihar Shiksha Pariyojna Parishad
BSTBPC	Bihar State Text Book Publishing Corporation
BTC	Basic Training Centre
CAC	Cluster Academic Co-ordinator
CAG	Cluster Action Group
CB	Capacity Building
CBO	Community Based Organisation
CBTs	Computer Based Tutorials
CC	Continuous Comprehensive Assessment
CDI	Child Data Indicator
CEM	Centre for Education Management
CEO	Chief Executive Officer
CLRC	Cluster Level Resource Centre
CLRG	Cluster Level Resource Group
CRCC	Cluster Resource Centre Co-ordinator
CRCF	Cluster Resource Centre Functionaries

CR4	Completion Rate in 4 Years of Primary Education
CR5	Completion Rate in 5 Years of Primary Education
CRF	Completion Rate in five Years
CRG	Cluster Resource Group
CTE	College for Teacher Education
DAG	District Action Group
DDO	District Development Officer
DEEO	District Elementary Education Officer
DEO	Distance Education Officer
DEP	Distance Education Programme
DFID	Department for International Development
DI	District Inspector
DIET	District Institute of Education and Training
DIS	District Inspector of School
DISE	District Information System for Education
DLO	District Level Officer
DLRG	District Level Resource Group
DOT	Design of Training
DPC	District Project Co-ordinator
DPEP	District Primary Education Programme
DPEO	District Primary Education Officer
DPI	Directorate of Public Instruction
DPO	District Project Office
DPSC	District Primary School Council
DPU	District Project Unit
DRG	District Resource Group
DRU	District Resource Unit
DSERT	Department of State Education Research Technology
DTERT	Department of Teacher Education Research and Training
EC	European Commission
ECCE	Early Child Care and Education
ECE	Early Child Education
ECR	Ever Completion Rate
EE	Elementary Education
EEB	Elementary Education Bureau
EFC	Education Finance Committee
EGS	Education Guarantee Scheme
EMIS	Education Management Information System
EMT	Education Management and Training
ET	Education Technology
EVS	Environmental Studies
FAS	Final Assessment Study
FMIS	Financial Management Information System
FMS	Financial Management System
GCERT	Gujarat Council of Educational Research and Training
GER	Gross Enrolment Rate
GIEMAT	Gujarat Institution of Education Management and Training
GIS	Geographic Information System
GOAP	Government of Andhra Pradesh
GOA	Government of Assam
GOB	Government of Bihar

GOG	Government of Gujarat
GOI	Government of India
GOJ	Government of Jharkhand
GOR	Government of Rajasthan
GOUN	Government of Uttar Pradesh
GOWB	Government of West Bengal
GP	Gram Panchayat
GPS	Gram Panchayat Samiti
GTBB	Gujarat Text Book Board
GVVK	Girijana Vidaya Vikasa Kendram
ICDS	Integrated Child Development Scheme
IDA	International Development Agency
IDP	Institutional development Plan
IED	Integrated Education for the Disabled
IEDC	Integrated Education for the Disabled Children
IGE	Index of Gender Equity
IGNOU	Indira Gandhi National Open University
IIE	Indian Institute of Education
IIM	Indian Institute of Management
INSET	In-service Teacher Training
IPMIS	Integrated Project Management Information System
IPMS	Integrated Project Monitoring System
IRM	Internal Review Mission
ISE	Index of Social Equity
JRM	Joint Review Mission
JRY	Jawahar Rozgar Yojana
KRP	Key Resource Person
LH	Listening Handicapped
LJP	Lok Jumbish Project
LP	Lower Primary
LSA	Lok Sampark Abhiyan
LSS	Lower Secondary Scholarship
MAS	Mid-term Assessment Survey
MBC	Most Backward Castes
MCDA	Model Cluster Development Approach
MD	Managing Director
MEO	Mandal Education Officer
MGLC's	Multi Grade Learning Centres
MGT	Multi-Grade Teaching
MH	Mentally Handicapped
MHRD	Ministry of Human Resources Development
MIEPA	Maharashtra Instituted of Educational Planning and Management
MIS	Management Information System
MLL	Minimum Levels of Learning
MLT	Multi Level Teaching
MPSP	Maharashtra Prathmik Shiksha Parishad
MRCS	Mandal Resources Centres
MRG	Mandal Resource Group
MRP	Mandal Resource Person
MS	Mahila Samakhya
MSA	Mahila Shiksha Abhiyan

MSCERT	Maharashtra State Council of Educational Research and Training
MSP	Mahila Samakhya Project
MT	Master Trainer
MTA	Mother Teacher Association
NCB	National Competitive Bidding
NCERT	National Council of Educational Research and Training
NCLP	National Child Labour Project
NCTE	National Council of Teacher Education
NER	Net Enrolment Rate
NFE	Non-Formal Education
NGO	Non Government Organization
NIC	National Informatics Centre
NIEPA	National Institute of Educational Planning and Administration
NPRC	Nyaya Panchayat Resource Centre
NPS	New Primary School
NSDART	National Society for Development Administration Research and Training
NSSO	National Sample Survey Organisation
OBC	Other Backward Castes
OPEPA	Orissa Primary Education Project Authority
PEC	Panchayat Education Committee
PEEP	Panchayat level Elementary Education Plan
PIP	Project Implementation Plan
PMIS	Project Management Information System
PMU	Programme Monitoring Unit
PRA	Participatory Rural Assessment
PRD	Panchayati Raj Department
PRDD	Panchayati Raj and Rural Development Department
PRI	Panchayati Raj Instruction
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
PTTI	Primary Teacher Training Institute
PWD	Public Works Department
QMT	Quality Management Team
RCI	Rehabilitation Council of India
RCPE	Rajasthan Council of Primary Education
RES	Research and Evaluation Studies
RGSJP	Rajiv Gandhi Swaran Jayanti Pathshala
RGSM	Rajiv Gandhi Shiksha Mission
RPM	Reflection-cum-Planning Meetings
RSTB	Rajasthan State Textbook Board
RT	Resource Teacher
SAG	State Action Group
SAMIS	Student Attendance Management Information System
SARG	State Academic Resource Group
SC	Scheduled Castes
SCERT	State Council of Educational Research and Training
SCR	Student Classroom Ratio
SDI	School Deputy Inspector
SDMC	School Development and Monitoring Committee
SEC	School Education Committee
SEEM	State Elementary Education Mission

SEMIS	State Education Management Information System
SI	School Inspector
SIC	
SIEMAT	State Institute of Educational Management and Training
SIERT	State Institute of Education Research and Training
SIET	State Institute of Education Technology
SIM	Self Instructional Material
SIS	Sub Inspector of School
SISE	State Institute of Science Education
SKP	Shiksha Karmi Programme
SLIP	School Based Learning Improvement Programme
SLM	Self Learning Materials
SLO	State Level Officer
SM	Shiksha Mitra
SMART-PT	State-wide 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
SRY	Swayam Rojgar Yojna
SSA	Sarva Shiksha Abhiyan
SSG	School Support Group
SSK	Shishu Shiksha Kendra/Karmasuchi
SSR	School Student Ratio
ST	Scheduled Tribe
STR	School Teacher Ratio
TAS	Terminal Assessment Survey
TBC	Text Book Corporation
TC	Teacher Centre
TLM	Teaching & Learning Material
TLP	Total Learning Package
TSG	Technical Support Group
TSR	Teacher Student Ratio
UEE	Universal Elementary Education
UP	Upper Primary
UPBEP	Uttar Pradesh Basic Education Project
UPE	Universal Primary Education
VCC	Village Core Committee
VCWC	Village Civil Work Committee
VEC	Village Educational Committee
VER	Village Educational Register
VLC	Village Level Committee
VNS	Village Nirman Committee
VRP	Voluntary Resource Person
VS	Vidhya Shayak
VV	Vidhya Volunteer
WB	World Bank
WBBPE	West Bengal Board of Primary Education
WEC	Ward Education Committee

## INDIA

### DISTRICT PRIMARY EDUCATION PROGRAMME

#### Fifteenth Joint Review Mission (April 18 - May 6, 2002)

#### Terms of Reference

##### Introduction

The District Primary Education Programme (DPEP) was designed to help achieve the objective of Universal Elementary Education (UEE) outlined within the policy framework of the revised National Policy on Education 1986 (as updated in 1992) and the Programme of Action, 1992. The purpose of DPEP is stated clearly in the Programme Guidelines<sup>1</sup>:

*The Programme will develop and implement in the districts selected a replicable, sustainable and cost-effective programme:*

- (i) *to reduce differences in enrolment, dropout and learning achievement among gender and social groups to less than 5%*
- (ii) *to reduce overall primary dropout rates for all students to less than 10%*
- (iii) *to raise average achievement levels by at least 25% over measured baseline levels and ensuring achievement of basic literacy and numeracy competencies and a minimum of 40% achievement levels in other competencies, by all primary school children*
- (iv) *to provide, according to national norms, access for all children, to primary education classes (I-V), i.e. primary schooling wherever possible, or its equivalent non-formal education.*

*The programme will also strengthen the capacity of national, state and district institutions and organisations in relation to planning, management and evaluation of primary education.*

The programme was designed to decentralise decision making to the district and sub-district levels for more effective service delivery. With an integrated approach to primary education development, the programme aims to bring about system-wide reforms in primary education and achieve the goal of UEE.

DPEP started in November 1994 in 42 districts in 7 states, and has since then expanded in a phased manner to 242 (271 bifurcated districts) in 18 states. While the Phase 1 districts have been involved in the programme for more than seven years, 23 districts in Gujarat, Orissa and Rajasthan have completed just one year.

---

<sup>1</sup> Paragraph 1.1.7 of DPEP Guidelines.

The programme is managed at the national level by the Elementary Education Bureau, at the state level by the State Project Office and at the district level by District Project Office. DPEP is monitored twice a year by a Joint Review Mission (JRM), which is led, in rotation, by the Government of India (GOI), the World Bank (WB), the European Commission (EC) and the UK Department For International Development (DFID). The purpose of the JRM is to provide the programme managers at all levels and funding agencies with information and reassurance that the programme is being carried out in accordance with the DPEP guidelines.

## **Mission Objectives**

The Mission builds upon the findings of the previous Mission in defining five areas for exploration and observation. These are (a) Learning, completion and quality; (b) Equity; (c) Planning, management and supervision; (d) Sustainability; and (e) Programme implementation. The Mission will use the documents provided, make consultations at the national level and utilise the state visits to arrive at conclusions on the current status of the programme with regard to the overall objectives of the programme and particularly with reference to the mission objectives. The Mission will specifically review the performance of those states, which have been identified as requiring special support. Specifically, the objectives of the Mission are as follows:

### **1. *Learning, Completion and Quality***

- Assess interventions and strategies to improve completion rates and to address repetition, drop-out and low achievement.
- Examine the progress in developing systems for evaluating students' learning for use by teachers in schools.
- Assess new initiatives and progress on ongoing initiatives to improve quality of primary schooling with respect to management and deployment of teachers, teacher development, development of textbooks and other materials, teaching and learning in multigrade situation, teaching learning process and teacher and pupil attendance.
- Progress towards improving learning achievement.
- Examine the contribution of VEC and other grass root level structures in overall school quality and school-community linkages.

### **2. *Equity***

- Assess the progress in providing education to children in the special groups and the hardest to reach groups and urban deprived children.
- Assess the quality of education provided to these groups with an equity perspective.

### **3. *Planning, management and supervision***

- Assess interventions for capacity building of personnel at various levels and institutional strengthening for planning and management of primary education:



- Progress in collecting and using data including that obtained through micro planning in planning for quality, access and retention.
- Assess the effectiveness of the monitoring and supervision structures and support systems including SPOs, DPOs, BRCs, CRCs etc.
- Study the efforts made to strengthen capacities for planning at district and sub district levels and appraisal at state and district levels.
- Evaluate the convergence and co-ordination among structures of district.
- Assess the extent of autonomy and decision-making powers at district and sub-district level structures.
- Assess the extent and effectiveness of the institutional strengthening with regard to SCERT, SIEMAT and DIETS.

#### **4. Sustainability**

*To assess the extent to which efforts are made to sustain DPEP activities and processes beyond the project period particularly in DPEP-I & II in terms of :*

- Institutional support, capacity building and teacher development (training, supervision, on site support, TLM).
- Efforts to sustain institutions, processes, structures and systems initiated at different levels in DPEP.
- Strategies to ensure smooth transition to post-project period and time-bound plan based on sustainability study to consolidate DPEP gains and sustain the change processes.
- Long-term support of the reforms introduced by DPEP, including issues of convergence.

#### **5. Status of programme implementation**

*To assess the status of the programme implementation and the extent to which funds have been utilised with regard to:*

- Progress of programme implementation in physical and financial terms with respect to specific components in DPEP and non-DPEP districts where DPEP activities are being implemented with savings in DPEP-I.
- Progress of infrastructure development and optimum utilisation of facilities created.
- Comparison between actual expenditure and original budgeted amount for main expenditure categories and analysis of shortfalls in fund utilization and what types of expenditure have been easy or difficult.

- Flow of funds to the project and regular transfer of 15% state share.
- Preparedness of newly formed states for management and implementation of the project.
- Estimation by DPEP-I and II states of availability of funds for remaining period of programme and plans for unutilised funds.

### **Preparation**

- The participating agencies agree on the TOR and the Mission framework.
- The EE Bureau discusses and shares the TOR and the Mission approach and objectives with all the DPEP states, which do the same with the districts to be visited by the Mission.
- The DPEP states, the EE Bureau and the Mission Team leader will work on the details for the state and district visits.
- A set of documents will be provided by the EE Bureau to the Team leader prior to the start of the JRM.
- Each participating agency will arrange and provide briefing on DPEP, the JRM objectives and process to their team members before the start of the JRM.
- The Team leader with the help of a small group will process and analyse information made available through background papers, studies, documents and reports. Each participating agency will share and discuss these analyses with their team members before the start of the JRM.

### **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 consolidating cross-state issues with conclusions, on return to Delhi.
- The core team, which will be established by the Team leader in consultation with the other agencies, will facilitate the discussions while the Mission is working in Delhi.
- 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.

### **States to be visited**

The Mission will visit 13 states - Assam, Kerala, Haryana, Maharashtra, Chattisgarh, Gujarat, Orissa, Andhra Pradesh, West Bengal, Uttaranchal, Jharkhand, Bihar and Rajasthan. There will be one team comprising two members to each state. The team of two members will visit one district in a state.

## **Mission Composition**

The Mission will consist of 26 members, (13 teams of 2 members each). The composition of the team will be: GOI-8, WB-8, EC-4, DFID-4, UNICEF-1, and Netherlands-1.

## **Organisation**

The Mission will take place from April 18th to May 6th, 2002

The full JRM team will start their work on (April 18th) with a short introduction to DPEP and the JRM process. The Mission will discuss the status of DPEP as per the findings of two previous JRMs, the Terms of Reference and the Mission Framework, travel plans and how to undertake the state visits, and general issues. The Mission will start analysing the documentation for the JRM on the basis of the work undertaken before the start of the Mission by the Core team.

The second day (April 19th) the Mission will continue the detailed discussion on the thematic issues, formulate issues for discussion with the EE Bureau, TSG/Ed.CIL and selected national institutes and resource persons.

The third day (April 20th) will be used to interact the EE Bureau, TSG/Ed.CIL and with selected national institutes and resource persons. The EE Bureau will provide briefing to each state team on relevant issues relating to the Mission's objectives. The Mission members depart for the state visits.

From the fourth day (April 21st) to the tenth day (April 27th) all Mission members will undertake state visits. Wrap-up discussions will be held at the state level on Saturday, April 27<sup>th</sup> and the state teams amend/refine their state reports, if required, in the light of wrap-up discussions. The state team will return to Delhi in the evening of April 27<sup>th</sup> and hand over their draft state reports to the JRM Secretariat.

The first half of the eleventh day (April 28<sup>th</sup>) will be set aside to enable a small team of Mission members to peer review the draft state reports and discuss the same with the concerned state teams. The state teams will further refine their state reports, if necessary, and hand their reports over to the JRM Secretariat by noon. In the afternoon the full team will get together and get organized for the remaining days. The Mission will continue their work in different working groups to identify emerging issues and discuss the evidence for the same. The Core team will meet at the end of the day to outline the Aide Memoire. The Team leader will send copies of the state reports to the EE Bureau.

The twelfth day (April 29<sup>th</sup>) the full team will gather together in the afternoon, and each group will share the outputs of the group work with the rest of the Mission team. The Core team will meet to pool together the findings/recommendations of the different groups in line with the JRM objectives.

On the thirteenth day (April 30<sup>th</sup>), the working groups complete their work in light of the previous day's full team discussion and prepare material for sharing with the EE Bureau in the afternoon, after the state teams have discussed their state reports with the concerned EE Bureau members. The state teams will finalize their state reports and hand them over to the

JRM Secretariat. The state reports will be then sent to the concerned states for their comments, if any. The Core group starts drafting the Aide Memoire. Other Mission members may leave in the evening.

On the fourteenth day (May 1<sup>st</sup>) the Core team continues drafting the Aide Memoire.

On the fifteenth day (May 2<sup>nd</sup>) the Core team continues working on the Aide Memoire.

On the sixteenth day (May 3<sup>rd</sup>) the Team leader finalizes the reports received from the Core group and delivers the Aid Memoire to the EE Bureau and all Core team members by the evening.

On the seventeenth day (May 4<sup>th</sup>) pre-wrap up meeting will be held between the Core team and the EE Bureau.

The final wrap-up meeting will be held on Monday, May 6<sup>th</sup> at the Vigyan Bhawan.

### **Background Material**

The following documents will be made available to the Mission.

- Progress overview report with analysis of progress towards DPEP's objectives and related critical issues; activities taken up since last JRM and national strategic overview for each component.
- ATR on the 14th JRM recommendations.
- State report - an overview of each state on the status of the programme.
- State Specific Information on Mission Objectives.
- Terminal Assessment Survey (TAS) of DPEP-I.

### **Reporting**

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

**K. Jayakumar**  
**Mission Leader of the Fifteenth JRM**



## **Annex III**

### **STATE REPORTS**



**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**

**Andhra Pradesh State Report**  
**(21<sup>st</sup> – 27<sup>th</sup> April, 2002)**

**I. INTRODUCTION**

On behalf of the Fifteenth Joint Review Mission of the District Primary Education Programme (DPEP), Mr. Keith Hinchliffe (WB) and Mr. John Shotton (DFID) visited Andhra Pradesh from 21<sup>st</sup> - 27<sup>th</sup> April 2002 to review the progress of the programme.

At the state level the Mission team met with the Acting State Project Director (and Commissioner for School Education), and other members of the State Project Office (SPO) and staff from SCERT. The Mission Team also visited Cuddapah district and interacted with the District Collector, District Level Officers and functionaries, including the entire team of the District Project Office, as well as the District Institute of Education and Training (DIET) and over twenty District Resource Persons (DRPs). The Mission Team spent time in several villages visiting Mandal Resource Centres (MRCs) and a Teacher Centre (TC), and Early Childhood Education (ECE) Centres and schools including an Alternative School and two Residential Bridge Course Centres. The Secretary of School Education chaired the final wrap-up. The Mission Team wishes to thank all the State and District representatives for the transparent and extensive discussions on key aspects of programme planning and implementation, and acknowledge the warm and generous hospitality extended throughout the visit. Finally, the team offers its sincere condolences to the family and colleagues of Mr. Nagajuna, the State Project Director for almost two years who passed away in March. His vision and enthusiasm very much remain with the Project team.

**II. COMPLETION, LEARNING AND QUALITY**

*Improvement in Development Outcomes*

In the past two years the focus in Andhra Pradesh, as in several other states, has been to place increasing attention on primary (and elementary) completion rates. Success appears to vary across districts. In 2000/01, total enrolments across the state in class V were around 64 percent of those in class I and 78 percent of those in class II. In 2001-02, a total of 243,000 children are reported to have dropped out from the first five grades across the 19 DPEP districts. If this is a correct estimate it demonstrates a significant reduction in dropout. Certainly, in the district visited by the mission, enrolments are almost constant across the five grades (but then falling by over a quarter in class VI). Dropouts are not the only problem and the state has been determined in its efforts to investigate the level of irregular attendance. Across all districts, attendance monitoring is done twice a month by the MRPs. Absence on both occasions is defined as irregular and



is regarded as similar to dropout in its effects. Across all districts, for both boys and girls, the rate of irregular attendance is 14 percent – 6 out of a class of 40 children. The team regards this effort as an important breakthrough in understanding the situation, since in some districts this type of dropout is greater than the conventional form. For example, in Cuddapah total enrolment in classes I to V is 288,000 including 21,000 in recognised unaided and 14,000 in unrecognised schools. Only 8,000 in the relevant age group are recorded as out of school. However, there are also almost 18,000 irregular attenders who are virtually dropouts. Developing the information on all types of school, on out of school children and on irregular attenders has been a major advance and the information base to make significant strides towards universalization has been developed. The team applauds this effort.

While the extent and problems of access and retention are more clearly defined, the statewide data on class enrolment still indicate that the current efforts need to be maintained and intensified. The remaining non-enrolled children are by definition the most difficult to enrol and the dropouts/irregular attenders are being pulled out of a school not by chance but for a reason. In addition to earlier initiatives, the mission noted that while they were in the state, a further 1000 teachers were sanctioned for tribal areas, mainly for the purposes of converting the two class (Girijan Vidhya Vikas Kendras) GVVKs into regular five class primary schools. This approach will reduce the demands on the residential schools.

The state continues to appoint large numbers of new teachers (outside of DPEP funds). In late 2001, a total of 24,538 teacher posts were filled of which 15,156 were in primary schools. During the mission's visit to the state, agreement was given for the provision of a further 31,000 new teacher posts, around 25,000 of which will be for primary and upper primary posts. In addition, the 10-month Vidya Volunteers posts were again sanctioned at the same rate as last year – 50,000. These appointments will provide sufficient teachers to allow for a pupil teacher ratio of below 1:40 in every school, and to provide replacements for District Resource Persons, MRP's and so on. The teacher rationalisation and counselling scheme developed over the past few years will again be implemented in May.

### *Assessment/Evaluation of Student Learning*

The SPO has launched a major initiative focussing on the assessment of student learning which is directly linked to curriculum objectives. Competencies have been defined which relate to all units of the curriculum as developed by the SCERT, and regular unit tests are conducted in all subject areas in addition to three terminal tests (quarterly, half-yearly and annually). Teachers are being encouraged to use the assessment procedures as a means of identifying and celebrating learning gains, in addition to diagnosing weaknesses and developing supportive strategies to improve overall levels of learning achievement, rather than as a means of categorising all children and stigmatising the weakest. The team noted the commitment of teachers to the initiative and all teachers in the formal schools, alternative schools and residential bridge course centres visited in Cuddapah district had conducted assessments throughout the last school year with school mark registers completely up-to-date.

The team noted encouraging indications of overall learning achievement for most children in class one. This is also commensurate with the MAS results for class one in the Phase One Districts. However, the registers reveal a wide range of marks for all subsequent classes with the majority of children in most of the schools visited recording relatively low levels of achievement in all subjects, that is under 50%, with apparently severe problems in Maths, Science and Social Studies in classes four to five. The MAS results for the Phase One Districts also reveal low levels of actual achievement for class four. All of this is not in any way surprising given the success of the state in bringing large numbers of children into school who are first generation learners and who find the school culture alien, and whose levels of learning achievement will take considerable time to improve. It is though an area, which warrants attention. The team has noted the proposed trialling of an Educational Guarantee initiative, which is seeking to encourage communities to guarantee a basic entitlement to all children with regard to educational provision and which includes an assurance of a certain level of educational achievement. However, in order for communities to be able to deliver this in partnership with their teachers, teacher training initiatives and support mechanisms will have to focus on raising teachers' consciousness and teaching ability with regard the needs of children who find learning difficult and are likely to do so throughout their school life. In addition there is clearly a need for significant and on-going inputs to build the capacity of teachers to effectively teach maths, science and social science.

### *Institutional Development*

With regard to institutional capacity building and development, the SCERT is providing extensive support to DPEP and is developing enormously as a result. The commitment of staff to the programme is considerable and the institution has been in the forefront of most academic and planning initiatives, which bodes well for the future of SSA in the state. The Mission Team also noted from its visit to SCERT and interaction with senior professors and lecturers that a fully functional chain of academic support, envisioned from the district to the school level, is now in the process of being built in all districts with the aim of ensuring the delivery of a quality primary education to all children. Institutional capacity is being built through praxis. For example, the team learned of SCERT programmes aimed at the development of the capacities of DIET staff across the state with regard to both pedagogical renewal and planning and management in primary education. Across the state DIETs have also been encouraged to support specific schools and staff have been involved in enabling some teachers to develop an annual calendar so that they regularly take stock of their progress set against their plans within a particular time frame. DIET staff have also been encouraged to act as mentors to teachers. The shortfall in both SCERT and DIET staffing however, continues to be a concern, as does the low number of female lecturers in the latter, and given the significant role for SCERT and DIETs in SSA this issue needs attention.

The MRCs in Andhra Pradesh have continued to develop as key institutions in the delivery of programme objectives. The team visited one MRC in Cuddapah and engaged in extensive discussions with not only MRC staff but also various other mandal level

officials and representatives from the PRIs. Under the leadership of the MEO and with the support of the MRPs and MLO the MRC was clearly closely monitoring the development of the programme particularly with regard to retention. MRPs have clearly regularly visited schools in the mandal to monitor attendance and this appears to be the case across the state. Similarly, as indicated in more detail below, the MRC visited in Cuddapah, along with all MRCs across the state, have generated mandal habitation plans and contributed to the development of village habitation plans for the universalisation of elementary education. These are indications of a significant institutional development, which could be of enormous use to the delivery of initiatives under SSA.

The team also noted some progress with regard to the activities of TCs with reports of increased activity in the Centres. In Cuddapah the team was able to interact with teachers at a TC, and was impressed by the teachers' clear articulation of the key issues, which they faced in delivering a quality education to all children. However, the Mission Team also felt that the full potential of the TCs has yet to be realised which warrants attention in the next six months.

### III. EQUITY

#### *Out of School Children*

In Andhra Pradesh, out of school children are defined as those who never entered school, those who dropped out and those who attend so irregularly that they cannot be said to be effectively in school. In order to achieve universalization of primary (then elementary) education, each of these groups has to be tackled. Increasingly as the numbers decrease, those remaining, by definition, are the hardest to reach. Most belong to clearly defined groups: scheduled tribe and scheduled caste, minorities and deprived sections of other backward castes. Within each of these groups, girls are the least served. In general, however, the team would like to commend the state for the extensive activity with regard to out of school children with the IED initiative, for example, being an indication of great progress in identifying some of the most difficult to reach children and bringing them into school. Similarly the developing concentration on urban-deprived children and children of sex workers warrants positive recognition.

#### *Gender*

The Mission Team noted the emergence of a series of new initiatives with regard to the struggle to build gender equity in primary schools. During February 2002 a series of state level women's' conventions were held which formulated strategies for the improvement of the overall education of girls. This has led to district level workshops held under the direction of Mahila Samakya, which have sought to develop the process of raising community consciousness with regard to the rights of girls and young women. In addition Balika Melas have been conducted in a series of mandals across the state and a "model village approach" has been developed in twenty-five habitations in each district, which has at its core raising the profile of girls and young women in habitations and

encouraging community responsibility to secure and protect their rights with regard to education.

These initiatives and the progress which has been made with regard to enrolling girls in school notwithstanding, the state now has detailed data, by district, on the number of girls between the ages of five and fourteen who remain out of school, and there are clearly some concerns which warrant on-going attention and will be a major focus for SSA in the state. Over 700,000 girls in this age group remain out of school. However, set against this backdrop, it is also clear that residential bridge course are having considerable success in bringing girls into education.

### *Children from Scheduled Castes, Scheduled Tribes and Other Backward Castes*

The bridge courses have also been developed with the needs of the SC and OBC communities in mind. For example, a special into-school programme for urban deprived children has been organised in the Municipalities of Suryapwet in Nalgonda and Gajuvaka in Visakapatnam, and the Warangal Municipality. The state is proposing to take this kind of programme to scale during 2002-3.

As far as tribal children are concerned alternative schools and Maa Badis continue to be opened in remote school-less habitations, and again residential bridge courses are being conducted in order to eventually mainstream out-of-school tribal children into Ashram schools. However, the situation, as the state itself admits, is far from encouraging. Large numbers of tribal children remain out of school and it is clearly difficult to retain those who are enrolled. Further the levels of learning achievement of tribal children recorded in the MAS returns in the Phase One Districts, particularly in class four, is a cause of major concern. Encouragingly questions are being asked in the state about converting alternative schools in tribal areas into formal two teacher schools, and about the potential of Ashram schools to cater for all tribal children in the state and the Mission anticipates detailed reporting in this regard over the coming two years.

### *Quality Issues*

Comment has been made above in section two with regard to the in-school and in-class needs of those children who find learning difficult, a key equity issue, and similarly further comment is made below on steps which the state is taking to ensure that the use of Vidhya Volunteers and the provision of Alternative Schools is underpinned by an equivalence strategy.

Encouragingly, the team learned of a series of district specific pilot strategies, which are geared towards the delivery of equality of opportunity and experience. In Cuddapah, the team was impressed by the encouragement, which has been given by the district office for the preparation of audio-visual material for the use in schools. For example excellent slide packs have been prepared and will be available to teachers at MRCs. In Chittoor a mobile library has been put into operation in one Mandal which visits three schools a day and guarantees all schools in the mandal one visit a month. The results have been

excellent with virtually all children taking out library books. In Warangal a specific science initiative has been launched which has led to the production of new low cost materials, and in Nalgonda an initiative has been developed which has seen the development of printed supplementary material for all subjects and all classes.

In addition, several state level quality oriented initiatives, which the team learned of, warrant positive recognition given that they have been launched to enhance equality of opportunity for all children. The distance education programme has been developed with extensive activity in the past six months. Research activity has also been impressive. A research forum has been established at State Headquarters involving 56 teachers and an initiative has been launched to promote action research across the state.

The Mission Team has one further observation with regard to equity and quality. Comparisons of the levels of learning achievement between boys and girls for both class one and class four, as recorded in the MAS returns, indicate, encouragingly, that the gender gap is generally very low and there are several instances where girls are out-performing boys. For, example in Karimnagar girls are consistently out-performing boys. Where girls are being brought into school and retained across the Phase One Districts, they are generally doing well and particularly so in Karimnagar. The latter is an issue, which the SPO may wish to investigate further in order to cull out possible lessons with regard to other districts across the state.

#### *Para Teachers*

Vidhya Volunteers are used across the state in alternative schools and for support in formal schools. As indicated below, the state is continuing to recruit large numbers of highly qualified teachers and there does not appear to be any danger that Vidhya Volunteers are replacing fully qualified teachers on a mass scale. Furthermore the state has taken steps to ensure that where Vidhya Volunteers are working in schools that they have been given a training, which is commensurate with the in-service training provided to teachers in formal schools.

#### *Alternative Schools*

Alternative Schooling has been developed as a strategy to universalise primary education in the state but with an overall emphasis on providing a means to bring back children who have dropped out of school, or those who have never enrolled, into the mainstream. Residential bridge course centres are a key element in this strategy and the team was able to visit two of these schools in Cuddapah district. The quality of both the residential accommodation and the learning environment was impressive; as were the relationships between learners and educators, the latter in the main young women with the kind of life experience and training and orientation which is necessary to win the trust of children, especially girls whose own life experience has been highly oppressive. Similarly the levels of learning achievement in the centres appeared high and at all levels there has been a determination on the part of the state to ensure equivalence with formal schools. For example, the assessment initiative launched across the state has been applied in these

centres, as indeed it has in all alternative schools, and the Mission Team was able to compare the question papers prepared for use in the centres with those in other alternative schools and those in formal schools with clear evidence that there was a uniformity of approach. So too with the levels of learning achievement.

Most encouraging of all, the results with regard to the overall goal of mainstreaming children appear to be encouraging. Since 1998-9 280,916 children aged five to fourteen have been mainstreamed in classes up to grade eight.

#### **IV. PLANNING, MANAGEMENT AND SUPERVISION**

##### *Data Collection and Use*

The past two years have witnessed an increase in the coverage of data and of its quality. In addition, there are signs that an analytical/research culture is developing. Perhaps most important, thought has been given to the use of data and the organisational level at which different levels of aggregation are necessary. At the same time, casual comparisons of the various sources of data indicate that there needs to be further care in describing/understanding its coverage – e.g. it is not immediately obvious from the several sources of enrolment data precisely which of the several categories of school are included, neither is it obvious why one source is used rather than another in a specific circumstance (see below). The Family Survey, the improved DISE and the beginnings of the attendance monitoring system have been commented on appreciably by previous missions. It appears that the large effort to complete the Family Survey in late 2000 is being complemented through a procedure of updating, by teachers and the MRP. The district visit and the presentations by three district project directors demonstrated that the data are being used, particularly to identify and follow up on out of school children. They are also being used as the basis for the habitation and mandal education plans (below). The attendance monitoring procedures have obviously become routinized and will play an extremely, and increasingly, important role in the universalization effort as the objective of enrolling every child into class I is achieved. As mentioned above, irregular attendance can be higher than the conventional dropout rate.

The major new development in the areas of data and uses since the previous mission has been the development of the habitation and mandal education plans, a number of which the mission team examined. These are part of the overall thrust to place more powers and need definition at the mandal. The plans are extensively data based and reflect the efforts of the state office to provide training and guidance for the process. At present, the written plans concentrate largely on additional infrastructure and teacher needs with only single line strategies for inducing demand, increasing completion and improving quality. Hopefully, they will evolve further during the preparation of future AWPBs. One further comment. The enrolment and teacher data used in these plans did not include the private unrecognised schools. For purposes of evaluating PTRs in schools for which the Government has responsibility etc. this is appropriate but for purposes of considering the educational resources of the habitation/mandal it may be inadequate.

An interesting aspect of data collection has been to extend the attendance monitoring (including current enrolments) work to upper primary and to secondary education. At this stage in the development of the education system, and the strong focus on the primary stage for the past 3-5 years, this is appropriate. It will, however, be a challenge to ensure that sufficient focus remains on universalising primary grades and increasing the quality while also shifting to the major challenges of the higher levels. In all of these efforts to increase the quality and impact of data, the state office is pivotal, providing guidance, training and general support. An intranet, which has been developed to connect the office and the APCs, has great potential and is already well used.

Finally, the efforts made by the state office to commission significant analytical/research studies into issues relating to six groups of the hardest to reach children, the cohort completion studies and the series of action research studies by teachers is very impressive.

### *Autonomy and Decision Making*

The shift to defining needs at the habitation and mandal levels described above has not been matched by a significant devolution of decision making over resources to the mandal or the district, and this is restricted both by DPEP modalities as well as government structures in the state. In general, activities and training course content are common across districts. It is apparent, however, that in addition to the state office stimulating the devolution of needs identification, it also encourages innovations. During the mission, presentations were delivered by 10 district coordinators. Each focused on specific programs/approaches adopted by them – examples are IED/health camps, nutrition programs, learning guarantee scheme, interactive learning materials, tribal area strategies, mobile libraries, and science materials.

### *Management and Support Systems and Monitoring and Supervision*

On a short field visit it is not appropriate to come to hard conclusions in all areas. However, it is possible that the improvement of data collection, and in particular, the attendance monitoring system, which is operated by the MRPs, has had negative side effects. Prior to this system, MRPs were mainly meant to provide academic support to teachers in schools as well as through the TCs. Monitoring pupil and teacher attendance, and organising action to contact non-attenders in an average of three schools a day is obviously reducing, maybe to zero, time on their initial function. Partly as a way to fill this gap, the District Resource Persons have been established. These, however, visit perhaps only 15-20 percent of the schools. In this situation, the role of the Teacher Centres becomes even more important. In this context, it is recommended that the objectives and modalities of these Centres are re-examined.

On the wider issue of project monitoring, state-district and district-mandal the impression has been gained that this is broadly effective and that input indicators are being increasingly supplemented by a focus on results, the latter including, for example, the quality of school construction and how much money can be saved without compromising

on quality by the use of lower cost materials; the breadth of community involvement in elementary education; the degree of success of ECE integration with ICDS, and the levels and range of learning achievement.

### *Coordination and Convergence*

Again in the past couple of years the project has developed its relations with other government departments both at state and district levels. In addition to the normal areas such as ICDS, other departments have been brought into the program, particularly via the attempts to universalise and mainstream all children. There is more evidence of joint activities with the Social and Tribal Welfare Departments than previously, and where DPIP is functioning some interesting relationships have developed. With particular regard to ICDS the team noted the success of DPEP's convergence with ICDS. For example, a six week school readiness programme is going to be launched in all 36000 ICDS centres with support from DPEP resources. The team also notes the success of the ECE component with the opening of some 9000 ECE centres in total.

## **V. SUSTAINABILITY**

### *State Vision for UEE*

Accelerating the initial targets in 'Vision 2020', the state government's target for elementary education is to ensure that all children are in school by 2005. In addition, given the constitutional requirement to provide for all children to 14 years of age, and the fact that enrolment in Andhra begins at age 5+ (which would imply nine years of schooling), the overall medium term vision is to provide the full ten years of elementary and lower secondary schooling to each child. Increasingly there are clear indications that this expanded vision is being translated into policy initiatives. School upgradation procedures have been simplified with the elimination of the corpus fund. Admission procedures into all schools have been simplified with admission now being available on demand at any time during the school year. Strong emphasis has been placed upon family welfare programmes and the Government has established an "Education for All" mission. Furthermore all child related programmes have been integrated with, for example, all issues relating to child labour having been transferred to the Department of Education.

There has been a significantly increased commitment to school education in the state since 1998. In the four years prior to that, a total of 48,000 teachers were recruited. In the four years since, recruitment has totalled 109,000 plus around 48,000 Vidya Volunteers. Universalization of the upper primary grades will provide a challenge in terms of both providing places and again inducing those enrolled to remain in school. In 2001/002 class VI enrolment was 25 percent below that of class V and dropout in the VII and VIII grades were higher than in primary schooling. As part of the Government's overall adoption of performance monitoring, the Department of School Education is required to report regularly on progress in seven indicators. These are also being required of the districts.



## *Sustainability Plan, Mainstreaming DPEP Gains and Planning for SSA*

Planning for SSA is at an advanced stage and, as indicated above, the involvement of state, district and sub-district structures has been impressive. Although a sustainability plan for DPEP has yet to be developed, the state is committed to doing so over the next twelve months. However, the determination to sustain and develop important DPEP gains is clear from the way in which the implementation of DPEP has emerged at the state level and in the approach to SSA.

At the state level, as far as the delivery of DPEP inputs is concerned, there has been an impressive and significant convergence between the Department of Education and the so-called “Programme Structures”. Successive Secretaries of Education have been committed to DPEP and have involved themselves in steering its development. The working relationship between the Department and the Programme is healthy with the current Commissioner for Education being able to take on the responsibilities of the SPD as a temporary measure without the need for any significant orientation. Many of the key officers in the SPO have been drawn from SCERT, which bodes well for the development of SSA. All of these factors will contribute to the sustaining of DPEP gains and application lessons to be learned from DPEP for the elementary education sub-sector as a whole.

Under SSA, at the District level, the state will sustain the positions of APC, AMO, GCDO and CMO within the Department. In addition, two officers will be appointed to take charge of Alternative and Innovative Schooling and IED respectively and the DRPs will also be sustained. At the mandal level the MRCs will be sustained as will the two MRPs. In addition up to eight additional MRP posts will be created to support inputs to SSA at the mandal level.

What is less clear are the DPEP specific processes and inputs, which will be sustained and developed. State level personnel articulate the need for planning processes and training initiatives to be considered but the picture remains somewhat blurred. The Mission Team suggest that the state might give consideration to this and share its thinking on future planning with the next JRM.

### *Community Processes*

It is difficult to gauge the overall involvement of the “community” in planning for the universalisation of elementary education, but what is clear is that at the mandal level there has been a massive convergence of forces in developing mandal and habitation level planning.

### *Institutional Development*

At all levels there is clear evidence of crucial institutional development with regard to planning for SSA, which has built on involvement in DPEP. At the state level the SCERT has seen its planning capacity utilised and further enhanced in planning for SSA. This has

developed from its overall role in appraisal and planning for DPEP. At the district level, where there are strong DIETs, the Departments of Planning and Management have been utilised in planning for SSA. At the mandal level, under the leadership of the MEOs, the MRCs have emerged as key institutions to support planning for SSA at the sub-district level.

## **VI. STATUS OF PROGRAMME IMPLEMENTATION**

### *Project expenditures – total, district and category*

The state has recently requested a six month extension of DPEP I to March 2004. This would allow for the completion of additional civil works allowable following the raising of the civil works ceiling from 24 to 33 percent of total expenditure, and would be the same date as the closing of DPEP II.. For DPEP II, against a total EFC project cost of Rs 571 crores, expenditure to end March was Rs 406 crores – 66 percent. However, of this Rs 233 crores was spent on civil works against a current ceiling of Rs 137 crores. Under the revised DPEP Guidelines, if non-civil works expenditures increase to 50 percent of those planned, the civil works ceiling will increase to around Rs 204 million. This requires a further non-civil works expenditure of around Rs 44 crores. If that occurs, the total amount available for non-civil works items over the project period will be Rs 367 crores. So far expenditure has been Rs 173 crores on these items. There is little doubt that expenditures will increase sufficiently to trigger the higher reimbursable allocation for civil works. But the pace of non-civil works expenditures will need to accelerate if the total allocation for the project is to be spent.

Taking the example of the district visited by the mission – Cuddapah - as an example. Total planned expenditures on non-civil works items are Rs 30.16 crores. Actual expenditures are Rs 11.52 crores. The main balances are in goods/consumables, TLMS, training, salaries and honorarium. The rate of expenditures across districts varies. The average is roughly Rs 28 crores but varies between Rs 21 crores and Rs 32 crores.

A discussion between the state office and the district directors on these issues and the formulation of a funds utilisation plan for the final two years of the projects could be useful.

Contributions from the state governments continue to be made on a timely basis at the required levels. Currently, there is some delay in the flow of funds of the GOI, which is unfortunate at a time when the project is being encouraged to increase its rate of expenditure.

### *Civil Works*

The very large program of ‘original’ and ‘additional’ civil works has almost been completed and the team notes the success in cost reduction (from Rs 2.75 lakhs to 1.75 lakhs for a two room school in Cuddapah) by the encouragement of cost effective approaches using innovative designs, local materials and local labour. In DPEP I, out of 3164 works planned 2456 have been completed and a further 657 are in progress. For

DPEP II, 21,567 works were planned and 19,608 have been completed and a further 1401 are in progress. Overall the completion rate is an impressive 91 percent. This has been a very large building program carried out with both Project and state government finances and has rectified many years of severe under spending in this area. All habitations of with 250 people and above have a primary school within one kilometre.

## **VII. NEXT STEPS**

The team suggests:

- (a) that the state considers developing printed supplementary materials aimed at (i) supporting the needs of those who find it the most difficult to learn and (ii) improving the teaching and learning of maths, science and social studies particularly in grades IV and V.
- (b) that the objectives and modalities of Teaching Centres be re-examined in the context of the increased responsibilities for attendance monitoring of the MRPs.
- (c) that the state and district teams formulate a two year plan for expenditure in order to fully utilise the resources available under DPEP.

**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**

**Assam State Report**  
**(21<sup>st</sup> – 26<sup>th</sup> April 2002)**

## **I. INTRODUCTION**

1.1 The fifteenth Joint Review team comprising Abby Riddell (EC) and Prema Clarke (WB) visited the State of Assam from April 21 to 26 in order to review the progress of the implementation of the District Primary Education I and II. At the State capital, the mission met with the Principal Secretary, Assam, the State Project Director and the members of the State Project Team, the Director of the SCERT team and the Mahila Samata. A meeting was also held with all the District Project Coordinators, staff from some of the DIETs, and many other staff and representatives from across the State. Discussions were also held with the State Academic Resource team, the Managing Director of the Assam Textbook Production and Publication Corporation and the Director Elementary Education. The team visited the DPEP II district of Bongaigaon to review progress of implementation. In the district, the team visited several formal primary schools including a Char school, an alternative school and an Early Childhood Center. The mission held meetings with the District Project Director and his team in addition to the Block Education Officers and Inspectors, District and Block Resource Groups; and Block and Cluster Coordinators.

1.2 The team expresses its sincere gratitude to both the State and District teams for their graciousness and hospitality. The attention given to the security of the team is noted in addition to the arrangements made to visit schools in particularly remote areas of the district. The candidness in which the progress of both projects were discussed is much appreciated.

1.3 It is evident that much has been accomplished toward the achievement of the programme objectives. The programme in Assam has reached a crucial juncture, however. Having established the commitment of the constituent groups from the school level up to the state level, further reflection, evaluation and a revisiting of this commitment is necessary to move beyond the consolidation of progress in order to further impact quality, to address enrolment issues, including repetition, drop-out and retention, and the transition to SSA.

## **II. COMPLETION, LEARNING, AND QUALITY**

2.1 *Completion:* The completion rate for the State averages at about 45%. Current transition rates are 40% from Class I/II; 71% from Class II/III; and 76% from Class III/IV. Repetition rates average 21% for all grades but are highest in Class I, accounting for about half of the total repeaters. Repetition rates in Class I are 32%; 16% in Class II; 14% in Class III; and 8% in Class IV. Drop out figures are 31% for Class I, 27% for Class II, 22% for Class III and 20% for Class IV. Ka-Sreni, pre-primary classes have been started to cater to the under-age pupils, many of whom were the source of the high number of Class I repeaters. Although these rates have come

down since the launch of DPEP, they remain a significant cause of concern for the effectiveness and efficiency of the elementary education system.

2.3 *Evaluating learning:* The Terminal Achievement Study (TAS), showed improvement over the Mid-Term (MAS) in the three DPEPI districts, Class I children averaging between 81% and 85% in Language and between 78% and 91% in Mathematics. Class III achievement rose in both subjects, but the scores averaged between 58% and 70% for each district in Language and between 66% and 67% in Mathematics. There was no significant increase in Language achievement in Dhubri District, however. Discussion amongst DPOs and BRCCs resulted in a strategy focused solely on 'hard spots'. It would seem that teachers have not been sensitised to the overall discrepancy in achievement between Class I and Class III, however. Approximately 40% of children across the three districts achieved 60% or less in both subjects, still disturbingly low for such large numbers.

2.4 In Bongaigaon, the District Level Resource Group shared with the mission the results of a sample survey conducted in January 2000, using the original BAS test in classes II and IV. Mean achievement of Class II students in Language was 63%, and in Mathematics, 64%. Girls performed better than boys in Language, worse in Mathematics; urban children performed better than rural children in Language, worse in Mathematics; and SC and ST children better than OBC children in both subjects. Mean achievement in both subjects was lower in Class IV, averaging 52% in Language and 48% in Mathematics. Teacher and student profiles enabled additional variables to be uncovered. For example, more than 50% children attended fewer than 131 days of school per year.

2.5 With reference to ongoing evaluation of student learning in 2000, the State introduced self-evaluative student workbooks in each subject for Classes III and IV. Unit tests and end of year tests are being used as other means of evaluating students' learning, but the use of such assessments is not systematic. There is patchy review of marks by CRCs, patchy communication with parents on their children's learning, and the head teachers interviewed were not able to answer questions readily concerning the learning achievement of the students in their schools.

2.6 *Improving Quality:* The attention given to textbook and other materials production in the project is clearly evident. In fact, the creation, development and distribution of textbooks and workbooks in Assam is commendable. It was communicated to the mission that Workbooks and Learner Books were being used to help students work consistently, to evaluate student learning and to help teachers in multi-grade situations. Learner workbooks are an important addition to multi-grade classrooms, enabling students to work on their own, and for teachers to be able to judge their progress simply. In all the classes observed, children possessed these workbooks. Whilst these workbooks are in use, the children are not allowed to write in them, which makes it difficult for them to fulfil their purpose. The reason given was the earlier, but since resolved, financial crisis, which might have obviated the replacement of these workbooks.

2.7 Observation of classrooms and the interaction with teachers indicated that in general, the importance given to teacher development was not sufficiently comprehensive and consistent. Teacher development could focus on some basic routinisation within classrooms that would ensure that teachers are cognizant of and enforce good practices, such as requiring neat and orderly workbooks, giving and correcting regular homework, checking and following up on attendance and achievement, consciously recognising weaker students and supporting them,

communicating with parents about the progress of their children and enabling students to be creative. While the mission commends the project on instituting the School Development Plan and Monitoring Schedules at Block and Cluster level, it would be advisable to include in these plans the basic dimensions of a good classroom listed above.

2.8 VECs are active and functioning, involved in a variety of support work for schools. Commitment is evident. VECs monitor the factors listed in the School Development Plan. Further fine-tuning and prioritisation of the constituent factors in the School Development Plan needs to be carried out. For instance, the variables are grouped by different categories such as TL Process, Community Participation, Functioning of Student Government, etc. The weighting afforded to each of these categories and to factors listed within them could be revisited. The plan could be geared increasingly to the identification of problems and the means of attracting support, in addition to 'grading' the school. This will enable VECs and others concerned at the school level to be more vocal, rather than merely responsive.

2.9 Pupil attendance is noted in the school register. VECs and mothers' groups have been activated to follow up absences and drop-outs as part of the enrolment drive spurred by the household survey carried out last year. Teachers' absences need monitoring and follow up. The SPO recognises that the VECs are not sufficient for this purpose, especially as they are not formed in those places in which teacher absenteeism is greatest, e.g. the interior forest. Teachers collecting salary payments on behalf of groups of teachers can be absent for as much as ten days per month. Teacher absenteeism is receiving attention from the SPO but needs more systematic and concerted action taken.

2.10 Another set of issues concerning teacher development entails the use of teaching and learning materials. A variety of TLMs were evident in the classrooms visited, but the understanding of the use of TLMs has been quite narrow. Similarly, meticulously constructed TLMs in the 'learning corners', widespread in classrooms, consisted of little adaptation by teachers for the specific lesson. Rather, mechanical use of 'TLMs' – whether or not they were TLMs in fact – was in evidence. The mission was pleased to note the test administered to teachers to estimate their level of subject content knowledge in the main subjects in four of the nine DPEP districts. The results of the tests indicate that more than half the teachers' knowledge, especially Mathematics, is inadequate to instruct students in Grade III and IV. The mission recommends that further testing is conducted and systematic training given to teachers in subject content areas using progressive pedagogy.

2.11 A rationalisation of teachers' deployment is required. The State government is reportedly working on this issue. However, a fixed time frame for rationalisation to be completed, has not been reached. The PTRs across the districts range from 30 to 51. Some schools were seen to be operating with classes as low as 10, having their own teacher, whilst others struggled with more than 50. Teachers, with Class 10 qualifications are recruited with no criteria for selection, no prerequisite training, and not on merit. The mission was informed that the State Educational Administration is looking into this issue. There does not seem to be a system to provide for substitute replacements at schools in which recruited teachers are sent for 9 months pre-service training.

### III. EQUITY

3.1 *Out-of-school children:* The State has identified on the basis of an analysis of House to House Surveys and EMIS data 2.35 lakh 6-9 year old children who are not attending school, either because they have never enrolled in school (72%), or because they have dropped out of school (28%). The analysis included the location of the out-of-school population. The largest proportion of out-of-school children live in the Char areas (40%) and the smallest proportion in forest areas (14%). Interestingly, the dropout is higher in the forest area (43%) when compared to the Char area (17%). The proportion of girls and boys who are out of school is similar. The lack of school facilities in about 2571 habitations is a concern and is to be addressed in the coming year.

3.2 A concerted enrolment drive was undertaken using household data to target out-of-school children. Identifying out-of-school children according to blocks and clusters and then mobilizing VECs to address this issue has encouraged about 85% of the 5-7 year-old, out-of-school students to attend school. Other measures taken by the State to address this issue include focused attention on areas where this problem persists, such as the Char area. The mission's visit to one such Char area and interaction with the VEC members indicated that attention is being given to the existence of the large number of students outside the school system in that area. The State is exploring other interventions such as bridge programs and seasonal schools to help bring students into the school system. The mission urges the State to begin implementing these measures expeditiously in the remaining period of the project.

3.3 While knowledge of out-of-school and never-enrolled students appears to be fairly comprehensive and detailed at the State and district levels, at the school level the availability and use of this kind of information was less than satisfactory. For example, the mission visited schools where head teachers were unable to distinguish in the group of students enrolled in the previous year, the number of students who were repeaters in the current academic year and the number of students who had dropped out of school. More structured and systematic monitoring of students attending classes and the dropout at the school level, in addition to the VEC monitoring of never-enrolled children, would be critical to addressing the problem of out-of-school children.

3.4 *Alternative schools:* Due to the State policy to close down Alternative Schools located within 1 km of a regular school, the number of Alternative Schools has declined. There are only 2390 AS schools in the State when compared to 3214 last year. 99329 students are currently enrolled in AS schools. The quality of the AS school visited by the mission was generally good. Students were engaged in learning and they appeared to have covered an appropriate amount of subject content for this point in the academic year. Adequate instructional material was evident in the classroom. With the help of some community members, the teacher was striving to manage 81 students of varying age groups and learning levels in the class. It was clear to the mission that attention was being given to the monitoring of student learning and the mainstreaming of AS students. Since the AS are now only located in remote areas, it is likely that these AS schools will continue functioning and may not be merely temporary. In this case, it is critical in order to ensure equity and quality performance that the project explores the possibility of providing permanent structures and employing additional AS teachers where

enrollments are high. The remuneration of AS schoolteachers is also low, and fails to reflect the contribution made by AS teachers to the learning of the most difficult-to-reach children.

3.5 *Para teachers, ECE and IED:* At present the State does not employ para teachers. The DPEP is contemplating the possibility of introducing para teachers into the regular formal school. The mission highlighted the importance of addressing the issue of equity and career development in conceptualizing a para teacher policy. The early childhood center (ECE) visited appeared to be functioning well. The mission suggests that ECE teachers be made aware that it is important to recognise children's work in the classroom, however imperfect, rather than only the perfected teachers' materials. Since the Ka classes are catering to an ECE population, it will be important for the State to address the education of under-age populations similar to ECE. Work in Integrated Education Development (IED) is still at a seminal stage and the training of teachers in instructing children with disabilities is not yet widespread.

3.6 *Gender and social groups:* The issues of gender and social equity in the formal primary school classroom did not appear to be an issue. The mission's visit to schools located in predominantly SC populated areas found the school functioning similar to other schools. The education of tribal students continues to be an issue, which the State is attempting to address. Textbooks and workbooks in tribal languages are being prepared and will be produced soon.

#### **IV. PLANNING, MANAGEMENT AND SUPERVISION**

4.1 There is evidence of committed and capable teams having been created at the state and district levels, in spite of the numerous changes of project directors over the course of the project period. The importance of planning and management for both state and district teams was evident in the regular meetings conducted and visits to schools and communities. Capacity building has been on-the-job, especially at the district level, but it would seem that an analysis of capacity development requirements has not been made. This has left certain gaps such as in performance management and monitoring, the related construction of annual work plans to guide monthly action plans, especially at Block and Cluster level, as well as policy targeting based on gathered evidence. The larger objectives are clear, but not the routine plans to ensure that they are met, reviewed, and where necessary, renewed. Discussion of national and state-initiated research results is insufficient to help districts plan and target their particular policy responses.

4.2 *Monitoring and Supervision Structures and Support Systems:* The EMIS data collection has been effective and put to good use, but the SPO recognizes that it requires certain state and local specific indicators which necessitate additional data collection. It also requires better data analysis. Furthermore, the monitoring and supervision at sub-state levels requires a stronger focus by the state officials on factors directly related to quality improvement, especially learning achievement.

4.3 *Convergence and Co-ordination of State and District Structures:* The decision taken by state authorities to integrate DPEP management and administration with existing educational administrative structures, especially the SCERT, is noted with appreciation. The Block and District Academic Core Groups (BACG and DACG) are the effective coordinating structures below state-level. The BACG now consists of the Block Elementary Education Officer, the Block inspectors in addition to the BRCC and the CRCCs. The DACG consists of the DIET personnel, the District Elementary Education Officer, Circle School Inspectors and DPEP district



level staff. The involvement of VECs in the school enrolment drive, focused considerably on the poorer community members, has sharpened their interest in convergence around economic development issues. This could be supported at higher levels. The SPO plans to carry out an orientation programme for PRIs, to ensure the connection between the VECs, the PRIs and DPEP.

4.4 *Autonomy and Decision-Making Powers at District and Sub-District Levels:* Discussions with the DPCs from all the nine districts indicated considerable local level analysis being carried out and initiatives being undertaken. Despite their considerable responsibilities, however, some sub-state groups are still looking for policy decisions and direction from above. At district level, more autonomy exists, such as in the creation of Operation Bulbul in Bongaigaon. Operation Bulbul, put in place by the DPO, consists of district level teams visiting schools for five days to improve performance.

4.5 *SCERT, SIEMAT and the DIETs:* The decision on whether to construct a SIEMAT is yet to be taken; it is unlikely, however, that the SIEMAT will be established before the end of the project. The SCERT integrates the DIET staff in providing a range of services to DPEP, such as textbook preparation and translation, in-service training, evaluation and action research. It is already engaged in planning for SSA, which will utilise the DIETs as the apex institutions, in order not to divert the SCERT's work on DPEP over its final months. The SCERT seems to be maintaining the continuity of DPEP in its work on textbooks and its plans for curriculum development under SSA.

## V. SUSTAINABILITY

5.1 The importance of achieving Universal Elementary Education was articulated by concerned individuals at state, district and local levels. The importance of the community in achieving UEE was also highlighted. While the State has prepared a sustainability plan, this plan is yet to be approved by the Government of Assam. The extent to which this plan is implemented, due to the fiscal situation in the State, will depend upon the role of Sarva Shiksha Abhiyan in Assam. It was communicated to the mission that SSA plans for all 14 non-DPEP districts are being prepared. The SSA Mission Office has taken up several issues critical to the successful implementation of DPEP and SSA with the State educational administration. These include: the sensitization of policymakers to the importance of elementary education; the rationalization of teacher deployment; a norm-based policy on teacher transfers; policies for unserved habitations; security of tenure for educational administrators; and work towards a policy/action plan on pre-service teacher training. These are at various stages of approval and implementation by the State Government.

5.2 The Assam Panchayat Act was put in place in 1994 and the elections took place four months ago. The devolution of financial and administrative functions and powers to the Panchayats are yet to be decided. For this reason, at this point it is difficult to ascertain the involvement of Panchayats in the achievement of UEE. However, the VEC President is a member of the Panchayat, and the Gaon Panchayat Education Committees are headed by the Gaon President. The SPO has organized the training of PRI functionaries on achieving UEE.

## **VI. STATUS OF PROGRAM IMPLEMENTATION**

6.1 The range of expenditure in the DPEP I districts is from 83% of the EFC budget in Karbi Anglong to 95% in Dhubri. In DPEP II, the range is from 62% of the EFC budget in Sonitpur to 78% in Kokrajhar. This pattern in expenditures suggests that both projects are on schedule and will likely spend the entire project amount by project closing. However, this amount does not take into consideration the increased amount allocated to DPEP I Assam due to exchange rate fluctuations. The mission was informed that DPEP I funds would not be used in non-DPEP districts as originally planned. The category-wise expenditure could not be adequately analyzed due to incomplete data provided to the mission. In Bongaigaon, the team was provided appropriate information on budgets and expenditure category-wise. In some categories the budgets and expenditure appear to be coinciding in recent years, indicating more efficiency in planning. In other categories expenditure appears to be very low, for example, IED and Distance Education. The monitoring of project expenditure and activities takes place at monthly meetings held at state and district levels. However, the targets for each component are discussed separately. The mission recommends that the documentation of category-wise budget and expenditure in districts be maintained and expenditure monitored not only in terms of activities, but also targets achieved.

6.2 85% of the civil works in DPEP I have been completed, the remaining 15% is in progress. Among the main items to be constructed include 6 BRCs, 35 CRCs, 97 school buildings and 52 toilets. In DPEP II 67% of the civil works has been completed, about 5% are yet to commence. District project personnel conveyed to the mission that the toilets, drinking water facilities, schools and additional classrooms appear to be adequately used. It was unclear to the mission whether the BRCs were adequately used over the course of the year. The mission suggests that the use of civil works built by DPEP funds be closely monitored.

6.3 The flow of funds from GOI to the State project has not been satisfactory due to the delays in the provision of counterpart funds from the State government. The mission notes that following the 14<sup>th</sup> JRM, the flow of funds from the State government has significantly improved. However, while the State funds are over the required 15% in DPEP II by Rs. 50 million, the State owes the DPEP I project in the State Rs. 3.38 crores. The importance of providing adequate counterpart funds to the project was highlighted in the discussions with the Principal Secretary, Government of Assam. The delay in GOI funding also adversely affected the provision of State Project funds to the District Offices.

## **VII. NEXT STEPS/RECOMMENDATIONS**

7.1 Attention needs to be drawn to strengthening sub-state capacity development in planning and management. Mentored, on-the-job training could be organized, especially in target setting, performance planning, financial management and monitoring.

7.2 Attention could be given to the basic requirements of effective classroom practices identified in the report and the connections with DPEP objectives. Teacher development needs to be focused in order to support and make effective use of the instructional materials already developed in the project and to improve subject content knowledge.

7.3 The project could explore the possibility of providing permanent structures for AS schools and including these schools in the State norms for providing UEE.

7.4 Crucial steps that the Assam Education Department could take to support DPEP are:

- Rationalization of teacher deployment
- Norm-based teacher transfer policy
- Policies for unserved habitations
- Security of tenure for educational administrators
- Work towards a policy/action plan on pre-service teacher training

**ASSAM STATE REPORT**  
**Follow-up of Recommendations of 14<sup>th</sup> JRM**

<b>Recommendations</b>	<b>Status and Progress</b>
If Assam is to achieve the goal of UEE and quality education for all the primary focus of DPEP II and any post DPEP initiative could be on the hardest to reach. To this end, existing data needs to be disaggregated not only by social groups by gender and social groups, but by the identified “hardest to reach” groups, and within them by boys and girls.	The household survey has begun to serve this purpose, enabling the SPO to identify the hardest-to-reach children, disaggregated appropriately. The relocation of AS centres goes some way toward addressing the problem; bridge courses and seasonal courses are also planned this year.
Given the poor ratio of lower primary schools (LPS, AS, venture etc.) to upper primary facilities, the completion rate has little meaning. Even when majority of children complete class 4 not all of them have easy access to upper primary and higher levels of schooling. This needs to be addressed on a priority basis in SSA.	An upper primary conceptual curriculum workshop is planned for May. SSA plans are being created, and access to upper primary classes is under investigation.
Samal Sambhar could be acknowledged as ‘DPEP best practice’. The process and impact needs to be documented. This effort could be sustained/expanded across the state. In particular, it could be adapted to the AS schools and to other vernacular mediums – especially the hardest to reach.	Samal Sambhar is in the process of being expanded. Class III texts are completed but not yet published. The target is June/July for having all the texts for Class III and IV in the 7 major languages and the backlog completed for Class I and II in the still untranslated languages.
We recommend that the state leadership of DPEP and SSA initiate cluster level and block level strategy development and planning exercises at the earliest – so that the momentum built by DPEP is not lost. This is critical to sustain the morale and enthusiasm of teachers, CRC, BRC and other teams/groups of DPEP.	Block and cluster level support systems have been established, consisting of both DPEP officials and State educational administrators. A sensitisation seminar on UEE is planned for policymakers.
Ongoing dialogue between GOI and GoA with respect to the fiscal situation needs to be intensified urgently – especially in the context of pre-project planning for SSA and sustainability plans of DPEP.	GOA funds for DPEPI are still to be provided. The funding for SSA has been provided by GOI.



**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**

**Bihar State Report**  
**(April 21-27,2002)**

## **INTRODUCTION**

1.1. The fifteenth joint review mission (JRM) represented by Venita Kaul (WB) visited Bihar from April 21<sup>st</sup> to 27<sup>th</sup>, 2002 to assess the progress with regard to the overall objectives of the Programme and more particularly with reference to the five focal areas for the mission viz. (a) Learning, completion and quality (b) Equity (c) Planning, management and supervision (d) sustainability and (e) progress in Programme implementation. In addition, the mission's terms of reference included specific review of the performance of those states/projects identified as needing special attention, which include the state of Bihar. The mission met with the Hon'ble Minister of Education, the Commissioner and Secretary, Primary and Adult Education, Director of Primary Education, State Project Director and his team of officials, Director and officials of SIEMAT and SCERT, Programme Officer, UNICEF and district teams from West Champaran and Vaishali. In the course of the district visit to Bhagalpur district (which has been bifurcated into Bhagalpur and Banka districts, which were both visited,) the mission interacted with the District Magistrate, the District Programme Coordinator, and his team. The mission visited Bhagalpur DIET and some BRCs, CRCs, primary schools, alternative schools, ECE centers, and had discussions with a group of Girls' education motivators, BRC and CRC coordinators, village education committees and newly elected PRI members.

1.2 The mission is grateful to the Minister and all the state officials for sparing their time for a detailed interaction with the mission. The mission is also very appreciative of the gracious hospitality and cooperation extended to it by the district coordinator at Bhagalpur and his team and by the large numbers of community members, teachers and children who put in special efforts in welcoming the mission to their district and sharing their views and concerns about the programme. The enthusiasm and dedication towards attainment of the program's objectives that was demonstrated by the state and district teams, who have evidently been able to achieve a lot on the ground despite constraints, particularly of understaffing, is really commendable.

1.3 The project is scheduled to close on September 30, 2003 and the GOB is requesting for an extension of two years in view of the need for additional time to consolidate the gains of efforts that have been initiated. The low disbursements have also resulted in substantial unused funds. In this context, the 13<sup>th</sup> and 14<sup>th</sup> JRMs have both flagged the issue of the urgency of appointing teachers to meet the increasing enrolments. This mission further endorses the urgency in view of the fact that appointment of teachers is critical to bringing the investments in quality interventions to fruition, by reducing the

PTR to manageable limits. The government is proposing to address this issue of 15000 teacher vacancies through launching of a para teacher scheme, which has been long pending in the cabinet awaiting approval. The mission apprised the minister that the issue of teacher appointments was a necessary condition for considering further extension of the project. The minister assured the mission that this is uppermost in his mind too and the chief minister under his chairmanship, which will meet very soon to come to a final decision, has constituted a committee. He reassured the mission that the decision would be made and the order issued within the next two weeks.

## **LEARNING, COMPLETION AND QUALITY**

1.4 The mission was impressed with the evidence in the project activities undertaken by the state and the districts of a strategic approach and focus on quality that is gradually emerging. Instances of use of data for feedback and planning is increasingly evident and the planning is becoming more outcomes focussed. Each district interacted with, reported some studies undertaken to assess and analyze the current status with regard to the developmental objectives particularly attendance, repetition and retention. As a follow up of the last mission's recommendations, data on attendance has been compiled in both consolidated form and disaggregated for the different focus groups. The analysis indicates an increase in irregularity of attendance among girls as compared to boys in grades 3 onwards. Further investigation into the causes of these and sharing of this information is required. Sharing with the girls' education motivators would be particularly beneficial, as it would help them focus more strategically in their interventions. Bhagalpur district has carried out a study of factors responsible for low enrollment trends over the years which while giving a mixed picture indicates issues related to data quality. While responsiveness to and use of data is gradually increasing, a certain demystification of this is required at the school level among teachers who can be very easily encouraged to study and identify trends in enrolment, retention, repetition and drop outs from their own already well maintained school registers. The mission found the simple exercise of looking at enrolments for the last three years in a matrix form from the school registers very meaningful for assessing the trend and from the point of view of child tracking. Involving the teachers at that level can not only contribute to improvement of data quality at source by making the exercise more meaningful for them but also lead to better utilization of data at the level of the school /village in terms of planning more direct and contextually relevant interventions.

1.5 With school quality having been identified as a significant factor determining development outcomes, the state has adopted a multi pronged approach indicative of some kind of an integrated and holistic pedagogical vision. The mission was able to see some evidence of this with regard to various components. Each school in the district visited had a list of 21 indicators written on the wall for the teachers and community to refer to, which indicated a shared vision for the school. This list covered all aspects of the school and classroom teaching including indicators defining the role of the teacher and the teaching process described in terms of an active learning and participatory approach for children. In terms of infrastructure, the physical environment of the schools has been given a major face lift with very attractive and child friendly class rooms, with

chalkboards for children and attractive charts and displays on the walls. In some schools *akshargacchi* or attractive multi- purpose platforms are being additionally constructed which could serve as open-air classrooms as well a stage for some theatre activities. This concept of child friendly classrooms, which is presently considered a requirement for only grades 1 and 2, needs to be extended to grades 3-5 as well. While the newly constructed structures stand out, there is a need to elicit community participation in a more planned way in giving the total school campus a more aesthetic façade, as was seen in a few cases. The new civil works have certainly found a lot of appreciation in the community, while also raising further expectations. In terms of pace of progress in civil works, a concern raised by previous missions, there is progress but the picture is mixed across districts. The mission endorses the observations and recommendations of the Internal Supervision Mission in this context.

1.6 While the facilities have been created, these are certainly not commensurate yet with the number of children that are coming into the schools. The mission came across classrooms with as many as 95 children in a room, which had no space, left to even stand, leave alone move. The class actually had an enrollment of 115 children, of which 20 children were absent! There was only one teacher who, despite training and a great deal of enthusiasm, could do very little in that situation. While space shortage is being gradually addressed, the non-availability of adequate teachers stands out starkly as an indispensable requirement and needs urgent attention. The state and project officials themselves are well aware of this situation and are concerned. While the para- teacher scheme is still awaiting approval, teacher shortage is being addressed to some extent through appointment of retired teachers as *sahyogi* teachers, and in a few cases where village leaders are better role models, through voluntary teachers from the community who do not expect payment. This, at best, can only be a stop gap arrangement. The concern for quality and outcomes is evident in some actions taken on part of the government to provide teachers an enabling working environment. These are worthy of appreciation. These include rationalization of teachers' postings within 5 kms. of their residence for which they have been invited to give options (due to be implemented in June) and issue of a government order exempting teachers from non teaching assignments other than census and elections. It is hoped the exercise of relocation of teachers will also contribute to more equitable distribution of the existing strength of teachers and improve the PTR in the schools.

1.7 With a view to ensure better teacher performance and provide teacher and school support, village education committees have been constituted and trained in the project. Under the panchayat raj dispensation, recently enacted by the Bihar government, *Vidyalaya shiksha samitis* are to be constituted as statutory sub committees of the panchayat to replace the present VECs, once their term comes to an end. The mission witnessed considerable interest and involvement of the community/committee members in school activities, at least in the schools visited, and a strong sense of ownership developing for the school. The flip side of this was witnessed in two schools where there was total dominance of the committee in running of the school, including formulation of the school timetable etc. and the head teacher/teachers were somewhat marginalised and demoralised!. While the involvement in curriculum related activities is a more recent and



not yet a common phenomenon, the involvement of the committee in monitoring punctuality and attendance of the teachers is more widely articulated. Instances were reported of teachers being asked to take leave, if late, on the recommendation of the VEC. The mission suggests some attention to working out a more optimal balance of power equations in the community involvement initiatives, which clearly articulates and safeguards the respective roles and respect of the various stakeholders involved. While the intention is to facilitate and monitor school and teacher performance, it should not also lead to demoralization of the teaching force, which can be counterproductive.

**1.8** The mission encountered a lot of interest and emerging demand for children's education in the community, which to some extent is also fuelled by the mid day meal scheme which evidently serves as an effective incentive. In one school visited, the parents of the SC community were seen angrily demanding admission for their children since teachers were hesitant to admit, due to limited space and teaching staff. Instances of community contributions quoted are widespread. The most significant contribution is in the form of land donation for school construction. In Jogapatti block in West Champaran district with the community clientele being largely poor agricultural labour, no one individual owned adequate land. The VEC solved the problem by getting nine persons to jointly donate small portions of their land, to add up to the required space! Interestingly, in the same district a comparative caste-wise analysis of land donations revealed significantly higher percentage of donations by the OBC and then the SC community, as compared to the general category. This also perhaps indicated a higher percentage of these communities were actually availing the government provisions as compared to the general category. A significant observation shared with the mission was that wherever the schools /teachers were performing better, the community was more willing to get involved and contribute, which itself can be treated as an indicator of teacher /school performance.

**1.9** In terms of addressing quality improvement in classroom teaching, a strategic and integrated approach is reportedly being followed. Training of all teachers in the Ujala I and Ujala II packages has been completed. The feedback sought from teachers along with the analysis of the MAS achievement results led to the realization that what the teachers require more significantly is enhancement of their subject competence to be able to effectively use the innovative methodology advocated. Consequently, the phase two training is concentrating on subject competence, particularly in Mathematics for the primary grades. The mission had an opportunity to observe some classes by trained teachers and to attend a workshop for the preparation of TLMs. There is some evidence of an attitudinal change among teachers in terms of more child friendly behavior, which was seen to result in more active and responsive children in the class. However, the underlying philosophy guiding the transaction seems to continue to be teacher directed in whole class situations. In the course of the school visit, a demonstration of child centered teaching by reorganising children in small groups and distributing the ongoing lesson in the form of separate active learning activities was well received by both children and teachers. The mission therefore recommends greater emphasis be placed on a small group and active learning approach in classrooms. This would imperatively require training of teachers in classroom management using this methodology which is also better suited to

the typical large classes and multi level situations seen in the schools. Hands on training with children organized at the CRC level may be a more appropriate strategy, for this purpose.

**1.10** The workshop on TLMs also indicated progress from preparation of mere show pieces towards more learning/competency focussed material, with some teachers demonstrating some very creative ideas for teaching mathematics and science concepts. However, the perception of TLM grant in the larger community as conveyed in the interactions, as also the sense of competition created through organization of TLM melas can be quite counter productive to the original intent of this component, which is to improve the learning process for children in the classroom. The mela is likely to make it necessary for teachers to develop materials, which they can display but not use with the children. The mission did not come across many instance of teachers using self made materials in the classroom, possibly for this reason and also in view of large classes. The mission suggests a review of the benefits of the practice of organising TLM melas in this context and suggests the integration of the TLM component still further with training, in terms of ensuring ready availability of a range of material for organising large and small group activities, particularly with the large or multigrade classes.

**1.11** Another positive development in the project is the emerging concern for monitoring of learning outcomes evident in the context of both formal and alternative schooling. While the state has a non- detention policy in the primary grades, children repeat largely due to insufficient attendance. Under the project the concept of continuous, comprehensive assessment has been reportedly shared with all teachers and workshops have been conducted with teachers and BRC and CRC resource persons in preparation of question papers. The mission had an opportunity to see a term evaluation being conducted of Grade 3 in Mathematics based on a paper set at the cluster level. The performance of students is conveyed to the parents. The data is also consolidated grade – wise and subject wise at the block level and used as an indicator for identifying schools/clusters needing more focussed attention. This is a significant initiative, which is expected to lead to improvement in learning levels across the state. While this component needs to be further developed and expanded across the system and used for a more diagnostic approach, it would be useful to ensure that the methodology for evaluation is consistent with the child centered teaching learning methodology being advocated and in place.

**1.12** The 27 titles of textbooks for primary grades developed under the project, have been introduced in the entire state. However, in the current academic year due to some procedural reasons, the Textbook Bureau has only just been able to invite tenders so that the textbooks will be available to schools only after some months of the beginning of the academic session. Therefore, while in a few schools visited the textbooks were not available at all, in most schools the recycled textbooks from previous years were given out to the children . The newly printed textbooks are likely to be available only after some months. The curriculum at all levels of school education is under review at the SCERT. To improve quality monitoring at all levels, a workshop was organized at Bettia

recently to brainstorm on important quality parameters for developing monitoring indicators. A sequel to this workshop is proposed shortly to work further in this area.

## EQUITY

**1.13** The project personnel are fairly clear that the state vision regarding alternative schooling is to see it as a short term, stop gap arrangement for ensuring universalisation of elementary education, by bringing in children from unserved habitations and children in working situations into the fold of formal education. The last mission had reported 1.65 million children in the 6-11 year age group still out of school. Of these according to data, available 1.24 percent of the children is now covered under alternative schooling provisions. The state has evolved multiple forms of alternative schooling provisions to serve diverse situations of children not in school. These include *apna vidyalayas* for boys and girls in the 6-11 age group and *angna vidyalayas* for girls in the the older 9-14 age group. In addition, under *Mahila Samakhya baljagjagi* and *jagjagi* centers for girls are also being run. While the *apna vidyalayas* curriculum is planned for three years, divided into four semesters of nine months each, the *angana vidyalayas* is for two years, divided into four semesters of six months each. In total, 32,270 children are being catered to through *apna vidyalayas* and 36,623 girls under the *angana vidyalayas* and *jagjagi* centers. Of these, 6071 children have made the transition to primary schools. The centers are run under the supervision of *mata samitis* or mother's committees. The mission visited three *apna vidyalayas* and one *angna vidyalaya* in the district. The *apna vidyalayas* were all in tribal clusters. The secure environment for children, the responses of the children and the community to the programme and the realisation that without the project these children would have been left deprived of any form of education, made the visit a very thought provoking experience.

**1.14** Three generic issues emerge as significant in the context of alternative schooling. One is the issue of equitable education, the second of mainstreaming of children into primary schools and the third regarding linkage between the alternative and formal provisions. The sites visited demonstrated that in many cases the alternative school situation is more conducive for initiating younger children into formal education as compared to the formal schools. The children in these centers spoke only the tribal or local dialect, they were too young to commute the distance to the primary school and in terms of numbers were much more manageable for the one teacher in position. The teacher, a woman, was a graduate in one case and SSC in other centers, and was in all cases from the same community. She had received the A.S. training. Because of these facilitating factors, she was able to help children make a smoother transition from their language to Hindi and many children had even begun to read and write in Hindi. The formal school situation, given the children's constraints, could not be more appropriate for their early education. The issue therefore is not of comparing parallel models but of treating the alternative schools as feeder centers for formal schools and ensuring appropriate training and inputs both to improve the learning environment for children. Related to this issue is that of mainstreaming. There is a great deal of pressure on the alternative school system to mainstream children into the primary schools. Given the present conditions in the formal school system, 'pushing' children into these schools can

become counter productive. Instead the emphasis needs to be on developing indicators for the A.S. centers too in terms of the teaching learning conditions, teacher quality and learning outcomes for children, including language, social and physical readiness. The criteria for mainstreaming should be clearly defined and communicated to the teachers and parents and this should guide the mainstreaming, not setting of targets. The third related issue is of the existing nature of relationship between the A.S. centers and the formal school. The mission got a sense of parallel systems in competition with each other. There is a need to bring these under one umbrella with A.S. being considered as the feeder center to the school as mentioned earlier. In this context, the districts may like to pilot the possibility of officially linking each A.S. center with the closest primary school and making the primary school teachers mentors for the A.S. instructors, through periodic visits and pairing in the CRC activities. This may instill a sense of importance in the primary teachers and also strengthen the bond between the two systems to their mutual benefit .

**1.15** The large numbers of under 6 year olds found sitting in both the formal schools and the A.S. centers makes a strong case for adding the component of ECE to the A.S. centers and school , as was seen done very effectively in one A.S.site. The Minister mentioned an ECE center in every school as a part of his vision for primary education. The studies proposed by the SLO in the areas of alternative schooling, ECE, community mobilisation , civil works etc as part of the mid term review need to be expedited and their findings shared with the next JRM, as these may provide further insight into these issues.

**1.16** The mission interacted with a group of young women volunteers who motivate girls to join schools. These girls set up *ma-beti manch* and through discussions, home visits and street plays motivate mothers to send girls to schools. The volunteers reported major successes in getting girls enrolled with only one out of 9 volunteers having some girls still out of school in her catchment area. However, the greater concern expressed by them was of retaining the girls in school and ensuring regular attendance. Among other reasons, the volunteers also identified irregular teacher attendance and quality of teaching as significant factors affecting retention. The data on attendance reported by the project also indicates a decrease in attendance of girls after grade 3. In terms of data the gender equity gap is narrowing with improvement in transition and completion rates both for girls and boys. In terms of enrolment too , while there was a decline between 1997 and 2000, the curve has now taken an upward swing. This was to an extent confirmed by the analysis of last three years' enrollment done at the school level through school registers, by the mission.

**1.17** The education of children with special needs is being addressed through sensitisation of teachers. 38 teachers have undergone a 45 days' foundation course for IED Resource teachers and another 36 are at present under training. Identification of children with special needs has been initiated and aids and appliances, procured through ALIMCO, have been distributed among 1265 orthopaedically handicapped children across project districts. Assessment camps have also been held for hearing and visually challenged children and four blocks in each district are covered under this program. The

mission did come across some instances of children with special needs sitting in the classes in the schools visited

In terms of SC the focus has shifted to looking at data in a disaggregated way. The data on transition from class 1 to 2 indicates an improvement in all categories, including the SC. While there was no indication of any discrimination seen in the school visits, some reactions of the community in one school indicate the need to include an element of sensitization of teachers to needs of different socially marginalised groups in the training of teachers and in the monthly discussions held at the CRC levels.

## **PLANNING MANAGEMENT AND SUPERVISION**

**1.18** In terms of data compilation and usage, EMIS, PMIS and FMIS data are reported to be regularly updated, analysed and discussed at various levels. SAMIS is also being integrated now with the EMIS, to the extent possible. Recognising the limitation of EMIS that it provides information regarding enrolment in government schools and private recognised schools only, house hold surveys have been conducted in all the DPEP districts and these are being computerised at various levels. These include enrollment in unrecognised private schools as well. House hold data is also being collected in all districts. In Bhagalpur district, a comparative study was done of data from different sources which indicated wide inter-data deviations, with EMIS data indicating relative overestimation. Micro planning has been completed in 6273 villages of which 3916 were done in the year 2001-2002.

**1.19** Bihar has been able to establish a SIEMAT as a unit in SCERT under DPEP. The preparation of training modules and training of all functionaries including BRC resource persons, BRC coordinators and CRC coordinators, in planning and management is the responsibility of the SIEMAT which has at present only a skeleton faculty, on contract basis. In addition to this, training is also given by SIEMAT in educational management to all DSEs, BEEOs from the regular education cadre in the DPEP districts. Interaction with the SIEMAT demonstrated the faculty's keenness to adopt a diagnostic approach to planning and management through conduct and use of research on significant field related issues. Thus, a number of research studies have been carried out on themes such as pending educational court cases in high court, residential schools for tribal children, private schooling, concept of community participation in education etc. which the faculty believed were informing their training and other activities.

**1.20** In terms of capacity building of state and district level project officials, the monthly progress review meetings are considered to be very helpful in capacity enhancement. The major issue with all institutions in Bihar, from SCERT/SIEMAT through DIETS to District project offices is that of understaffing. The DLOs continue to be heavily understaffed with 170 vacancies against 432 sanctioned posts. With the growing uncertainty about the continuation of the project, there is also a significant turnover of staff at the district levels, affecting project performance. The appointments are getting delayed due to a pending court decision. With regard to SCERT and SIEMAT the Minister indicated that the posts will be filled through relocation of existing staff who

are surplus in other sub- units of the education department. While this may improve cost efficiency, the quality and expertise of people deputed to these institutions will be an important aspect to review.

**1.21** With regard to convergence at the district level, within the department there is a range. In some districts the DSE and the DPC positions are held by the same individual. In other districts eg. Bhagalpur two separate individuals hold these posts. The feedback given to the mission was in favour of the latter since the DSE has overwhelming administrative responsibilities, leaving him practically no time for providing academic support or leadership. However, as seen in Bhagalpur the DSE and the DLO had a good rapport and worked well together. With other departments , particularly ICDS and Health there was weak convergence which the District Magistrate also acknowledged. This may be considered as an area for further attention and strengthening particularly in the interest of sustainability

## **SUSTAINABILITY.**

Bihar

**1.22** The GOB is committed to sustain structures set up under the project such as BRCs, CRCs, ECE and AS centers. With regard to SIEMAT, the minister indicated his commitment to its continuation in no uncertain terms, largely through relocation of personnel from other departments. He is of the view that while SCERT is the institution for curriculum development , SIEMAT is necessary from the point of view of its potential role in objective assessment of the systemic impact of educational interventions on specific and larger social dimensions including poverty, health etc which are of particular importance from the point of view of social justice. The SLO considers the SSA as possible avenue for immediate sustainability. The project has estimated an incremental expenditure of Rs. 33.6 crores approximately as the estimated amount for sustaining DPEP interventions. A sustainability report including modalities for ensuring post project sustainability is expected to be prepared by GOB which may be made available to the next JRM..

**1.23** The issue of sustainability is only partially that of structures ,but more importantly of the functions and processes related to these structures and of the motivation to sustain the current project momentum. This again demands a certain level of quality of people to man these structures and an inspiring leadership. There is always a risk of the BRC and CRC functions which are at present conceived and being promoted as academic leadership roles, may well relapse into administrative roles . These aspects would need careful attention and planning. Similar concerns were expressed to the mission by functionaries at all levels. Another concern is ensuring sustainable use of the human resource developed under the DPEP, under contractual appointments. It is not clear to what extent there may be provision under SSA to utilise their experience and services and undoubtedly letting them go would amount to a significant loss to the system and break in continuity. GOB needs to consider this issue as one of priority.

**1.24** In terms of the impact of DPEP, the SSA plans very clearly indicate the DPEP influence in drawing up of the plans. Some of the systems and processes such as EMIS ,

household surveys and micro-planning are being continued into SSA and to some extent, informing the planning process. The VEC experience of DPEP has been incorporated and systematised through the PR enactment across the state, with similar roles and functions. The textbooks developed under the project are now in use across the state. The Ujala models of training developed under the DPEP are also being continued into the SSA program

## **STATUS OF PROGRAM IMPLEMENTATION**

**1.25** The trends in expenditure indicate substantial increase in each category for the financial year 2001-2002 as compared to the previous years. Against the EFC cost of Rs.435.35 crores, the cumulative expenditure up to 28.02.2002 for both IDA credit and UNICEF grant is Rs.15488.06 lakhs, which is only 36 % of the EFC cost. Thus an unutilised balance of Rs. 28047.28 lakhs is available in the EFC approved project cost for the remaining period of the project. The closing date of the project is September 30, 2003.

**1.26** In terms of pace of expenditure, the project's rate of spending has almost doubled in 2001-2002 despite constraints of staffing, which is commendable. As compared to 32.57 crores spent in 2000-2001 the expenditure till March 31, 2002 has been 59.83 crores which is a substantial improvement. However, an issue raised by the SLO in the context of rate of expenditure was of delays in fund flow. According to the state figures, the total amount received from the GOI against the EFC amount was only Rs. 216.69 crores till February 28, 2002. Expenditure against this amount has been to the tune of 92 %. The internal supervision mission mounted in April, 2002 has made an assessment that while the overall pace has picked up in 2001-2002, none of the districts other than Rohtas and Bhagalpur has achieved the expenditure level of 50 percent. The worst affected districts are Darbhanga, ( 24 %) Gaya ( 34 %) Munger ( 31%) Purnea ( 33%) Vaishali ( 31 % ) and West Champaran ( 34 %). The factors responsible for low expenditures are stated as insufficient and delayed release of funds by GOI, continuing teacher vacancies, and DLO staff vacancies and delay in civil works. Since these factors are common to all districts, the recommendation of the ISM that these districts be given special attention is also endorsed by this mission.

**1.27** In terms of counterpart funding, the GOB has so far released Rs. 4060.82 lakhs against the GOI's release of Rs. 16381.95 lakhs which works out to 25 percent, which is considerably more than the expected 15 percent as state share. The cumulative release of funds upto February 28, 2002 made by GOI, UNICEF AND GOB works out to Rs. 21151.55 lakhs of which Rs. 19918.35 lakhs are stated to have been spent. This leaves an unspent balance of Rs. 1233.20 lakhs considering the expenditure up to March, 2002. The unspent balance left with the Project is therefore insufficient to implement the spill-over activities of 2001-2002. The mission endorses the IRM recommendation that the GOI may ensure immediate release of sufficient funds before the AWBP gets approved for 2002-2003 by the Project Board. The initial delay in fund flow from state to district levels has been corrected through larger installments to the states released twice in a year.

## **THE NEXT STEPS**

- **GOB to ensure completion of filling of posts of teachers, as committed, within the next two weeks.**
- **GOB to complete preparation of the sustainability report and share the same with the next JRM**
- **The SLO to get the proposed studies for mid term review completed and findings of these and of the UNICEF supported evaluation of teacher training shared with the next JRM.**
- **The SLO to initiate preparation of a training module for teachers for training in planning and class management for an active learning, multi -level, multi -activity approach and conduct training of teachers.**
- **GOI to invite a meeting of Bank staff, Secretary of Education, GOB, State Project Director and UNICEF urgently to discuss issues related to the proposal for extension of the project.**



## Follow Up of XIVth JRM Recommendations

Recommendation	Status
Complete staffing of DLOs by February end , 2002 and filling of teacher vacancies by January end, 2002	<ul style="list-style-type: none"> <li>• Appointment advertisement for vacant posts has already been published and applications reviewed. A case on reservation issue has been filed in the High Court. Final outcome of the case is awaited before further action can be taken.</li> <li>• Out of a total of 3566 posts of teachers in newly sanctioned 1783 schools under DPEPIII, 804 teachers have been posted in different DPEP districts.</li> <li>• Filling up of teacher vacancies through appointment of para-teachers is still under consideration of the government.</li> </ul>
Streamline textbook production and distribution to ensure timely supply to schools	<ul style="list-style-type: none"> <li>• Consequent upon submission of requisition of textbooks to BSTBPC in May, 2001 the process for NCB-2002 was started as early as August , 2001with a view to making textbooks available to BSPP latest by January , 2002. BSPP was informed that the cancellation of NCB-2002 has been recommended by the Governing Board of BSTBPC.</li> </ul>
Provide training to CRC coordinators to enable them to enhance the quality of support to teachers in schools	<ul style="list-style-type: none"> <li>• A two days' state level workshop was convened on January 9-10, 2002 on Monitoring of learning Achievement in school and a sample of four schools in every district have been selected to finalise the strategies evolved on a pilot basis.</li> </ul>
In the next cycle of training teachers , focus on the learning achievement of each child, organisation of multilevel teaching and school improvement planning.	<ul style="list-style-type: none"> <li>• A reflection cum monitoring meeting was organised at state level along with DPCs and program personnel and strategies were finalised for this purpose. Accordingly every district imparted I day orientation to BRC resource persons so that they could cover these aspects during 10 days' residential training of teachers.</li> <li>• A five days' subject specific training module has been developed which is expected to cover these issues. The training of teachers is in progress.</li> </ul>

INDIA  
DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)  
FIFTEENTH JOINT REVIEW MISSION

Chhattisgarh State Report  
(21<sup>st</sup> – 27<sup>th</sup> April 2002)

## I INTRODUCTION

1.1 The fifteenth joint review mission [JRM] team, comprising Malcolm Mercer (EC) and Poonam Batra (GOI), visited Chhattisgarh from 21<sup>st</sup> to 27<sup>th</sup> April 2002 to examine progress made in implementing the District Primary Education Programme [DPEP] since the thirteenth JRM carried out in April 2001. The mission took into account the fact that (a) an evaluation team nominated by the EC had visited Chhattisgarh in December 2001 as part of the final evaluation of EC support to primary education in India through phase I of DPEP [DPEP-I] and (b), following recommendations of the 14<sup>th</sup> JRM, an internal supervision mission [ISM] had visited Chhattisgarh in March 2002 to review progress and work out areas of technical support required by the new state which had been formed on 1<sup>st</sup> November 2000. The mission had five main areas for observation and enquiry: (i) learning, completion and quality; (ii) equity; (iii) planning, management and supervision; (iv) the status of programme implementation; and (v) sustainability.

1.2 In Raipur the team discussed progress made through DPEP with the Secretary: School Education Department and Rajiv Gandhi Shiksha Mission [RGSM] Director; staff of the State Project Office [SPO] and the district project office [DPO] of Raipur; senior officers of the Education, Tribal Welfare, Social Welfare, and Woman and Child Development departments; and staff of the State Council for Educational Research and Training [SCERT], and the Raipur District Institute of Education and Training [DIET]. A field visit was made to Bastar District where the team held discussions with members of the *Zila Panchayat* and was accompanied by the Chief Executive Officer [CEO], the District Project Coordinator [DPC] and members of the DPO on visits to the DIET, BRCs, CRCs, new primary schools, education guarantee scheme [EGS] schools, *anganwadi* (pre-schools) and an *ashram shala*, where the team interacted with block education officers [BEO], block resource centre coordinators [BRCC], cluster academic coordinators [CAC], teacher trainers, teachers, village education committees [VEC], school management committees, self-help groups and children. The team also made a brief visit to Kanker District, meeting with the Collector and Chief Executive Officer, and visiting an EGS school with the BEO, the DPC and staff of the DPO.

1.3 The mission commends the SPO and DPOs for the extent and quality of information provided (in response both to the 15<sup>th</sup> JRM TOR and to the recommendations given in the DPEP-I final evaluation report for Chhattisgarh and in the recent ISM report), for the warm welcome given, and for the candour of their interactions with the team. The continued commitment for the work by the SPO and DPOs and the depth of their deliberations in determining strategies for the development of universal elementary education were clearly evident to the team. The team also thanks all whom they met for their courtesy towards, and co-operation with, the mission.

## II LEARNING, COMPLETION AND QUALITY

2.1 ***Repetition, completion and achievement.*** Detailed information about the progress in terms of enrolment and retention rates was shared with the mission. The primary gross enrolment ratio [GER] is estimated to be 96.9% in DPEP-I districts and 93.5% in DPEP Phase 2 [DPEP-II] districts. To get a more accurate estimate of the percentage of 6-11 year olds out of school, household data from village education registers could be drawn upon to derive the net enrolment ratio [NER]. While retention rates are increasing, the formula used for calculating retention rates does not take full account of drop-out, repetition or transfer to another school. The mission notes that the SPO has discussed these matters with district planning teams and that the MIS cell in the SPO is now engaged upon developing a handbook on educational indicators to be used at block and district levels.

2.2 The policy of the state has changed from automatic promotion in primary classes to promotion based upon examination or test results at the end of each year. This is with the intention of improving teacher performance and commitment, but it is likely that repetition rates will increase. At present the policy in the state is if a child fails to pass the Class 5 board examination twice the child is asked to move to a private school. Given that (a) the focus of DPEP is on disadvantaged groups and the rural poor, (b) the social and private costs of repetition are high and (c) the objective of SSA is for each child to complete eight years of schooling by 2010, the state may wish to consider reviewing policy on the number of times a child is allowed to repeat a class, especially Class 5, before going on to the next class. Repetition can be minimised if the quality of teaching is assured.

2.3 It was agreed during the ISM that a cohort study to estimate the proportion of children completing primary grades in five years would be done initially in three blocks of Rajnandgaon District. The study will be coordinated by BRCCs and field work will be supervised by CACs.

2.4 The state continues to focus upon enrolment and retention drives through a number of programmes such as the *dastak* (door-to-door) rally, *mahila shiksha abhiyan*, *ma-beti mela*, and the more recently launched *padhbo-padhabo shala chalo abhiyan*. However, the critical challenge of irregular attendance in school remains. This was shared with the mission by teachers as well as CACs. The mission encourages the state to address this issue through concerted efforts at bring together different fields of development. For instance, it may be appropriate to reconsider the composition of VECs so that they might be as broad-based as possible and might include local workers from the public health engineering, panchayat and rural development, health and family welfare, or social welfare and woman and child welfare departments. In this way, a more complete picture of the reasons for non-attendance or non-enrolment may be gained in order to develop appropriate strategies for encouraging children to come to and remain in school.

2.5 Learning achievement measures provide the most obvious evidence of gains in process quality. The mission suggests that use of the gross achievement ratio [GAMR] is supplemented with forms of analysis which differentiate within and between districts, kinds of schools and categories of students. This would help monitor the trajectory of reform more precisely, identify needs at the point of delivery, and the causes of variation in achievement between schools and between students. The mission notes that to get a better understanding of analysing the results of different forms of assessment the state is proposing a study tour in Kerala.

2.6 **Teacher development.** Training has been central to the RGSM's goal of improving quality. Extensive in-service training programmes for assistant teachers, shiksha karmi, guruji, CACs and BRCCs have been held from the beginning of DPEP. Professional development opportunities, such as the two-year part-time Diploma in Education offered through DIETs, are available to shiksha karmi since they have been regularised (i.e. no longer on short-term contract) and to guruji with three years teaching experience. However, new shiksha karmi will be recruited on a short-term contract provided that they fulfil the basic eligibility requirements stipulated by the National Council of Teacher Education and awaiting State Cabinet approval. This is patently seen as a short-term cost-effective measure. However, the state may wish to consider developing a coherent policy for the professional development of all teachers, be they regular primary school teachers, guruji or contract teachers to ensure sustainable improvement in the quality of education delivery.

2.7 A clear need for developing professional expertise and capacity for DIET and SCERT faculty was expressed to the mission on several occasions. The bulk of DIET and SCERT staff have no experience of teaching in primary school; therefore, the focus of both pre-service and in-service teacher training remains on subject knowledge rather than on generic pedagogic skills and perspectives. The mission observed that guruji are often limited by the training they receive in classroom management and multi-grade teaching. Group work at best serves the purpose of organising the classroom grade-wise and not for any pedagogic gains. The state may wish to re-orientate teacher training to include generic pedagogic skills of questioning, explaining, discussing, giving focus to constructive feedback to children and building on their responses for further conceptual development – an approach which is as relevant to classes 6-8 as it is to classes 1-5. Such academic focus needs to be brought into the fold of meetings with teachers at block and cluster levels.

2.8 Furthermore the mission observed that, even though most primary schools in the state are multi-grade in nature, only one short session in DIET in-service programmes is devoted to multi-grade teaching – even this session concentrates more on the simple logistics of classroom management than on the various approaches to teaching children of different ages and at different stages in the school curriculum. The recent proposal drawn up by the RGSM to initiate policy reform so that more staff with primary school experience can be recruited to the DIETs is laudable, as is the decision to post DIET staff to primary schools for a period of time as part of the School Improvement Programme. In addition, the state may wish to draw upon expertise from outside the state to strengthen capacity in DIETs, BRCs and CRCs (and thereby in schools) in important generic areas such as multi-grade teaching.

2.9 In the DIETs, BRCs and CRCs visited the mission saw displays of teaching and learning materials for demonstration purposes, but there was little evidence in the schools visited of use by teachers of the range of materials which had been suggested in training sessions. Quality improvement, particularly in multi-grade situations, is dependent not only on the professional ability and expertise of the teacher but also on the use of resource materials. Where there are no resource materials beyond the textbook, improvement in the quality of learning outcomes is diminished. As mentioned in the EC evaluation report, it is likely that some 6% of recurrent expenditure needs to be devoted to quality inputs before there is any noticeable improvement in quality. Under DPEP the school contingency allowance of Rs. 2,000 (the disbursement of which has been irregular in recent years) has been spent on school maintenance as well as on teaching and learning materials and the teacher allowance of Rs. 500 has been limited to a maximum of Rs. 1,000 per school. Under SSA it has been agreed that there will be an allowance of Rs. 5,000 per school for

maintenance, Rs. 2,000 for teaching and learning materials and Rs. 500 per teacher in the school. It is important that measures are taken to ensure that these allowances are disbursed to each school regularly each year and that they are spent appropriately. The state may wish to set up mechanisms to monitor expenditure of these allowances and measure the extent to which the quality of learning outcomes is improved. The results of such an exercise may well indicate that great gains can be had from a modest increase in contingency allowances.

2.10 The mission was impressed with the example of the Headstart Programme which it was shown. Each child in classes 3-5 in the cluster has an opportunity for computer-assisted learning for two hours every 15 days. The computer room contained a magnificent display of children's work as well as pages of a weekly newsletter which the teacher responsible for running the programme compiles from the questions, suggestions and comments written by the children and posted in a special 'letter box' each day. Such an initiative could also be extended to teachers' questions, suggestions and comments.

2.11 The mission notes that the SPO has given considerable thought to the recommendation in the EC final evaluation report to developing a comprehensive teacher training programme based on analysis of the needs of teachers in different localities and at different stages in their career. As well as testing teachers and classroom observation by DIET staff (both of which still reflect a top-down approach), the state intends, through group discussions, to ask the teachers themselves what their training needs are. In discussion with teachers at a CRC meeting the mission was informed that this latter approach had not been commonly used and notes that it will contribute to giving teachers a measure of professional recognition.

2.12 In support of a teacher development programme, the state may wish to consider establishing a database of teacher profiles including the number, type and length of training programmes each teacher undergoes. This may go some way to preventing teachers being asked to attend the same course repeatedly while others are missed out of training programmes.

2.13 Since state policy is for English to be taught from Class 1, DIETs have conducted training programmes in the teaching of English. The mission observed the children's mastery of English at the end of Class 1 varied from fair to negligible, the main cause of poor performance being the teacher's low level of proficiency in English. The state may wish to consider developing a programme for teachers to improve their own level of English. If experienced English language teachers are engaged in this programme, not only will the primary teachers' proficiency in English language be improved but they will also be exposed to a variety of English language teaching methods which they can use in the classroom. The same principle also applies to mathematics teaching and proficiency, where the materials produced by IGNOU specifically for primary mathematics teachers could be used to good effect.

2.14 *Teacher deployment.* The mission was informed that efforts continue to be made at district level to minimise the non-teaching tasks of primary teachers (and guruji), an issue which has been raised several times both in previous JRM reports and by the teachers' unions in Chhattisgarh.

2.15 *Pupil:teacher ratios.* The average PTR in DPEP districts (i.e. 15 out of the 16 districts) is 44:1, ranging from 30:1 in Jashpur (DPEP-I) to 56:1 in Kawardha (DPEP-I). The mission was informed that the state intends to give the recruitment and deployment of

teachers high priority with the advent of SSA. This will mean that a maximum PTR of 40:1 in each school will be the target. The DPOs/DEOs will need to monitor pupil flows closely in this respect in order to optimise the PTR in each school. A case in point is an EGS school visited by the mission which had 51 children. It had already been agreed by the DPO that a new 2-classroom primary school would be constructed to replace the temporary (community) building used by the guruji and children and that another teacher would be recruited. However, with 19 children sitting for and being expected to pass the Class 5 examination this year and only 7 children expected to enter Class 1 next session, total enrolment will fall to 39.

**2.16 Textbook development.** Currently two types of textbooks from Madhya Pradesh have been modified and are in use in Chhattisgarh: *Seekhna-Sikhana* in the primary schools and *Pathan-Paathan* (based on learning levels) in EGS schools. The SPO has formed a State Academic Group and an Equity Group to assist SCERT and the DIETs in the development of consolidated textbooks for use in both types of school. In addition, the state intends to produce supplementary materials in peace and value education specific to Chhattisgarh.

**2.17 Assessment.** EGS guruji have been trained to plan curriculum transaction processes and maintain detailed records of each child following comprehensive and continuous assessment. These records are reviewed by the CAC and the BEO or BRCC and are used in addition to the Class 5 results in both types of schools to inform the School Improvement Programme which has been aimed at those schools where less than 30% of children pass the Class 5 examination. The programme has produced good results to the extent that the focus is now on schools where less than 50% of children pass the Class 5 examination. In fact, the mission noted that tables were being produced in which schools are ranked according to results achieved. This has had the effect of motivating teachers and schools to perform better.

**2.18** A close examination by the mission of the records of each child and the teacher's plans in one school reveals an exclusive focus on behavioural indicators. It would be worthwhile including in training programmes the need for, and the techniques used in tracking children's learning, especially since the *Pathan-Paathan* textbooks have been designed to facilitate this.

**2.19 Community involvement in quality improvement.** The gram panchayat is responsible for monitoring primary school progress within its boundaries. The CAC, representing the DIET, attends progress review meetings and reports to the BRCC and the DIET on the outcome of each meeting. The mission was informed that, in many cases where the school is especially involved in school development, parents and VEC members are very possessive of their school, children and teacher(s) and are wary of intrusion by 'outsiders' from the education department.

**2.20 Institutional development.** The SCERT is housed in the Raipur DIET building since February 2002 has 21 academic staff in place. All staff have been appointed according to past performance and merit rather than on seniority alone: three staff members have experience of teaching in primary school. Most staff were formerly employed in DIETs. In discussion with SCERT faculty the mission was made aware of the need for strengthening the capacity of academic staff in curriculum and textbook development, training, planning and management, student assessment and research to provide adequate support to DPOs. In addition, provision of a resource library for SCERT staff is vital if they are to carry out their training and research functions effectively. The state may wish to consider the preparation

an institutional development plan for the SCERT, which includes both building of staff capacity and provision of resources.

2.21 With regard to DIETs, the SCERT has been asked by the SPO to set up a programme of retraining and reorientation of DIET staff. The SPO concedes that there is still much to be done to develop these institutions in order for them to play a full part in the drive for quality improvement under SSA.

### III EQUITY

3.1 Equity issues in Chhattisgarh DPEP have sharpened and become more prominent since its bifurcation from Madhya Pradesh. The socially disadvantaged groups such as the Scheduled Tribes (ST), the Scheduled Castes (SC), minorities and Other Backward Castes (OBC) constitute around 82% of the total state population. DPEP planning and implementation in Chhattisgarh, therefore, has been geared towards addressing equity issues as envisaged in the DPEP Guidelines. DPEP gains have accrued mainly for SC/ST groups which previously had a high number of out-of-school children and habitations without access to schooling. Planning for equity in primary education has become more focussed through the *lok sampark abhiyan* [LSA], as it has not only identified the disadvantaged condition of SC/ST groups, girls and physically handicapped children, but has also initiated their mobilization in order to bring them within the primary education fold. The highest increases in enrolment and retention have been among SCs, STs and females. The social disparities in terms of enrolment among the SCs, STs and other groups have reduced from 12.7% in 1996 to 1.2% in 2000 between the STs and other groups, and from 7.3% to 1.5% between the SCs and other groups. The gender enrolment disparity has been reduced from 7.8% in 1996 to 2.7% in 2000. Similarly the reduction in dropout is higher among girls than boys.

3.2 The ISM recommended that an assessment of the condition of girls, SC, ST and other disadvantaged groups be carried out to determine the major issues and prepare an action plan to address them. Apart from the information gleaned through the TSG supported study on classroom culture and processes, the SPO has invited proposals for studies to be carried out at district level. A detailed action plan will be prepared on the basis of the results of these studies.

3.3 *Out of school children.* The principal focus of activities at village and habitation level has been on encouraging all children to attend school and remain in school. For those children living in small and scattered communities in remote areas, 24 out of 402 ashram shala are now functioning with DPEP support. Demand for a place in these residential schools is high and not all children who are eligible for a place are able to be accommodated. However, the mission was informed that the majority of those not enrolled are the children of urban slum dwellers: access to school for these children is to be addressed under SSA.

3.4 The gross access ratio [GAR] overall is considered to be 98%, though the SPO reports that 7.3% of the primary school age-group are not in school in the 15 DPEP districts. With the proposed expansion of facilities to cater for classes 1-8 under SSA and with the continuing decline in the number of over-aged children attending primary school, the state expects that the GAR will reach 100% and the number of out of school children will decline accordingly.

3.5 **Disabled children.** The SPO has identified 30,256 disabled children in the state under four major categories (physically handicapped: 61%; mentally handicapped: 1%; visually impaired: 9%; and those with hearing and/or speech impediments: 18%). In total, 41% of boys and 42% of girls are enrolled in school, ranging from 49% of physical handicapped children to 17% of mentally handicapped children. The SPO is aware of the extent of work to be done in providing learning opportunities for children with disabilities and recognises the importance of ensuring that their needs are catered for in the perspective SSA plans.

3.6 **EGS schools and guruji.** The EGS has been extremely successful in ensuring access to primary schooling and it is clear that the EGS approach is cost-efficient when compared to the traditional primary school approach. This is largely because of the relatively low salaries prescribed for the guruji: an honorarium of Rs. 1,000 per month (since guruji were initially conceived as volunteers working part-time and similar to *anganwadi* workers on Rs. 500 per month) as against the salary of an assistant teacher in primary school of about Rs. 6,000 per month. Similarly, a shiksha karmi is paid between Rs. 2,200 and Rs. 3,200 per month in Chhattisgarh. The data gathered and analysed by the state indicate that achievement levels of children from EGS schools are comparable to those of pupils in primary schools. The issues of the cost-effectiveness and equity of educational provision through EGS and guruji needs to be examined in more detail.

3.7 But there is an ethical question about the honoraria of guruji, which are below the minimum wage fixed for unskilled labour (of Rs. 52 per day in Chhattisgarh). There is also an equity question of whether it was intended that marginalized groups (i.e. SC, ST and OBC) would receive a cheaper form of primary education than more privileged groups.

3.8 **Studies.** The ISM recommended that an assessment of the conditions of girls, SC, ST and other disadvantaged groups and children with disabilities is carried out and that major issues are addressed through an action plan. The mission was informed that the conditions of girls, SC, ST and other disadvantaged groups had been identified to some extent through the TSG supported study on classroom culture and processes and that the SPO is conducting a study on access to education for the children of urban slum dwellers. The SPO has also developed a list of 30 studies to be carried out in priority areas by DPOs and DIETs. Study proposals are yet to be received by the SPO from the districts.

#### IV PLANNING, MANAGEMENT AND SUPERVISION

4.1 **Capacity building.** Staff of the SPO have participated in 17 training programmes organised through national level institutions since the 13<sup>th</sup> JRM of which five have been in the specific areas of planning, implementation, monitoring and supervision. The mission was informed that the staff found many of the training programmes useful and that they had a positive impact, for example, in preparation of the perspective plans for *Sarva Shiksha Abhiyan* [SSA], in development of an information system for EGS schools and in monitoring civil works programmes. In addition, after attending national level workshops, participants felt that the current pattern of training in the state needs to be changed, especially with the shift in emphasis from primary education to elementary education, and the SPO is preparing to hold a series of two-day workshops for participants from DPOs, DIETs, BRCs and CRCs to elicit in more detail what their training needs are and to prepare training programmes accordingly.



4.2 With regard to preparation of the 2002-2003 AWPBs at district level and appraisal of the district AWPBs by the SPO, the mission was informed that there had been sufficient capacity building and that the SSA perspective plans and AWPBs (2002-03) for the DPEP-I districts had been received by GOI. DPEP-II districts have also prepared adequate SSA perspective plans and AWPBs with the exception of Dhamtari District; here capacity had been limited by changes in staff at the DPO, and staff of the SPO went to Dhamtari to work with the DPO in preparation of the perspective plan and AWPB. It is expected that DPEP-II district SSA perspective plans and AWPBs together with the State SSA perspective plan and AWPB will be ready for submission shortly. The DPEP AWPBs (for 2002-03) will be appraised at state level on 30<sup>th</sup> April 2002.

4.3 **Data collection, analysis and use.** The SPO has found the revised DISE to be more suitable for its planning and monitoring needs. At the same time, the SPO is seeking assistance from the RGSM in Bhopal in developing a comprehensive education project management information system similar to that in operation in Madhya Pradesh, which will include habitation data and the data collected for the EGS information system.

4.4 Data collected in the village education register by the teacher who is the VEC secretary with the assistance of VEC members is reviewed by the CACs and is collated at block level and then at district level. These data on current enrolment and expected future enrolment are used to inform preparation of the AWPB. While every effort is made to cater for the needs of each community, the district level planning group moderates the outcomes of micro-planning exercises where ceilings and norms need to be applied. The mission was unable to examine the AWPBs but was informed by the SPO that AWPBs have reflected changes in circumstances at village and habitation level.

4.5 **Monitoring and supervision systems.** The CAC monitors the schools in the cluster at least twice a month and both the BRCC and the BEO visit those schools in their block which the CACs indicate need special attention. The mission was informed that feedback mechanisms are in the process of development to ensure better results from monitoring activities and new computer software for this purpose is expected to come into operation in the next school year.

4.6 Monitoring mechanisms have been developed to keep track of progress, especially in "Special Watch" districts, in civil works, implementation of EGS, access, enrolment and retention, and project management and finance.

4.7 It is proposed that senior members of staff of SCERT are each assigned a district where they will be responsible for monitoring progress and assessing teacher training needs. Senior staff of the SPO have been assigned a component (e.g. civil works) to monitor in all districts.

4.8 A full-time consultant will be appointed in the immediate future to monitor the DPEP civil works programme in Chhattisgarh.

4.9 **Coordination and convergence.** The provision of primary education facilities in Chhattisgarh is the joint responsibility of the Tribal Welfare Department [TWD] and the School Education Department [SED]. The responsibility for delivering educational inputs is entrusted to each department according to the demographic composition of the districts. The TWD looks after the management of schools in the mainly tribal districts (4/9 DPEP-I districts or 36% of the primary school age population and 3/6 DPEP-II districts or 37% of the

primary school age population) and the SED, through the District Education Office [DEO], manages those in mainly non-tribal blocks. The main pedagogical issues relating to curriculum, textbooks, teacher training and learners' assessment are dealt with in all districts by the SED.

4.10 The other department working in the education sector is the Social Welfare and Woman and Child Welfare Department which looks after the education of disabled children and oversees the *anganwadi* (pre-school). Overall, coordination of education-related activities between the District Education Office and other district level departments, including the panchayati raj institutions, is reported to be good. At state level, the state may wish to consider establishing, from among the departments most closely related to rural development, a forum for discussion of education-related issues.

4.11 Within the education sector, the mission observed a good working relationship between the BEO and the BRCC in Bastar and Kanker districts.

4.12 **Autonomy and decision-making.** There are a number of areas where the VEC or school management committee [SMC] has authority to make decisions. For example, through the VEC guruji are selected and have their names put forward for appointment through the DPO. (The SPO considers that the appointment of teachers from the locality has brought dividends in that such people are likely to stay in post for many years.) The VEC or SMC is also responsible for the spending of the school contingency grant and for deciding on the best way of getting children in or back to school.

4.13 At district level, the DIETs appear to be unaffected as institutions by the existence of the panchayati raj and take instruction from the SCERT rather than the Zila Panchayat. This has the advantage of autonomy from local politics in curriculum related matters and the disadvantage that there is likely to be less response to local teacher development and other needs as perceived by the district community. In addition, following bi-/tri-furcation of the districts, where there is one DIET serving more than one district, the state may wish to consider setting up a joint education committee from the concerned zila panchayats so that the interests of each district are served by the appropriate DIET.

4.14 **Institutional strengthening.** SCERT has 33 people employed (including ancillary staff) and is now able to fulfil its functions for the most part. However, as mentioned above, capacity needs to be strengthened and resources made available for staff to operate well. As regards SIEMAT, the state intends that, rather than establish a new institution with its attendant costs, the functions of SIEMAT in training and research in planning and management will be carried out by a special cell in SCERT. The nature of this cell is yet to be determined.

4.15 DIETs remain under-staffed and under-resourced. In DIETs and other institutions where there is a shortage of staff, GOI has recommended that the state examines all vacant posts, decides which are crucial for the successful implementation of SSA and fills these posts accordingly.

4.16 **Other management issues.** Apart from what has been mentioned above, the mission found it difficult given the time available to determine what respondents felt were the main management issues in sustaining DPEP successes and preparing for SSA, though taking positive action to keep key staff (e.g. DPCs) in post for a reasonable period of time is certainly an important aspect of continuity and the retention of corporate memory.

## V SUSTAINABILITY

5.1 **State vision for universal elementary education.** It was not evident to the mission that there is a specific state vision for universal elementary education which goes beyond the concepts of SSA.

5.2 **Sustainability plan.** Since Chhattisgarh is a new state formed out of the former (and larger) State of Madhya Pradesh, no separate sustainability plan has been prepared. However, the district perspective plans for SSA which have been prepared (DPEP-I) and which are in the process of finalisation (DPEP-II), together with the state perspective plan, indicate the state's full intention to sustain DPEP-initiated structures and processes at village, cluster, block and district levels. Over and above this, the state may consider preparing a paper detailing and analysing the links between the gains accrued under DPEP with actions to be taken under SSA as proposed in the perspective plans. These include an assessment of financial requirements, implementation strategies, management structures and monitoring processes.

5.3 **Mainstreaming DPEP gains.** It is envisaged that the mission mode adopted for DPEP will continue to be applied for SSA.

5.4 **Sustaining quality.** The perspective plans for SSA indicate a strong emphasis on continuing and enlarging upon the activities of CRCs, BRCs and district and state resource groups. In addition, posts in SCERT have recently been filled with relatively young and committed faculty members and thus SCERT, with further capacity building and institutional development, has great potential for influencing quality improvement initiatives in future.

## VI STATUS OF PROGRAMME IMPLEMENTATION

6.1 **Functioning of the SPO.** The SPO is now fully functional: a separate furnished office has been set up and all key posts (including Deputy Director: Finance) are filled with appropriately qualified and experienced staff; the posting of other staff is in progress. Operation of the SPO is funded under DPEP-I.

6.2 **Flow of funds.** Over the period between November 2000 and March 2002, the state's share of funds received by the RGSM is 19.6%. This can be explained by the fact that the state's contribution to EGS activities has been 25% of the total, following its acceptance by GOI in 1999, rather than 15%, as agreed for other activities. Over the last 12 months funds were released to the districts in April, May and August 2001 and in March 2002.

6.3 **District-wise and category-wise expenditure.** The mission was given details of expenditure by DPEP phase, district, component and category for the years 2000-01 and 2001-02. Similarly, it was given projections of expenditure over the next six months. (DPEP funds expended in the new 15 DPEP districts remain accounted for under the former 6 DPEP districts.) In DPEP-I districts, where the balance remaining from EFC approved project costs should be about 12% on average, Bilaspur has a balance of 14.8%, Raigarh 11.9%, Surguja 7.1% and Rajnandgaon 2.3%. In DPEP-II districts where the balance remaining should be about 21% of EFC approved costs, Raipur has a balance of 24.5% and Bastar 17.3%.

6.4 Comparing the years 2000-01 and 2001-02, for DPEP-I districts expenditure on access increased from 52.3% to 62.3% of total expenditure and expenditure on quality

declined from 32.5% to 18.9%, while expenditure on other components remained similar in both years. In DPEP-II districts expenditure on access increased from 32.1% to 45.2% of total expenditure and expenditure on retention declined from 29.8% to 19.5%, whereas expenditure on quality declined only slightly from 35.2% to 33.4%.

6.5 Of all the categories, the one causing most concern for the mission is the school contingency fund. In 2000-01, for DPEP-I districts there was no budget or expenditure on school contingency grants, and in DPEP-II districts expenditure was 62% of budget. In 2001-02, in DPEP-I districts expenditure was very low, with only Rajnandgaon district close to spending what was budgeted for and, in DPEP-II districts, Bastar spent nothing on school contingency and Raipur spent most of what was budgeted for. In the coming six months there is no expenditure on school contingency grants planned for DPEP-I districts and that planned for DPEP-II districts is the same as the budget for the last 12 months. The mission urges the state to pay particular attention to ensuring adequate expenditure of school contingency funds in all districts.

6.6 **Monitoring expenditure.** Monthly and quarterly reports of progress in each district are examined by the SPO and appropriate action is taken. The DPO accounts are also reviewed by the SPO each month.

6.7 **Use and maintenance of civil works.** The mission was informed that the utilization of civil works was satisfactory. School buildings, however, are maintained through use of the contingency grant and through voluntary contributions from the community raised by the VEC or SMC in those habitations where the *sarpanch* takes an active and committed interest in school development.

6.8 **Implementation and expenditure in Durg (a non-DPEP district).** A total amount of Rs. 664 lakhs has been agreed by GOI to be disbursed from DPEP-I funds to Durg District for (a) training 72 teachers and furnishing and equipping 18 CRCs for the Headstart programme; (b) furniture, equipment, training and monitoring/supervision activities in 240 CRCs, 12 BRCs and the district resource centre; (c) civil works; (d) capacity building in management at district and block levels and in academic areas at district, block and cluster levels; (e) furniture, equipment, training and research in the DIET; (e) VEC and SMC training; and (f) guruji, shiksha karmi and regular teacher in-service training, school libraries and contingency grants. Rs. 200 lakhs were released to Durg in March 2002. Rs. 200 lakhs has been released by the state to Durg District.

6.9 Given the low level of funds available for the remainder of DPEP-I in Rajnandgaon and Surguja districts after taking into account expenditure up to 31<sup>st</sup> March 2002 and committed expenditure on civil works and salaries, the state may consider redistributing the remaining Rs. 464 lakhs allocated to Durg to Rajnandgaon and Surguja for expenditure on quality improvement and teacher development. Careful monitoring of expenditure in Bastar District (DPEP-II) is required.

## VII NEXT STEPS

7.1 In line with the recommendations made in the EC final evaluation report of December 2001 and the ISM report of March 2002, the SPO may wish to prepare a plan for rationalising the teaching service in terms of the use, payment and distribution of teachers, assistant teachers, shiksha karmi, contract teachers and guruji for reaching the goal of universal elementary education.

7.2 The mission suggests that the SPO may also prepare a comprehensive framework for the professional development (including pre-service education) of all teachers of classes 1-5, which includes a database of teacher profiles in which the training programmes undertaken by each teacher are recorded.

7.3 The SPO may also consider the development of plans for capacity building in and institutional strengthening of SCERT, DIETs, BRCs and CRCs. Included in these plans may be the networking of these institutions with university based institutions and other centres of higher learning. With regard to filling established posts, the State may consider prioritising those posts which are essential for the successful implementation of SSA and filling them accordingly.

7.4 In order that Rajnandgaon, Surguja and Bastar districts are able to continue with quality related activities for the whole financial year, the SPO may consider re-allocating funds earmarked for other districts which have not yet been released by the RGSM.

7.5 Finally, the SPO may wish to consider ways in which a larger proportion of funds can be devoted to expenditure on quality inputs, material resources and equipment for use in the teaching and learning process in and out of the classroom.

## CHHATTISGARH STATE REPORT

FOLLOW-UP OF RECOMMENDATIONS OF THE 13<sup>TH</sup> JRM

<b><u>Recommendations</u></b>	<b><u>Status and Progress</u></b>
<p>1. GoCG to make the SPO fully functional (selection of staff to be based on performance, merit and availability) and to strengthen programme supervision and support mechanisms in view of differences in progress across districts, components and achievement of programme objectives.</p>	<ul style="list-style-type: none"> <li>• The SPO is now fully functional: a separate furnished office has been set up and all key positions are filled with appropriately qualified and experienced staff.</li> <li>• Regular meetings are held by the SPO to review district progress.</li> <li>• Monitoring mechanisms have been developed to keep track of progress, especially in “Special Watch” districts, in civil works, implementation of EGS, access, enrolment and retention, and project management and finance.</li> </ul>
<p>2. SPO to facilitate studies (involving independent researchers and staff of DPOs, DIETs and BRCs) on specific prioritised issues to reflect on and assess DPEP gains and shortfalls.</p>	<ul style="list-style-type: none"> <li>• The SPO has developed a list of 30 studies to be carried out in priority areas by DPOs and DIETs. Study proposals are yet to be received by the SPO from the districts.</li> <li>• The SPO has prepared an action plan for building capacity for action research in CRCs, BRCs and DIETs.</li> <li>• A SWOT analysis of DPEP has been carried out by an independent researcher and further SWOT analysis is proposed by the SPO.</li> <li>• A study on classroom culture and processes has been carried out with the help of the TSG and the SPO is conducting a study on access to education of the children of urban slum dwellers.</li> <li>• Studies on the sustainability of EGS schools and the dropout rate in Rajnandgaon District, and an evaluation of EGS, are in the pipeline.</li> </ul>
<p>3. SPO and DPOs to develop strategies for a holistic and long-term approach for improvement of classroom and school quality: priority areas to be reflected in the development and appraisal of district AWPBs and the state component plan.</p>	<ul style="list-style-type: none"> <li>• Quality Watch programmes have been successfully conducted in each district for schools where less than 30% of children pass the Class 5 examination.</li> <li>• School improvement programmes, reflected in the AWPB, will be run by DIETs in schools where &lt;50% of children pass the Class 5 examination.</li> <li>• The SPO is developing strategies, using SCERT <i>inter alia</i>, for quality improvement based on the recommendations of the EC evaluation and ISM reports.</li> </ul>

<b>Recommendations</b>	<b>Status and Progress</b>
<p>4. GoCG and SPO to facilitate capacity building and institutional development of CRCs, BRCs and DIETS (in order to enhance and sustain quality improvement processes initiated through DPEP), to articulate expectations concerning the role of DIETs and the effectiveness of the academic chain as a whole, and to develop enabling policies concerning the staffing of DIETs.</p>	<ul style="list-style-type: none"> <li>• The SPO has prepared an action plan for building capacity for action research in CRCs, BRCs and DIETs.</li> <li>• 1,949 CRCs are functional in DPEP districts.</li> <li>• CACs are given training regularly through BRCs and DIETs.</li> <li>• Orientation programmes for DIET staff to develop academic and management capacity are given periodically.</li> <li>• The SPO is preparing strategies for DIETs to continue activities initiated under DPEP.</li> <li>• A recruitment policy for DIETs is to be prepared.</li> <li>• Steps to develop the capacity of SCERT are to be planned.</li> </ul>
<p>5. GoCG to take concrete steps towards improving coordination and collaboration between the DEOs, BEOs, PRIs and DPEP, to develop mechanisms to rationalise teacher deployment, and to minimise the time teachers are engaged in non-teaching duties.</p>	<ul style="list-style-type: none"> <li>• GoCG has asked the SPO and DPOs to collaborate with the different departments and structures concerned with education (including the <i>panchayati raj</i> institutions) in preparing SSA perspective plans.</li> <li>• <i>Jan bhagidari samitis</i> are being formed to ensure effective school management.</li> <li>• Teaching posts will be rationalized in the state according to teacher:pupil ratios.</li> <li>• Efforts are being made to minimize the non-teaching tasks of primary school teachers in future.</li> </ul>

**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**

**Gujarat State Report**  
**(April 21<sup>st</sup> –27th, 2002)**

## **I. INTRODUCTION**

The 15<sup>th</sup> JRM was represented in Gujarat by Ad Hordyk (Netherlands Embassy) and Vandana Sipahimalani-Rao (World Bank). The objectives of the mission were to focus on (1) Learning, Completion and Quality; (2) Equity; (3) Planning, management and supervision; (4) Sustainability; and (5) Status of Programme Implementation.

The JRM team held discussions with the state project officials on April 21<sup>st</sup> and with officials from GCERT and the Textbook Bureau on April 25<sup>th</sup> at Gandhinagar. The mission also met with officials from three districts i.e. Panchmahal, Sabarkantha and Bhavnagar in Gandhinagar on April 21<sup>st</sup>. The team met with UNICEF and Mr. Mankad (Secretary, Finance) in Gandhinagar on April 26<sup>th</sup>. The team visited the districts of Surendranagar and Sabarkantha from April 22<sup>nd</sup> to 24<sup>th</sup>. At the district level, the team held discussions with DIETs, BRCs, CRCs, NGOs, VEC, VCWC, PTA and MTA members, teachers and students; and visited several primary schools.

The team members would like to record their appreciation of the support, assistance and hospitality received from Shri V. Sinha (Secretary for Education, Government of Gujarat), Shri J.P. Gupta (State Project Director), Shri Avinash Joshi (Outgoing State Project Director) and all his associates, Shri Pargi (District Project Coordinator/DPEO, Surendranagar) and his associates, Shri M.K.Rawal (District Project Coordinator/DPEO, Sabarkantha) and his associates; personnel at the BRCs, CRCs, DIETs; and members of the VECs, MTAs, teachers, parents and students.

## **II. LEARNING, COMPLETION AND QUALITY**

### *Strategies related to improvement in development outcomes*

In the three Phase II districts, the GER and NER have improved considerably over the project period. The overall retention rate is also high with only 4-6 percent of children dropping out in these districts. However, the retention rate is lower amongst girls and in certain blocks, particularly in tribal areas. The completion rate is lower ranging from 55 to 86 percent. (The completion rate as defined by the GoG refers to completing primary school without repeating a class). A major problem in all nine districts is of high repetition rates ranging from 14 to 23 percent. This seems to be largely due to irregular attendance of children due to various socio-economic problems, including seasonal migration. The retention rates in the six districts in the new phase of the project (three funded by GoG and three by the Netherlands Government), are much lower than in Phase II districts, ranging from 58 to 69 percent.



The SPO is commissioning a study on the causes of the high repetition rate and has developed a detailed terms of reference for the same. One of the main strategies to lower the repetition rate and improve retention that the project is using is that of three month long bridge courses for repeaters, to give them a second chance at passing the final examination. These children then take the examination at the end of the vacation and those who pass are promoted. In March, 2002, 35340 of the 47746 students who attended the bridge courses were promoted. In addition, the state has appointed 59,000 'Vidyasahayaks' to fill all teacher vacancies. This will also help in improving retention and raising achievement levels. Discussions with 'Vidyasahayaks' and a district leader of the teacher union in the field confirmed a high degree of motivation.

The PTR varies from 1:30 to 1:42 in the Phase II districts and is thus well within the DPEP norms. The achievement levels in Class I in the three Phase II districts were higher in the MAS as compared to the BAS. However, they were actually lower in Class III. The reasons for this need to be explored further although the MAS report ascribes this to the test possibly not being in agreement with the competency-based Gujarat syllabus. The project has undertaken several in-service teacher training courses to address hard spots and improve learning. These include training on multi-grade teaching, English teaching and in the new textbooks. New, activity based textbooks have been introduced for Classes I to III throughout the state and, in the field, these seemed to be well received by the teachers who particularly praised the teacher's versions of these books which included guidance on teaching methods.

#### *Assessment/Evaluation of student learning*

In addition to conducting the BAS in all nine districts and the MAS in the three Phase II districts, the GCERT, in association with the Department of Education, Bhavnagar University, has also undertaken statewide achievement tests in 1998-99 (Gujarat Assessment Program 1: GAP1) and 2000-01 (GAP2). A follow up test (GAP3) is planned in the near future. The lecturers in the DIETs developed the tests, collected the data with the assistance of CRC coordinators, and did the primary data analysis. Thus, a commendable effort has been made to build the capacity of the DIETs in achievement testing. However, further work needs to be done to disaggregate and understand the reasons for varying levels of achievement and differences between the BAS, MAS and the GAP tests. While an attempt has been made to use the GAP results to identify hard spots (17% of the syllabus) and conduct teacher training accordingly, specific strategies to improve learning by using these tests were not evident particularly at the block, cluster and school levels.

#### *Community Involvement in quality improvement*

22009 VEC members from 3043 VECs have received training. Even in the districts visited by the mission where the project was initiated only in September, 2001, all VECs have been constituted and many have been trained. During the field visit, the involvement and enthusiasm of the VECs, PTAs and MTAs was eminently evident. The focus of these institutions is on enrolment drives, back to school campaigns and on monitoring attendance. The members met by the mission demonstrated a real sense of

ownership of the school. It was noted that the primary teachers union could also contribute to quality improvement.

### *Institutional Development*

All BRC and CRC coordinators are in place in the Phase II districts and all BRC coordinators are already in place in the districts new to the project. The recruitment process for the CRC coordinators is complete and they will be appointed from May 1<sup>st</sup>. The linkage of these structures with the DIETs seems to be fairly good. Interaction with DIET faculty and BRCs in both Surendranagar and Sabarkantha revealed that DIET faculty visit BRC and CRC meetings once a month to provide guidance in teaching learning processes. BRCs also visit the DIET once a month. CRCs hold weekly meetings with teachers to solve hard spots and provide training on creation and use of TLMs.

### *Sustainability*

Several initiatives of the project have already been introduced statewide due to their success. These include the textbooks for Classes I to III, and the creation of VECs, MTAs and PTAs. With SSA being implemented in all non DPEP districts, BRCs and CRCs will also be introduced and sustained in all districts throughout the state.

## **III. EQUITY**

### *Out of school children*

Alternative schools and bridge courses are being used to reach out to never enrolled children and those who have dropped out to bring them back to school. Of the 49422 out of school children enrolled in alternative schools, 20714 children have been mainstreamed into formal schools. Of the 58403 drop-out children enrolled in bridge courses, most appeared in the examination and 35724 passed and were mainstreamed. These strategies have been quite successful and enrolment is no longer a major problem in the three Phase II districts. However retention continues to present a considerable challenge for which continued collaboration with NGOs has been planned.

### *Gender*

The project has developed specific strategies to improve girls education. These include community mobilization, especially focusing on 'mahila sammelans' to improve enrolment and retention of girls. The mission members saw evidence of active MTAs even in the districts new to the projects where mobilization efforts have begun already. 231 girl specific alternative schools have also been opened in the last six months where 4117 out of school children have been enrolled. This has been part of a gender focused strategy adopted in particular blocks and clusters where the enrolment and retention rates of girls is low. In addition, the project has networked with Mahila Samakhya and ICDS for girl's education. Various kinds of gender sensitization workshops and training courses have also been given at all levels. The results of these efforts can be seen in the improved enrollment and reduced drop out rates of girls during the life of the project in

the three Phase II districts. The NER for girls has improved by about 5 to 18 percent while the drop out rate has reduced from two digit figures to 2.1 percent in Banaskantha, 2.3 percent in Dang and 6.5 percent in Panchamahar. While the gender gap has been reduced to less than 5 percent in all three districts (the DPEP goal), the NER still remains higher for boys. Repetition rates are also higher amongst girls. The MAS reveals that the DPEP goal of reducing the gender differences in language and mathematics achievement levels to less than 5 percent in Classes I and III has also been achieved in all three districts.

#### *Children from Scheduled Castes, Scheduled Tribes and Other Backward Castes*

The NER figures for children belonging to scheduled castes and tribes do not reveal a clear picture and need to be further disaggregated and studied to understand the trends in repetition and drop out. Nevertheless, in Dang, which is a largely tribal district, the NER for children from scheduled tribes has increased from 71.5 percent in 1997-98 to 90.8 percent in 2001-02. 1210 tribal specific alternative schools have been opened for about 25,000 children of which about half were girls. In addition to these alternative schools which run for 30 months for never enrolled or drop out children who are then mainstreamed, 94 centres were opened in Dang to conduct three month bridge courses for migrant children. The mission also visited two tribal blocks during the district visits where the problems pertaining to migrant children becoming repeaters and drop outs were rampant. It is obvious that the retention of children, particularly girls, from these areas will only be possible if socio-economic problems are also addressed. The mission supports that the efforts of the project, particularly in the new districts, to develop specific strategies in convergence with other related departments and NGOs to improve the enrolment and retention of children of migrant groups.

#### *Disabled children*

Considerable efforts have been made in the Phase II project districts to address the needs of disabled children. The vacant posts of all resource teachers in these districts have now been filled. Parents of disabled children have also been given sensitization training. Teachers' training modules were developed and distributed in all schools of these districts to guide the teachers in classroom transaction to change their attitudes towards disabled children and develop teaching methodologies to suit the needs of disabled children. Identification of disabled children has been completed in Dang and is in progress in Banaskantha and Panchamahar. Aids and appliances will now be given to children with higher than forty percent disability from the GOI IEDC scheme and to children with milder disabilities from DPEP.

#### *Quality Issues: Alternative Schools and Para teachers*

Alternative schooling and bridge courses have been used in the project as transitional arrangements to reach out to never enrolled, drop outs and repeaters. The curriculum for these has been developed by the project and training is provided to the instructors. Since these are not used as permanent structures, the focus of these programmes is on mainstreaming children. The alternative schools target never enrolled and drop-out children and run for 30 months. Bridge courses typically run for three months during

school vacations and target children who may become repeaters due to poor attendance or failure in exams to enable them to take the exam at the end of the course and be promoted to the next class.

In addition, the state of Gujarat has developed a successful model for the 'Vidyasahayaks' (who are viewed as teachers on probation) who are of equal qualifications and provided the same training as regular teachers. This model has now also been applied to twelve other state cadres. They are paid a lower lump sum salary of Rs.2,500 per month but given the guarantee that they will be regularized within a maximum period of five years. Recruitment is according to merit and teachers are allowed to choose the school of their preference. They are also not allowed to be transferred for five years, thus improving the teacher deployment situation. The 'Vidyasahayaks' met by the mission team in the field seemed motivated and committed. There is now a shortage of trained candidates for recruitment as 'Vidyasahayaks' and twelve new teacher training colleges have been sanctioned.

#### **IV. PLANNING, MANAGEMENT AND SUPERVISION**

##### *Capacity Building*

In Gujarat district's planning has been well developed. At the village level school mapping exercises are being conducted and school improvement plans are being developed. The school improvement plan addresses enrolment, facilities and sometimes school specific achievements. However, plans do not (yet) specify school specific outcomes in terms of enrolment, retention and achievement. Most plans include also the structure and membership of the community committees such as VEC, PTA, MTA.

At block level specific characteristics of the blocks in terms of enrolment, retention, drop out and students achievement (GAP 1 and GAP 2) have created interesting educational block profiles. Some of the districts (depending on the capacity of the DRG and DIET staff) give specific reasons for low enrolment, low retention and low quality. There is however little capacity to analyze and interpret trends and irregularities.

In most reports the objectives for the districts are formulated in terms of the objectives of DPEP and not (yet) in achievable targets for the district itself.

Due to building the research capacity of the DIET staff and District offices by the Department of Education of the Bhavnagar University and the planning training of DPEP, considerable (input) planning capacity has been built. Capacity building for output management and monitoring, apart from the skeleton staff in GCERT, DIETs and SPO, which have an input planning orientation, has not (yet) taken place.

##### *Data collection, analysis and use*

The GAP 1 and GAP 2 on Students achievement tests have been used to analyze the "hard spots" in the syllabus. The hard spots have become the topics of the CRC meetings and positive progress has been measured. DISE information is developed for the Block

and District level, but due to absence of a management concept information cannot be translated into “management action”.

### *Monitoring and supervision systems*

Monitoring and supervision systems have not yet been established in the expansion districts, but better interaction between CRCs, BRCs and DIETs has been observed already. There are regular (weekly) meetings by teachers of the various stages and CRCs co-ordinator visit the CRCs one a month. DIET faculty act as liaison officers between the DIET and the BRCs. A monitoring system of school specific, cluster, block and district specific outputs in the three Phase II districts has not been put in place.

### *Co-ordination and Convergence*

Co-ordination and convergence between the education sector and other sectors takes place on an ad hoc basis.

### *Autonomy and decision making.*

Powers have been delegated from the district to the school in the regular DPEP programme mainly for civil works i.e. repairs and construction of classrooms. For the repair works of the Earthquake reconstruction programme the VCWCs were given full powers including the financial responsibilities for undertaking all the repair works. Monitoring and supervision has been carried out by Technical Resource Persons (TRP). It has been observed by independent monitoring mission that in many cases village level committees felt empowered and have taken further responsibility for school improvement and retention issues. One of the major achievements of DPEP has been to create better and more interaction between the school and the community. Under Operation Blackboard as well, some materials were procured at the village level.

### *Institutional strengthening*

DIETs have been strengthened by recruitment of new junior faculty and most of them have developed considerable research and teaching capacity. One setback is that few senior lecturers are in place. Although recruitment rules have been agreed upon, official appointments, to be done by the State Public Service Commission, may take at least six more months.

At GCERT a number of senior posts are still vacant, which hampers the effectiveness of the institution. Since GCERT is an autonomous institution, it could take pro-active measures to appoint faculty on contract. GIEMAT has not been established and its functions have not been taken care of.

### *Management issues*

In discussions with VECs, CRCs and BRCs in the two districts visited it was clear that retention and quality were seen as a direct result of the inputs (facilities, textbooks and teachers) provided for by the Government. Recurrent and maintenance costs have been

minimal and not sufficient for day to day management of the school. Although the school teacher grant of Rs.2000 and Rs.500 per teacher for TLM, has made a difference, autonomy of school level management is still very limited. Head teachers receive an extra Rs.100 per month, which indicates that there are no incentives for management of schools except for the status associated with being a head teacher.

Still it was also observed that in a number of schools, which had been established for a longer period, community participation (donations in cash and kind) has become a tradition. BRC and CRC coordinators are ex-teachers and regard themselves as education professionals in the first instance.

District level planning capacity has been developed, but management concepts have not been applied. Most Planner and Management Cell faculty in the DIETs are statisticians without management experience and have little experience in interpretation of data and defining subsequent action. (GCERT and its partners in the research group are academic institutions with a reputation in pedagogic and teacher training and educational management concepts have not yet been developed. For GIEMAT, which would have taken the lead in introducing management and leadership concepts, has not yet been established.)

## **V. STATUS OF PROGRAMME IMPLEMENTATION**

### *Expenditure on components*

Of the EFC cost of Rs.9567.5 lakhs, the project in Phase II districts has already spent Rs.9521.5 lakhs or 99.5 percent. The project has requested for an excess amount of Rs.3888.5 lakhs from the revised rupee allocation and the decision on this is expected soon. However, the component on which expenditure has been consistently lower than the budgeted expenditure has been fellowships and training where only 49 percent of the budgeted amount has been spent. This reflects the need for districts to do more realistic financial planning.

In the six new project districts, the spending has been Rs.3.5 crores, mainly because the project staff positions at the districts were awaiting sanction from MHRD. These sanctions have been obtained recently and the pace of expenditure is expected to increase.

### *Monitoring of expenditure*

While the data on component wise expenditures are available at the district level, it is not clear to what extent these are monitored and analyzed to see why certain components over-spent while others under-spent.

### *Infrastructure development*

In the Phase II districts, most new schools, additional classrooms, BRC buildings, toilets and repairs have been completed and the remaining few are in progress. However, most drinking water facilities have not been completed.

### *Flow of funds*

The flow of funds from GOI and the state to the Society has been timely and sufficient. In fact, GoG's contribution has sometimes amounted to more than the required 15 percent. In addition, the costs for three districts are being entirely borne by GoG.

## **VI. SUSTAINABILITY**

### *State Vision for UEE.*

The State of Gujarat has formulated its vision on Universal Elementary Education in Vision 2010: Social Sector. According to the Vision : "Education not only improves the quality of life of a nation's people, but it also provides opportunities for progress".

It is envisaged that by the year 2010, the basic requirement of elementary education for all will no longer be an area for concern. The State has decided to develop programmes to achieve these aims in a Mission Mode for which DPEP is the model. After the census it has been realized that the achievements of the elementary education sector have shown stagnation and that drop out rates and retention and literacy remain areas of concern.

Access to elementary education is not the main problem for Gujarat, but retention and quality of education will remain the focus area of attention. In many taluka's (blocks) female literacy is extremely low and a Special Focus Strategy has been adopted by DPEP and GCERT. Retention of girls, in particular, in those areas is a serious concern. Average academic achievement of the primary school children of Gujarat in the academic year 2000-2001 was far from satisfactory and for standard 5 to 7 a downward trend has been observed.

The experiences of the DPEP II districts (Dangs, Panchmahal and Banaskantha) are being used during the preparation in the DPEP IV districts and exposure visits of the (new) BRC co-ordinators of the extension districts to Panchmahal proved to be very successful.

### *Sustainability Plan and present stage of planning for SSA*

The project in the three DPEP II districts will come to an end in June, 2003. The decision to start the programme in 6 extension districts was taken in 2001, but due to the earthquake reconstruction activities and the delay in sanctioning (by MHRD) of project staff in the new districts implementation activities have started recently. Sustainability for the nine DPEP districts is not perceived as a problem since the DPEP model (structures and processes) has been adopted as the State model and implementation of SSA will sustain the achievements and lessons learnt from DPEP. Out of the 25 districts 16 have prepared DEEPs and approval of this year's expenditure has been approved by MHRD Project Board in January, 2002. The State has accepted the sharing arrangement during the IX plan to be 85:15, during the X plan to be 75:25 and afterwards to be 50:50.

## *Community Processes*

A key impact of DPEP in the Phase II districts is the improved relationship between school and community. Symptoms of this impact are an increased activity level at the schools such as mobilization drives, VEC, MTA, PTA meetings, community participation/contribution activities etc. In many places school/community specific meeting platforms have been developed, in which VEC, MTA, PTA, VCWC are not seen as distinct committees. Especially during the repair works of schools, after the earthquake, empowerment of these platforms (with a focus on the VCWC) has taken place. It has been found that when the community platforms are usefully engaged, empowerment takes place.

In the district profiles an attempt has been made to analyze the major problems of retention and quality issues. Less than half of the factors contributing to low retention are school related (e.g. location, shortage of teachers, lack of facilities, improper school management etc). More than half, relate to the environment in which the school operates (e.g. migration, illiteracy of parents, irregularities in mid day meal scheme, tradition of marriage etc). The main strategy therefore which has been selected to address retention is to influence the socio-cultural and economic environment. In a number of districts, it has been observed that reliable NGOs can be seen as “social marketing” agencies, which through their work with women and/or backward communities/slums etc. can strengthen the interface between school and community.

## *Institutional development*

In Gujarat there is a strong history of pedagogical knowledge and experience, with Universities and GCERT. With the start of DPEP, integration between these academic capacities and the project implementation, especially for quality intervention and training, has been attempted. Up to March 1999 GCERT had a DPEP cell, which included specialized faculty in alternative schooling, gender education, tribal education, and planning and management. However it was reported by the 14<sup>th</sup> JRM that some tension has been reported between the work of GCERT through the DIETs which are linked to GCERT and the DPEP structures BRCs and CRCs. Due to the decision that DIETs will receive funding to carry out academic training functions with BRCs and CRCs part of the tension has been released.

The capacity of the research network in the State is considerably and GCERT has established a State Research Advisory Committee, which has encouraged and facilitated capacity building of DIET lecturers through the Profiles of Academic Achievement of primary school children in all districts. The Department of Education of the Bhavnagar University has been instrumental for the implementation of the research and the capacity building of GCERT and the DIETs. 400 research studies have been undertaken by DIET staff. New initiatives have been undertaken to develop action research by CRC coordinators and teachers on school specific issues. GCERT has sponsored “A study of School Education” which provides a useful overview of the education sector.

Although it has been reported during the 14<sup>th</sup> JRM that a decision on what form GIEMAT was to take place would be taken in January 2002, the issue of setting up GIEMAT is



pending with State Government, which would not like to increase non plan expenditure. As a temporary measure the SPO has strengthened itself with an Officer in Charge and Assistant Officer in Charge for Planning and Management.

### *Mainstreaming DPEP gains.*

Mainstreaming DPEP gains has been a strategy in Gujarat from the beginning and the DPEP structures and processes and have been introduced in all districts. The Mission, however, is concerned that the capacity of the SPO, which was established for 2 districts and one block only, will not be able to cope with the 6 extension districts and to engage in the planning and implementation of SSA in 16 districts. Additional posts have been sanctioned at the state and district levels by the EC and await approval by GOG. One of the major advantages of DPEP has been its flexibility. The SPO assumes that the sustainability of DPEP is guaranteed by SSA. However, the SPO was concerned that the stricter guidelines of SSA and the lack of implementation capacity may harm the sustainability of DPEP gains.

### *Sustaining quality*

For sustainability the emphasize from decentralized planning to decentralised management will be required. The GCERT and all DIETs have Planning and Management cells, with one or two staff members. Also the SPO has just recently appointed Planning and management staff. However, these capacities will be insufficient to introduce and facilitate management concepts at all levels to make a paradigm shift from planning to management. The decentralized planning has led to decentralised structures for decentralized planning including the school mapping and block level planning and attention for hard spots. But decentralized planning will only work if there is flexibility to address local socio-economic issues which are the main causes for low retention. For that organisations will have to become “learning organisations”, through which emerging issues can be addressed.

## **VII. NEXT STEPS**

1. The project could develop a social marketing strategy (two way linkages between the school and community) in collaboration with NGOs, who have a good track record in rural development programmes, and with teacher unions. For example, the community could be further involved with improving enrolment and retention while the school could play a role in health education.
2. An evaluation of DPEP implementation and management capacities at the state level could be carried out in view of sustainability of DPEP gains in three Phase II districts, implementation of DPEP in six expansion districts, and preparation for SSA.
3. To enable reflective practices in the Phase II districts, the project could consider undertaking participatory evaluation studies at the district and block levels, in order to address management issues and sustainability. At the same time these reflective evaluations could provide better instruments for interaction with JRMs.

4. The project could set up a task force to develop concepts and training modules related to educational management and system efficiency. In particular, management capacity could be built at the school, cluster, and block levels to use achievement data to develop specific strategies. To gain more insight into system efficiency of the sector, cohort studies could be carried out. A more systematic monitoring of the component wise expenditure could be done at all levels to update annual plans accordingly.
  
5. The state has developed “Vision 2010: Social Sector” in which it is envisaged that by the year 2010 the basic requirements of EFA will no longer be an area of concern. The state may consider developing a strategic investment plan to achieve this vision, taking into account the gains of DPEP and the potential opportunities from SSA.

**Progress towards recommendations of the last Gujarat state report in the  
Fourteenth JRM visit report**

Recommendation	Action Taken
<p><b>Social marketing:</b> Due to a local specific mix of social, economic and educational reasons demand driven strategies for reaching the most difficult to reach out of school children, low retention rates (especially girls) and student performance would have to be developed. It is suggested that the State would make use of the experience of professional NGOs to assist in the development of such demand driven strategies.</p>	<p>By formation and activation of VECs in all villages, the state has effectively paved the way for development and implementation of demand driven strategies to address issues of out-of-school children, disabled children, low retention rates (especially girls) and students performance. Both under DPEP (Phases II &amp; IV) and SSA, these structures are playing crucial role in identifying demands and remedial measures at local level, e.g. opening and running of AS centres, providing help to disabled children under IEDC, etc.</p>
<p><b>Institutional convergence:</b> Since universal access to elementary education has almost been achieved in Gujarat, strategies for retention and quality improvement will require a convergent approach. Convergence of the structures established by DPEP (DPO, CRCs and BRCs) and the institutions responsible for quality improvement (GCERT and DIETs) and those agencies responsible for improvement of the management of educational systems (Department of Education and GIEMAT) will be an essential pre-condition for improved student's performance and educational management improvement. It is suggested that the State will seek advise from professional agencies in order how the targets as set by Vision on Social Development 2010. can be achieved and how best DPEP and SSA can contribute to the implementation of Vision 2010.</p>	<p>Effective convergence has been worked out between DPEP (DPEO, CRCs &amp; BRCs) and academic support institutions (GCERT &amp; DIETs) for achieving targets of retention and quality improvement. DPEP is expected to contribute significantly to the implementation of Vision 2010. The Planning &amp; Management Branch at SPO is providing crucial managerial support in this regard.</p>
<p><b>Evaluation and quality strategies:</b> In order to develop a strategy for quality education in the three DPEP districts, it is suggested that evaluation studies will be carried out in all blocks in order to reflect on the achievements of DPEP (at all levels) and to develop a route map (and indicators) towards quality education. It is suggested that external agencies will be involved to assist the district in the evaluation and reflection process. At state level these reflection studies could be used to inform the state level agencies on the demand side from the districts and at the national level these studies could be used as inputs for the future JRMs.</p>	<p>Evaluation studies have been assigned to various professional institutions in three DPEP districts. M.S. University, Vadodara has been assigned to study how the School and Teachers grants are used and effectiveness of alternative schooling. Center for Social Studies, South Gujarat University, Surat, has been assigned to study various teachers training inputs in Banaskantha, Panchmahal and Dangs. The findings of the studies are expected to facilitate development of strategies and route maps towards quality education. These evaluation studies will be used to inform the state level agencies on the demand side from the districts and will be made available at the national level so that they could be used as inputs for the future JRMs.</p>
<p><b>Transition strategy:</b> From additionality to change facilitation. Since DPEP will end in June 2003 and the GOG would like to continue the model of DPEP also in SSA, a Transition Plan would be required to ensure that DPEP gains will be sustained and that DPEP structures in the three districts will continue to exist and support quality education at the school/village level. It is recommended that Schooling Improvement Plans based on specific targets in enrolment, retention, repetition and student achievement indicators. Also at cluster and block level target management plans will need to be develop in order to make district planning a strategic instrument for the state government to implement vision 2010. The role of DPEP may have to develop as a facilitator of sustained change.</p>	<p>Since SSA is to adopt, more or less, DPEP model and frame work, the DPEP structure (BRCs &amp; CRCs) will be persevered with to sustain the project gains. These will continue to exist in SSA and provide support for quality education at block and cluster levels. School Improvement Plans have been developed based on specific targets in enrollment, retention, repetition and student achievement indicators. Also, management plans are being developed at block and cluster levels to make district planning a strategic instrument for the Govt. of Gujarat to implement Vision 2010. Consequently, DPEP has emerged as a facilitator of sustained change in the state.</p>

**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**

**Haryana State Report**  
**(22<sup>nd</sup> – 27<sup>th</sup> April 2002)**

## **I. INTRODUCTION**

1.1 On behalf of the 15<sup>th</sup> Joint Review Mission (JRM) of the District Primary Education Programme (DPEP), a team comprising Mr. Madan Mohan (GOI) and Ms. Sabina Bindra Barnes (EC) visited Haryana during 22<sup>nd</sup> – 27<sup>th</sup> April 2002. The objectives of the Mission were to assess progress in i) Learning, Completion and Quality, ii) Equity, iii) Planning Management and Supervision, iv) Status of programme Implementation and v) Sustainability.

1.2 At the state level the team met and held discussions with the Commissioner and Secretary Education Department, State Project Director, members of the State Project Office, the Director and members of the SCERT and the Additional Project Co-ordinators and DIET personnel from several districts. The team visited Bhiwani District (DPEP II) and held discussions with district level officials including Additional Deputy Commissioner, and the District Programme Officer, Additional Project Co-ordinator and his staff, the Officer-incharge and faculty SIEMT and the Director and faculty of the DIET. The team also interacted with members of Village Education Committees and panchayat bodies. Visits were made to the Block Resource Centre, Cluster Resource Centres, primary schools, Alternative Centre, TLM training camp and IED medical follow-up camp. The team would like to thank all of the state and district officials for the open and extensive presentations and discussions and for their warm and generous hospitality.

## **II. LEARNING, COMPLETION AND QUALITY**

2.1 As part of the SSA planning, Household (HH) survey has been conducted in 16 out of 19 districts in the state (three DPEP II districts have been excluded). The survey conducted for the first time covered all the children in the age group of 5-14 years, who were attending schools including the children in private unrecognised school, children never enrolled and children who are dropouts. The survey also ascertained the reasons for dropping out.

2.2 According to the findings of the HH survey, the dropout rate was found to be 0.96% for primary and to 6.01% for the upper primary. The dropout rate in all four DPEP I districts range from 1.1 to 2.08% where as in the non-DPEP districts it was between .37 to 1.15%. Dropout rate for girls in the programme districts range between 1.41 to 2.49% as compared to other districts where the range is between .46 to 1.2%. The DPEP districts in Haryana were the most backward districts in terms of literacy and other social indicators. Although the dropout rates are fairly low, there is a need to evolve mechanisms to ensure that the children complete the full elementary cycle. Also, according to a study conducted by SIEMT at Hisar on sample basis which traced all out of school children the drop-out rate is found to be 10.28% with dropout for SC as high as 16.25%. This discrepancy between the findings of the two studies emphasises the need to further analyse the data collected and to cross-validate the

findings on a sample basis. The state is also planning to conduct a cohort study on dropout and completion rates, which would give the exact picture of the situation.

2.4 The state has developed competency based integrated textbooks for classes I to V, through a participatory process, which have been trialled and reviewed. Class V books were trialled last year and will be introduced throughout DPEP districts this year. In the beginning there was reluctance among the teachers to use new textbooks based on child centered pedagogy. Continuous training of teachers in using these books coupled with regular visits by the CRC coordinators and inputs to teachers during their monthly meetings have also helped the teachers in understanding the new methodology. The teachers informed the mission, that they were making use of the teacher handbooks in planning their lessons and in transacting activity in the classrooms. It was evident in the field that although the teachers are making an effort to use the books, they are not able to internalise the process and there is a need to deepen their understanding of this pedagogic concept to make the classes truly “interactive” and “child centred.”

2.5 Although the mission witnessed single teachers trying to cope with five grades, in the view of the DPEO and CRCs the problem does not seem to warrant more inputs in multigrade classroom teaching and management. A module on multi-grade teaching has been developed but this has obviously not empowered the teacher to handle the situation efficiently.

2.6 The mission found that the teachers, CRC coordinators and the functionaries at the block and district levels were pre-occupied with the threat posed by the emergence of private schools “Shop Schools”. Introduction of English, trying to improve the environment in the school and classrooms, constant interactions with the parents about the progress of the child are some of the interventions geared towards addressing this. A spirit of competitiveness is discernible among the teachers to provide best environment to the child in school in terms of physical and academic inputs. State also recognises the problem now as most of these schools are providing very poor quality of education. The regulations regarding granting recognition to these schools have been made very stringent and a provision has been made to include these schools in the process of quality improvement by allowing them to send their teachers for training free of costs.

2.7 The mission came across examples of the teachers making innovative use of the grants to make TLMs. The emphasis of training workshop on TLMs, which the mission visited, was on the use of material easily available in the surroundings with which the children could relate.

2.8 The textbooks have an in-built continuous assessment of pupil which enables the teachers to keep a tab on the child’s progress indirectly through activity based methods after completion of one unit. Assessment of classes I & II students is entirely through this mechanism, although examination is also a part of this assessment for classes III to V. Despite these changes the assessment continues to be summative with the emphasis on the student progress cards that are shared with the parents. The teachers are not able to make use of these reviews effectively and the State and district officials recognise this to be problem area.

2.9 The pupil teacher ratio in the state is 1: 42. A rationalisation process was undertaken and 4 thousand teachers were found to be surplus within the state. A detailed policy for teacher deployment was formulated within the guidelines for teacher rationalisation and implemented last year. Despite this in the two interior schools that mission visited, teachers posted as a

result of rationalisation had not joined. The mission was informed that except for Bhiwani and one non-DPEP district rationalisation process has been completed to a large extent. In the meanwhile the posts of around 3000 contract teachers provided in the project districts have been abolished. Another area of challenge is the deployment of teachers from teacher surplus districts to those districts not having sufficient teachers.

2.10 Highly motivated and dedicated groups of CRC co-ordinators have been developed across the DPEP districts. Most of these CRCCs are JBT teachers and are also trained MTs and members of SRGs. The mission felt that there is a saturation in terms of thinking further and generating new ideas. This process could be facilitated by providing more academic inputs to the CRCCs through training, workshops at the SCERTs and DIETs. The BRC has not emerged as a very strong institution as the BRC co-ordinator is usually holding a dual charge. The BRCC the mission met, was Principal senior secondary school holding additional charge of BEO as well as the BRCC. The state has realised this lacuna and has made provision to strengthen the BRC by providing two assistant co-ordinators. It would be also desirable if some flexible innovation funds are made available at the BRC/CRC level to carry out small pilot projects. DIETs too are not well equipped in terms of personnel as well as infrastructure to provide adequate support. DPEP has provided three lecturers to the DIET who are working closely with the CRC and BRC co-ordinators in providing training and resource support. The DIETs need to be strengthened with a definite policy of recruitment for the personnel. There is a proposal to create a temporary cadre, recruited from existing lecturers to train other DIET lecturers and to provide them exposure to the State and National resources and evolve a clear agenda for the institution.

2.11 The mission observes that no systematic effort has been made to undertake an impact assessment of quality and other interventions such as Gender interventions, Alternative Schooling, impact of new textbooks and pedagogy on learning and completion. Mission discussed this at the state level and it was agreed that this area had been neglected. The mission hopes that the state would soon identify the areas where studies need to be conducted which would further strengthen their hand in providing UEE of quality.

### **III. EQUITY**

3.1 According to the findings of the HH survey 81,304 children in DPEP I districts are still out of schools of which 42,000 are girls (with more than 50% SC girls). The districts functionaries and CRCs were involved in the process of HH survey and appeared to be well aware of the findings. It would be useful if the emerging data on children of 0-14years, gender group-wise and social groups is made available right up to the school level, so that the information can be used to chalk out specific strategies.

3.2 The state has focussed major interventions on the girl child and as mentioned by earlier missions, through a number of innovative interventions the proportion of girl's enroled to the total has steadily increased. According to the access and retention studies conducted earlier and the household survey, although dropout has decreased it is still higher among the girls especially among the SC girls (4.04% in Sirsa). Similarly the most disadvantaged groups have enroled in the schools but no systemic effort or strategy was evident to ensure that they complete school. These have been the concern of the previous missions too and need to be paid attention.

3.3 The state has been undertaking interventions for children with different abilities ranging from identifying such children to conducting medical check-ups of around 16,900 children and distributing aids and appliances to around 10,635 children in collaboration with NGOs and also conducting tournaments for them. Efforts have been made to enrol all the children with minor disabilities in the schools. 19,000 teachers have been given training to sensitise them to the needs of these children being integrated in the schools. However, there is need for further support through resource teachers. Special teachers have been appointed in Gurgaon district and the other districts would benefit from this also. Though all new schools have been provided ramps, the toilets still remain inaccessible. The mission also observed use of insensitive nomenclature by the teachers in the schools. A follow-up of the medical camps as to the improvement in the child's condition and use and maintenance of the aids and appliances provided is needed. Although there have been efforts to involve/link with the concerned departments they have not responded enthusiastically and steps should be taken to ensure their full participation.

3.4 Around 1080 AS centres have been opened to cater to 25,000 children from interior habitations, children of migratory labourers, working children and children living in urban slums. The instructors are appointed at these centres with the recommendation of the community and having higher secondary as minimum qualification (secondary in case of female). The instructors are provided 10 days training in two phases and are visited by the CRC twice a month for on-site support. They also attend monthly meetings at the DPO and some CRC co-ordinators have also started inviting them to the monthly meeting at the CRC. Classes are held for three hours. There is no provision of school-grant or TLM grant.

3.5 The AS centre that the mission visited was in a small brick structure with low roof and no windows. There was a sense in which this structure appeared more like a prison cell, especially when compared to the airy large rooms of the primary schools visited by the mission. No school-kits have been provided although it has been approved in the AWP&B. There is no VEC constituted for such schools. The instructor in the school did appear competent and enthusiastic. The children in the AS centre that the mission visited, were able to recite poems, do simple sums. However, more inputs in terms of training and TLMs as well as content is needed, especially for multi-grade situation. The textbooks being used are same as the formal schools but the instruction time is too inadequate. Many children who have been mainstreamed tend to come back to their centres. The instructors found that these children were often afraid to answer the question asked by the teacher, did not have proper uniforms and were generally finding the formal atmosphere scary. There is a need to encourage thinking in terms of preparedness of the formal schools to assimilate these children and to attend to their specific needs.

3.6 During the interactions at the district and state levels it was highlighted by the project personnel that it is not possible to mainstream children of migrating parents, children working in mines, dhabas and working urban children. Infact it is also difficult to track if these children are enrolling in schools in other districts or even in states they migrate to. These difficulties have been identified both at the district and cluster levels, but the strategic thinking needed to find solutions is not yet evident. At the state level the mission was informed, that there is a decision to prepare such children for the Haryana Open Schools from 8<sup>th</sup> Class onwards. For this purpose the curriculum for 6<sup>th</sup> to 8<sup>th</sup> Classes in such centres would also be changed.

#### IV. PLANNING MANAGEMENT AND SUPERVISION

4.1 The earlier missions have highlighted that the key persons at block and district levels were frequently transferred which had been affecting the implementation of the DPEP in the State. Moreover, some persons are holding two or more additional charges and are not able to devote enough time and energy to DPEP related work. A large number of superannuated personnel have been appointed in the state as well as district project offices. The State proposes to introduce a policy under which BRC and CRC appointments will have fixed qualifications for definite tenure, through selection process. A similar posting policy will be adopted for State level officials. This policy is proposed to be approved in the next meeting of the State Executive Committee where a Government of India representative will also be invited. At the same time the State government has decided not to give regular appointment to superannuated people except for short-term assignment.

4.2 Effective mechanism has been developed to review the progress of programme implementation at various levels. Also emphasis is for assessing the students' achievement, capacity building of the teachers, review of teachers' performance, etc. Involvement of teachers, CRCs, BRCs and SRG is evident in designing and development of monitoring systems from the school to block to district level. A School performance index is being developed which would grade schools according to their performance in terms of achievements in academic, co-curricular activities as well as in physical infrastructure. Better performing schools will be strengthened to become a model school in the block. The others would be given additional support and inputs to enhance their performance.

4.3 The State has a well-trained Resource group comprising people from SCERT, DIETs, CRC, MTs etc., training district and block level officials in planning and management of DPEP activities. Involvement of PRI institutions is also linked by way of incorporating suggestions made by them in meetings held regularly with DPEP functionaries. Though all the primary schools have been brought under the purview of the PRIs, financial and administrative powers have not yet been delegated to them. CRC co-ordinators are active in planning and managing teacher training sessions, enrolment drives and other activities at block level. The SCERT and DIETs have also made a valuable contribution in resource development for planning and management. The SIEMT have also trained teachers in conducting action research in their classrooms, schools and the village. SIEMT is in the process of assimilating the findings and circulating to the teachers and CRCs.

4.4 . The state has identified SIEMT as one of the major institution besides SCERT and DIETs that would need to be strengthened. Although a huge SIEMT building has been recently inaugurated no Director has been appointed. An officer in-charge based in Chandigarh holding additional charge and three faculty members on contract basis are the only existing human resources. There is a thinking in the state, to provide a one-time corpus to SIEMAT, making it an autonomous body generating its own resources through consultancy, researches and trainings in the area of educational planning and management.)

4.5 To generate the requisite data base for the perspective planning, the State has conducted house hold survey during the period from October, 2001 to February, 2002, covering the entire primary education sector in both rural and urban areas of 16 districts. Though the data generated is yet to be analysed, initial findings have been used for the decision making at the



macro level (like preparation of AWPB) by the State. The districts have also used it to generate district level indicators like dropouts, retention, etc. Such an analysis has been done by Jind DIET, which is of the view that, information will be useful in identifying the policy intervention for meeting the challenges of access and retention.

4.6 The micro-planning target's population in the age group from 6 years to 11 years. This covers dropout, enrolment, retention and non-enrolment. At village level, head teachers of the schools are the co-ordinators of the micro-planning survey and DPOs are co-ordinators at the district level. In urban areas, help of the Municipal Committees and the private teachers is also taken. All the data generated is analysed at the school level and completion sheets are handed over to the district planning teams. The same is reflected in the state level annual plan of DPEP. Though data generated is of satisfactory level, the mission would suggest that cross validation is conducted on sample basis.

4.7 As on 28<sup>th</sup> February 2002, the cumulative expenditure for DPEP-I districts is Rs. 11930.69 lakhs against the approved EFC cost of Rs. 19843.41 lakhs, which is just 60.72%. The expenditure for the same period for DPEP-II districts is Rs. 6119.27 lakhs as against EFC cost of Rs.9547.25 lakhs, which is about 64%. The civil works have been completed for Rs. 3702.54 lakhs in DPEP-I districts as on February 2002, while for the DPEP-II districts the figure is Rs. 1755.32 lakhs for the same period. The low expenditure rate has been attributed to the delayed release of central funds. Other reason was delayed approval and inclusion of Rs. 50.32 crores (saving due to exchange rate fluctuation) in the month of November to the AWPB for DPEP I districts. The State is still to release Rs. 476.47 lakhs of its share for DPEP-I districts.

## **V. STATUS FOR PROGRAMME IMPLEMENTATION**

5.1 As discussed earlier, the State has utilised only 60.72% of the approved EFC cost in DPEP-I districts till 28.02.2002. In DPEP-II districts, the expenditure is 64% in the same period. Civil works and management constituted about 38% of the expenditure in DPEP-I district while these two components constituted 36.6% of the expenditure in DPEP-II districts. However, component wise expenditure is still short of the target. In fact for civil works component alone, there is a shortfall in expenditure of Rs. 40 crores, which State is hopeful of utilising during the remaining period of the project. Among DPEP-I districts, Hisar has achieved maximum expenditure of 82.79%, where as Jind district has achieved the minimum expenditure level of 57.52%. Similarly, district Bhiwani has reported maximum expenditure of 70.15% among DPEP-II districts, while Mahindergarh has achieved the minimum level of 58.32%. Category-wise and component-wise budget as well a expenditure was not available with the state.

5.2 Civil works components under DPEP are primarily the school buildings, toilets and drinking water facilities. The construction is done with the involvement of VCCs, which ensures the transparency, and stake of the local community and the mission felt that the quality of construction was good. Although the construction of new school building units has been transferred to NCB, the construction of one to two rooms is still done by the VCC. The construction quality of DPEP primary schools is quite good. Efforts have been made to utilise the cost effective and maintenance free technologies in construction. The designed followed have features which are friendly to the differently abled students. The mission saw the ramps build in one such school. Involvement of the local community for providing funds for levelling etc. of the school compounds was also seen. However, mission observed that the

toilets are not properly used. This may be due to the lack of water, or their location in the remote corner of the school compound or these being locked by the school authorities. There is a need to have direct supply of water to these toilets and teachers need to be educated on their use by the girl child at least.

5.3 In phase-I districts, against 100 sanctioned posts in the District Project Office, only 78 have been filled. In phase-II districts, 41 posts have been filled against 75 sanctioned posts. BEOs numbering 27 are working as BRCs in DPEP-II districts. It is often seen that posts are filled as an additional charge. In all, about 20,000 teachers are in place in both DPEP-I & DPEP-II districts. No recruitment of primary teachers has taken place during last two years. The State also has about 3857 VEC members in seven DPEP districts, which include 30% to 40%, women representatives.

5.4 The State had a saving of Rs. 50.32 crores accruing out of exchange rate variations. Out of this savings, the State proposes to spend Rs. 23.47 crore in DPEP districts and balance of Rs. 26.84 crores in non-DPEP districts. The amount spent in non-DPEP districts will be for activities such as teachers training, establishment of Book-banks, MIS centres, appointment of CRCs, Strengthening of VECs, Summer camp schools for street children, micro-planning, capacity building and civil works etc. Permission of GOI was given last year for utilising this amount in non-DPEP districts.

## VI. SUSTAINABILITY

6.1 The State has successfully implemented the DPEP to the extent of increasing access and enrolment, reducing dropouts and improving retention. There is wide evidence of transferring the experience of DPEP in attaining UEE within SSA framework. The state has already decided to introduce textbooks developed under DPEP to non-DPEP districts under SSA, with requisite modifications. The BRCs and CRCs would also be established and the teacher training would be continued. The SPIU will also continue to exist. SCERT, SIEMT and DIETs are being strengthened. The state has submitted to GOI, a perspective plan of SSA, which includes necessary managing and implementing mechanisms.

6.2 The State has empowered the Zilla Parishad to “inspect” the work of schoolteachers and mark their attendance. The ownership and maintenance of assets of the primary schools have been delegated to them. Teacher transfer, recruitment and administrative issues have been notified and approved by the Cabinet. DPEO and BEO have been made ex-office members of the Zilla Parishad. It is mandatory for the HT to report the progress of the school to the Gram Sabha twice a year.

6.3 The mission witnessed the Panchayat members actively participating in strengthening the local education needs. They have not only provided land for school construction but have also contributed money in some cases. In a school visited by the mission the Panchayat and the school HM had appointed a community member as a schoolteacher and provided her salary through the village panchayat. This indicates the willingness of the locals for strengthening and sustaining the efforts being made under DPEP.

6.4 There appears an attempt to collaborate among SCERT, SIEMT, DIETs and the BRCs/CRCs through a network of activities related to DPEP. These covers curriculum development, training and research. SCERT trains master trainers in collaboration with SPIU. Since these institutes are a vital link for the success of DPEP and SSA, efforts are being made

to strengthen them and rationalise their activities. Though there is adequate evidence of the role of these institutions in the success of DPEP, more is required to be done particularly in strengthening these institutions by way of appointing motivated and qualified persons and providing adequate resources and infrastructure to do so.

6.5 There is a clear vision at the State level to meet the challenges ahead. Not only it views continuity with a greater vigour as an essential component of future planning but also have plans to evaluate and assess the impact of the strategies. Efforts need to be made to percolate this vision to the entire system vertically as well as horizontally. State has evolved a number of mechanisms to strengthen the administration, planning, monitoring and existing academic institutions in a holistic manner with in the SSA framework.

## **VII. NEXT STEPS**

7.1 The team wishes to highlight the following issues which require urgent consideration by the State with potential strategies for resolution being shared with the next JRM:

- Frequent transfers of personnel at key positions in the districts as well as at the state level continues to be unresolved despite being repeatedly highlighted by several JRMs.
- Appointment of qualified personnel with fixed tenure and no additional charge at key positions at the CRC, BRC and district as well as state units has to be ensured.
- Commissioning independent research studies to assess the impact of the interventions in areas such as Gender, Alternative schooling, textbooks and classroom processes.
- Gearing teacher training to inculcate deeper understanding of the integration of the subjects in the textbooks and to transact the new pedagogy effectively.
- Autonomous status and necessary administrative and academic inputs for SIEMT and SCERT to be able to efficiently carry out their mandate of assisting the state in UEE.
- Strengthening of the DIETs.

**HARYANA STATE REPORT**  
**Follow-up of Recommendations of 13<sup>th</sup> JRM**

<b>Recommendations</b>		<b>Status and Progress</b>
1.	The state project office and project districts to extend the early efforts in improving continuous student assessment by strengthening teacher training and the textbooks in this area. In particular, efforts may be made to strengthen the use of student assessment to feedback into teaching strategies in the classroom.	Training has been imparted to all the teachers for the continuous assessment of the children. Evaluation sheets and progress cards have been developed to keep the records of the students' assessment. Textbooks have been developed up to class V standard and all the textbooks have exercises after every unit. A teacher can assess the acquired competencies of the child for that particular unit through these exercises. This kind of continuous assessment is taken place in every class and by every teacher in the schools. Student's assessment has one of the bases while we develop the training module for the training.
2.	Encourage VECs to get involved more deeply within the school and widen the scope of their activities beyond construction and monitoring of enrolment and attendance.	Training has been given to the VECs people and the monthly meeting of the VECs with the CRCs has been taken place. In these meetings our CRCs orient them about their role and responsibilities beyond the work of construction and monitoring of enrolment and attendance. Now, these VECs are taking interest in pedagogical activities also e.g. content and processes being used to teach the children in the classrooms.
3.	Develop a clear vision for alternative schooling. Specific strategies to mainstream certain groups of children and allow others to remain in the alternative schooling system where equivalent quality schooling is provided may be developed.	Our main aim to integrate a child in normal schooling system through these Alternative Schooling centres. 2214 children have been brought in the mainstreaming through these centres. Some where the main streaming of these children are not possible for some specific reasons; there we have maintained the equivalent quality as it is in our formal schools. The same textbooks, which are being used in formal schools, are the part of A.S. centres. So, State has clear vision about our Alternative Schooling System.
4.	Strengthening of the link with DIETs and more clearly developing a plan to sustain the linkages with DIETs after project closing, including, but not limited to, continuing the DPEP cells within the DIETs. This might include exploring strategies for ensuring pre-service trainees	We have strengthened our DIETs by establishing a DPEP unit in every DIET in all the DPEP districts. This unit have very encouraging linkages within the DIET. The services of our faculty members have been utilised for pre-service and in-service training which are the main functions of the DIETs. We have also taken the services of DIET people in our programmes e.g. Action Research, Textbook development, preparation of training module, monitoring of the training programmes etc. The DPEP unit will continue in Sarva Shiksha

	bccome more fully conversant with the new pedagogical approach.	Abhiyan Programme.
5.	Qualified personnel are recruited as District Project Coordinators. Frequent transfer of DPCs and other project personnel avoided enabling the project to function smoothly.	Government is very serious to execute this recommendation of the 13 <sup>th</sup> JRM. This issue has been discussed at various levels and there is a proposal that every project employee will work at least for three years in the project.

**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**

**Jharkhand State Report\***  
**(21-27, April, 2002)**

**I. INTRODUCTION**

1.1 The fifteenth Joint Review Mission of DPEP visited Jharkhand from 21<sup>st</sup> to 27<sup>th</sup> April, 2002. The team consisted of Sudesh Mukhopadhyay (World Bank) and Avinash K. Singh (GOI). The objectives of the mission were to review the progress made towards the achievement of programme objectives and outcome with particular reference to (i) learning, completion and quality, (ii) equity, (iii) planning, management and supervision, (iv) programme implementation, and (v) sustainability. In Ranchi, the State headquarter, the team held discussions with the State Project Office (SPO) functionaries and interacted with the Minister of Education, the Secretary of Education and the DPEP programme co-ordinators/ functionaries of Dumka, Ranchi, Chatra, Hazaribagh and West Singhbhum districts. The mission also made field visit to East Singhbhum district and held discussions with the District Commissioner, Deputy Development Commissioner, the District Programme Coordinator (DPC), the district, block, cluster and village level programme functionaries and NGO representatives. The team also observed the functioning of primary schools, alternative schools (AS), EGS Centres, ECE and Anganwadi centres, BRCs and CRCs.

1.2 The mission acknowledges with gratefulness the assistance and hospitality provided by the state and district officers during the visit and thanks teachers, parents, community members and educational administrators for sharing their experiences and views regarding the project.

1.3 Jharkhand, the 28<sup>th</sup> State of the Indian Republic, came into existence after its bifurcation from the erstwhile state of Bihar on November 15, 2000 during DPEP implementation. The programme is in implementation in 6 educational districts of the state which also include 3 newly bifurcated districts: West Singhbhum (Saraikela), Dumka (Jamtara) and Hazaribagh (Koderma). The mission takes note of the observations and comments of the Internal Supervision Mission which visited the state during 1-3 April, 2002 and fourteenth JRM launched during November, 2001.

**II. PROGRESS TOWARDS ACHIEVEMENT OF PROGRAMME OBJECTIVES AND OUTCOME INDICATORS: LEARNING, COMPLETION AND QUALITY**

*Out of School Children*

2.1 There have been continuous efforts by the districts for identifying out-of-school children and building strategies for bringing them within the primary education

---

\* This report is based on the observations of the Mission team and subject to amendment after the return of the Mission to Delhi.

fold. As per the latest data available with the state, 327342 children in the 6-11 years age group are out of school. The household survey although incomplete, seems pertinent in bringing out issues related to out of school children. The survey is rich with detailed information on the nature and extent of the problems relating to out of school children in the form of Child Education Plans. The survey indicates the need to initiate actions in urban areas especially slums. The mission reiterates comments of the 14<sup>th</sup> JRM for completing the task of compilation and analysis of the household survey data in all the districts without any further delay for facilitating the task of mounting state wide strategy for addressing this issue.

### Out of School Children

District	1997-98	2001-02
1. Ranchi	68653	33124
2. Hazaribagh	124794	107749
3. East Singhbhum	55723	32950
4. West Singhbhum	69486	107758
5. Dumka	42653	34184
6. Chatra	10893	11577
<b>Total</b>	<b>372202</b>	<b>327342</b>

2.2 The state has opened 683 EGS schools and 1189 alternative schools (813 Apana and 376 Angana Vidyalaya) for the out of school children in selected habitations on priority basis. The achievement falls short of the target and is much below the requirement. The mission also noticed a large number of unserved habitations qualifying for schemes in the project districts and a much higher proportion of never enrolled children among the out-of-school children category. In some cases, as found in the district field visit, EGS centres have been opened in such habitations. The mission suggests the state to chalk out a comprehensive and clear cut strategy for providing schooling facilities to the out of school children and open formal primary schools in deserving habitations based on the existing policy.

#### *Enrolment*

2.3 The State reports 72.76 percent NER, also shows a continuous decline in GER in most of the districts during the four year project period. The district officials attributed the reasons for such decline mainly to the enrolment of under age children by parents for claiming mid-day meals in the initial years. The mission reiterates the recommendation of the 14<sup>th</sup> JRM for scrutinising the trends and examining the case.

2.4 As far as the enrolment trends and equity index among the special focus groups for SC, ST and girls are concerned, there is a perceptible increase in favour of such groups. The gender disparity in GER has been reduced from 12.26 percent points in 1998 to 9.62 percent points in 2001. The Gender Equity Index for enrolment at primary stage has increased from 71.77 percent in 1998 to 92.41 percent in 2000. Similarly the Social Equity Index has increased from 69.31 percent in 1999 to 75.60 percent for the Scheduled Castes (SC) in 2000, and for the Scheduled Tribes (ST) from 61.19 in 1997 to 72.33 in 2000. The mission appreciates the progress made in the reduction of gender and social disparities in enrolment at primary level.

2.5 At the existing enrolment, the state reports 1:49 Teacher Pupil Ratio (TPR), indicating the need to appoint additional teachers in the districts. The state shows 5472 vacant teacher posts against 31586 sanctioned posts in the project districts. The mission takes note of the introduction of re-deployment of teachers in the home blocks which raised the problem of rationalization of teachers on language and social background criteria. The recruitment of teachers has been delayed due to reservation related issues in teachers' appointment. The mission recommends that the issue of recruiting teachers should be taken on priority basis without any further delay.

2.6 The state has appointed teachers in the AS/ EGS centres as Sahayogi teachers at an honorarium of Rs.1000/- per month. 1730 Sahayogi teachers have been appointed in the project districts. The state intends to recruit Sahayogi teachers, in the absence/ shortage of additional teachers. The mission cautions that the implication for appointing para teachers/ Sahayogi teachers against regular teachers should be looked into in terms of feasibility and sustainability.

### *Transition, Retention and Completion*

2.7 The transition rates have increased for all categories of children between grades I and II and grades IV and V in the DPEP district for all children. The transition from grade I to II shows an increase from 57.71 percent for the 1998 Cohort to 69.29 percent for the 2000 Cohort, while from Grade IV to V shows an increase from 86.3 percent in 1998 to 88.3 percent in 2000. The increase in transition rate has been favourable for both the SC and ST children. The percentage increase is higher at grade IV than at grade-I. The repetition rates in most of the districts are varying in the range of 8 to 15 percent, despite no detention policy being followed by the State. As explained by the project functionaries, the decision regarding repetition is taken mostly by the parents in consultation with teachers in the VEC meetings of children's performance.

2.8 The DPEP districts face an alarming dropout rate of 44 per cent for boys and 47 percent for girls between grades I-IV for the Cohort 1997-98. The rate is the highest among the ST girls (52 percent). The mission feels that the problem of dropout should be further examined in the light of the findings of the household survey conducted recently and accordingly, strategies should be made.

### *Quality*

2.9 The State has till date completed BAS and MAS. The reported learner achievement as such has been commented upon both by the 14<sup>th</sup> JRM and ISM of April 2002. This mission also records appreciation for the percentage increase over BAS for Language and Maths for Class I (25.43 percentage points for Language and 28.61 percentage points for Maths). However in grade IV it agrees with ISM that 13.95 percent point increase in Maths and 7.72 percent points increase in Language needs to be viewed and monitored especially now when teacher training inputs have substantially decreased (Unicef support is not forth coming) and policy change on text books. The other concern is the performance of boys and girls across districts. Interestingly boy's performance is a concern. For example, MAS for Chatra has recorded 37.31 mean achievement for ST Boys, while ST girls in Hazaribagh has shown 69.11 mean achievement in Language. This range is also noticeable for ST



boys in Chatra at 25.29 for Maths, with girls in West Singhbhum showing 63.69 mean achievement. Overall, Chatra district is lagging behind other districts with West Singhbhum showing better results. This type of trend analysis may help the state to look more closely at the performance of districts and help identify critical pockets and develop specific interventions for special focus groups.

2.10 The state has now reported annual, monthly, weekly testing procedures and sharing of results with parents on a continuous basis. These are also shared with VEC members. This is a good move to involve learners, parents and VECs in the academic performance of students. These indicators have also been used to classify school performance in blocks and districts. This information is readily available at least in three districts. The mission suggests that in addition to these efforts the development of comprehensive school development plans could boost academic performance indicators.

#### *Teacher and Learner Attendance*

2.11 Academic performance is also related to teacher's regularity and enhanced learner attendance. For teachers, the State has taken a step for posting teachers to home blocks. This phenomena is about 4-5 month old. Results have not been monitored empirically but discussions with BEEO, DEO, VECs and other State and sub-State level functionaries have indicated improved teacher attendance. Though teachers still feel overworked by non-teaching duties related to DPEP as well as others activities, some sample studies at block levels may be helpful to examine the issue more closely.

2.12 Learner attendance is difficult to be monitored in view of the incentive schemes related to attendance. Hence on paper there is always more than 80% attendance. But spot observations and general perception of all concerned is that schools usually register poor attendance after lunch hours. The district and blocks functionaries may examine the school time table for critical subjects and re-look at activities in post-break sessions which may motivate learners to come back to school. Lack of drinking water and toilet facilities, overcrowded classrooms, underage children in lower classes can also be contributing factors to this phenomena. The state really needs to monitor this aspect and seek local support as well as review school activities.

#### *Availability of Textbooks*

2.13 As part of Bihar, the districts are facing delay in the supply of textbooks. Even in alternative schools, Bihar Education Project books were being used. Now with the shift to have Jharkhand's own textbook policy, the issue is more critical. In this session the schools have not received any textbooks though notebooks have been distributed. Introduction of English Language in primary schools from grade-I also necessitates books as well as identification and orientation of teachers plus time allotment in the school timetable. Preparedness of the State on all these accounts is rather inadequate. The state policy on textbooks, procurement procedures needs to be carefully examined and observed.

## *Teacher Training*

2.14 The districts have been conducting Ujala-I and II training developed under UNICEF funding as part of Bihar DPEP. After bifurcation as new state, the UNICEF has not given any financial support due to technical problem. For this reason the State Project Office has not conducted any training for sometime and decisions regarding training is to be taken at district and sub-district levels. The state has decided to concentrate on need and content based training in the light of introduction of new set of school textbooks. The DPOs are conscious of this need, but factors such as lack of programme funds, absence of resource institutes, delay in identifying possible RPs can adversely affect this aspect of DPEP which attributes more than 40-50 percent of budget to training and related quality outcomes. The Mission suggests that the new training strategy should be worked out fully in terms of feasibility and in conformity with the existing pedagogic practices.

## **III. EQUITY**

3.1 The State is making intensive use of EMIS and household surveys in highlighting the educational problems of disadvantaged groups such as the girls, SC, ST, children with disabilities, urban deprived children etc. The disaggregated data on enrolment, transition, retention and learning achievement among the disadvantaged groups have shown that disparities have reduced and equity indexes have increased during 1998-2001.

### *Gender*

3.2 For improving girls' enrolment and women's empowerment, the state is continuing with Mahila Samakhya in selected blocks of 4 districts (East Singhbhum, West Singhbhum, Ranchi & Chatra). The mission appreciates the efforts being made by the district level teams in implementing the planned MS activities on a proactive basis. However, the mission suggests that state level co-ordinator for MS should be in place to co-ordinate the district level activities and to initiate the MS related strategy in other needy blocks/ districts.

### *Tribal*

3.3 The State has identified some primitive tribes for whom certain group specific strategies such as the intensive advocacy campaigns, special camps, mobile teachers, monitoring of distribution of incentives have been proposed. The mission feels that the State created on the basis of substantial tribal population (28 percent) needs to build a vision which is sensitive to the educational needs of diverse tribal groups inhabiting different districts.

### *Urban deprived Children*

3.4 The State has begun to address the issues of education of urban deprived children. The household data has highlighted the urgency of taking up this issue on a priority basis. The problems seems to be the most acute in case of East Singhbhum district which has over 53 percent urban population. The district has identified eight

NGOs for partnership with DPEP in addressing the problem. The mission appreciates the efforts being made in this direction and suggests that the feasibility of involving of NGOs in programme scheme implementation should be worked out as per the GOI guidelines (the EGS and AIE scheme) and necessary steps should be initiated as soon as possible.

#### *Disabled Children*

3.5 The State has been implementing the IED component with emphasis mainly on the identification of disabled children, the distribution of aids and appliances, and the orientation of teachers. The Mission team, during district visits, noticed cases of very high incidence of orthopaedic handicaps in certain pockets (such as 41 orthopaedically handicapped children in Musabani panchayat). The mission suggests that convergence among the Health Education and the Women & Child Departments should be worked out for early identification of disability and its preventive and curative measures.

#### *ECCE*

3.6 The state is covered under ICDS programme. The DPEP has made only limited ECCE provision. The mission visited some of the centres and had discussions with DPO. It is suggested that in view of the poor performance of ICDS centres, the districts and state may plan for better coordination with the Women and Child Department for rigorous ECCE support to under age children.

### **IV. PLANNING, MANAGEMENT AND SUPERVISION**

4.1 This mission shares the concern of earlier two JRMs for the delay in completing the legal requirements for the bifurcation of the project/ state. The preparation is still not complete. The financial management staff at the senior most level could not be appointed due to delay in the screening process. Other two posts have been filled and auditing system is in place. During discussions with the Education Minister and Education Secretary, it was indicated that the state is not able to find appropriate person as per the terms and conditions for the post of Senior Finance Officer. The GOI and World Bank may review the problem with the SPD.

4.2 At the SPO, State Project Director has been appointed with additional charge. With two more persons reporting on April 22, the vacant positions are 12 as against 30 sanctioned posts. The district level vacant positions continue to be 106 as against 234 sanctioned posts. Districts of Chatra and East Singhbhum report the maximum vacant positions (upto 45%). Some of these are key positions like DPC, ADPC etc. During discussions two issues have emerged – delay in completing appointments at SPO and DPOs even though the earlier JRMs as well ISM have pointed out the need to fill vacancies. The delay is now being attributed to Jharkhand Government's recently released order on reservation of posts. The second major issue is whether now for the remaining months of the project it would really make a difference to employ more staff especially at DPOs or project must find alternatives to ensure efficiency and completion of targets. District persons feel that even in the past they always had less number of persons in position and have managed the project. This mission will like to flag this issue in view of the understaffed State Project Office

(especially because it is also the implementing agency for SPEED and SSA etc.)-and also the DPOs. The existing staff has been observed to be over stretched. This is definitely affecting the programme implementation. Hence positions need to be filled immediately. The state has made some progress on reducing dual responsibilities. But SPD is still in dual charge of SPO and Director, Primary Education.

4.3 At the sub-district levels, 55 BRCs and 346 CRCs have been planned for the total project period. So far 46 buildings have been completed for BRCs and 124 CRCs, the major backlog are the CRCs (163). The position has been attributed to late release of funds by GOI and subsequently by GOJ as well as less than sufficient funds received in relation to budgeted expenditures. In the absence of fully functional and adequately staffed DIETs, this issue especially of CRC's role and contribution become a central issue. The state has recently taken a policy of posting teachers to their home blocks. This has resulted in large scale reshuffling of teachers including CRCCs. Secondly the state has a policy of rotating post of CRCCs every year or as may be decided by the teachers. Presently the capacity building of these new CRCCs and their role in Cluster Schools is still at the preparatory stages. While the state would need immediate capacity building support in view of the new policy on textbooks. The issue of capacity building is also likely to suffer from paucity of funds.

4.4 The State has completed house to house surveys practically in all the districts especially in rural areas. Evidence of preparation of village education plans was visible in the field. The data has been compiled manually at cluster levels. The village education plans provide information on primary and middle schools in each Panchayat alongwith information on school related variables like children enrolled, sanctioned teacher posts, teachers in position, Sahiyakas, position of infrastructure, learning equipment alongwith non enrolled children (the issues and problems) etc. This information has been used to generate village education plans alongwith village education committee members for further action. In the district visited, evidence was seen for culminating village education plans into panchayat level plans, into block education plans and these being reflected in district plan and AWPB. This is a commendable effort of the state though inter district variations cannot be ruled out. The state still feels the needs for the appraisal of AWPB by the GOI.

4.5 The mission feels that districts have developed the capacity to develop their own plans at the micro level and are in the process of using data for interventions. But these interventions are more in the nature of generating demand and identifying locations for schools in unserved areas, improving infrastructure and generating local resources. But the use of information for quality improvement processes is still at an early stage. EMIS data is being used by district and block level persons but below that it is still found to be a bit complex for immediate use. It can also be due to computerization with which sub- block persons and parents and VECs in general are not familiar.

4.6 School improvement plans and implementation there of as such could not be observed during visits. However, in discussions with the other five districts it was found that some districts (e.g. Dumka, Chatra, West Singhbhum) are trying to classify schools based on performance and then develop specific interventions for weaker districts on a priority basis.

4.7 The state is yet to initiate process of panchayat elections and decide on powers to be attributed to PRIs. However, DPEP created processes like VECs, PTAs/ Mother-Teacher Associations etc. are being perceived to be catalysts for reflecting and lobbying for village education related issues. It is being felt that village plans generated from House to House surveys will facilitate informed decision making even if PRIs come into existence at some point of the DPEP. So far notification for VECs and for PRIs has not been issued by the Govt. of Jharkhand.

4.8 For monitoring and supervision, the district project offices at their own initiative are drawing up accountability process and monitoring mechanisms. The process starts from identifying village level actions in terms of out of school children and school related activities and then working these out at panchayat, cluster, and block levels. Every district has a range of education officer across three blocks, in addition to a district education officer and block education officer. All these associate closely with the DPEP functionaries. Some decision making powers have also been delegated to these sub district levels. Now these are able to generate demand and negotiate with block and district level officials for the provision of schools, repairs up-gradation etc. In the absence of any official devolution of power, this arrangement works more as powerful local leadership and district officials usually respond.

4.9 The State has four DIETs and 5 PTTCs for these six DPEP districts. However, Dumka is without any of these facilities. The DIETs are essentially upgraded PTTCs. These arrangements are still in the pipeline for strengthening and assuming DPEP roles. Pending approval from MHRD and also recognition of courses by NCTE, this can be a long process. Present available structures are understaffed and do not appear to play any significant role in the DPEP.

4.10 The State has some discussions about SCERT and SIEMAT. The vision is yet to emerge. It is recommended that the State may do a visioning exercise for developing a comprehensive plan for resource institutions such as SCERT, SIEMAT, Textbook Bureau etc. These some where also get linked to larger issues of school board and the type of organizational structure this small State with multiple languages may like to evolve for itself.

## V. STATUS OF PROGRAMME IMPLEMENTATION

5.1 As observed by the ISM of April 2002 the flow of funds has remained a major constraint during the last two years ever since this new state has been created. In the year 2001-2002, the state budgeted for Rs. 4900.94 lacs starting with a balance of Rs 35.05 lacs. However, the fund release till 31.3.2002 was 1909.17 lacs which came in August, 2001 and March 2002. Rs.1000.00 lacs are yet to be received by the SPO. The State share of Rs. 5.37 crores has been received. Against this receipt the expenditure stands at 88.01 percent, but against budgeted amount it is only 34.29 percent. This trend is the repetition of the situation over last few years.

## Pattern of Expenditure

(Rs. in lakhs)

	Budget	Expenditure	% Budget
1997-1998	998.416	97.077	9.72
1998-1999	2814.587	1175.205	41.75
1999-2000	5258.936	1997.214	37.98
2000-2001	4312.428	1475.852	34.22
2001-2002	4900.94	1680.33	34.29

The pattern of expenditure against the receipt and allocation for the total project as well as for each district was examined.

### Budgeted, Allotted and Expenditure statement 1.4.2001-31.03.2002

(Rs. in lakhs)

Sl	District	Fund Available					Total Fund	Expenditure incurred as on 31.3.02	Percentage	
		EFC	Budget	Opening Balance	Fund Allotted by GOI	Fund Allotted by GOJ			Against Budget	Against Allotment
1	Chatra	2591.696	718.688	3.58	222.00	78.81	304.39	284.66	39.61	93.52
2	Dumka	3834.698	788.373	3.60	210.00	82.06	295.66	267.46	33.93	90.46
3	East Singhbhum	3819.235	673.412	3.54	222.00	103.37	328.91	261.58	38.84	79.53
4	Hazaribagh	3664.56	758.174	17.21	195.00	76.50	288.71	249.72	32.94	86.50
5	Ranchi	3873.838	790.067	3.00	57.00	84.15	344.15	324.03	41.01	94.15
6	West Singhbhum	3797.223	764.806	4.12	207.00	92.22	303.34	266.98	34.91	88.01
7	SPO, Ranchi	0	407.42	0	24.11	19.90	44.01	25.903	6.36	58.86
	Total	21581.255	4900.94	35.05	1337.11	537.01	1909.17	1680.33	34.29	88.01

- Note :-
1. Share of Central Govt. of India a sum of Rs. 1200.00 lacs received by State society on 6.8.2001
  2. Share of State Govt. a sum of Rs. 537.01 lacs received by State Society on 6.3.2002.
  3. A sum of Rs. 1000.00 lacs is sanctioned but not received yet.

The above table shows poor expenditure level as a result of less allotment. The state could spend 88.01 percent of the allotted amount. Districts have shown better utilisation than the SPO. The mission is of the view that timely flow of funds to state and sub-state level is important and GOI should identify and remove the bottlenecks. The state is yet to submit proposal for the financial year 2002-2003. The situation can worsen due to delay in completion of legal documents.

5.2 The delayed and under release allotment of funds have resulted in low levels of expenditure for components across the districts and SPO. GOI also agrees that overall progress has been slow though last two months do show some improvement. Civil works are catching up but some works are still to start. Shortfall in additional classrooms (789 against 1557 planned) new school buildings (396 against 819) and in other such important areas is quite alarming. Proposals for child friendly elements, rehabilitation, provision of drinking water toilets etc. have been non starters. The quality of construction of new school buildings, BRCs and CRCs was found to be satisfactory. Evidence of community contribution in construction work was also

noticed. The mission recommends that fund flow for civil works should be stable and continuous.

5.3 Delayed payments to Sahayikas, ALS teachers and others have affected the motivation of district and sub-district functionaries. TLM grants to teachers are the worst affected. In a state with alarming number of out of school children, the slow progress in opening schools, appointing para teachers, non-supply of text-books and TLMs can cause a set-back to the progress made. Components like tribal education, other disadvantaged groups, monitoring research and evaluation has recorded zero percent expenditure. It is to the credit of the state that in spite of this hardship facilities created are being used.

5.4 The state is yet to draw-up a comprehensive convergence plan at the state level though evidence of convergence in districts is visible to some extent. Dependence on ICDS for ECCE has not given effective returns. Mid-day meal programme enhancing enrolment and attendance needs to be reviewed. Convergence possibilities for cooked meal could be explored.

## VI. SUSTAINABILITY

6.1 The state has not developed any sustainability plan till date. Since the State is likely to have huge savings in its EFC amount at the end of September, 2003 (the likely date for ending the programme), it has submitted a restructuring plan of Rs. 101.72 crores for the extended period of 2003-05. The EFC amount for the State is Rs. 215.81 crores and cumulative expenditure is 60.93 crores (February, 2002) which is only 28.17% of EFC amount. The issue is pending with MHRD and the World Bank. Meanwhile State has planned for SSA in these districts and the Jharkhand Education Project Council is also the implementing agency for SSA.

6.2 Jharkhand is in the process of establishing as a new state. Even for DPEP purposes, the legal document is not complete. Issues related to the Education Department, management of various projects and required manpower, policy on opening of schools, teachers induction training, recruitment and placement are still evolving. Hence, these are risk factors especially at the state level. Districts are functioning and are ready with plans and strategies but much would depend on generation of manpower, deployment and recruitment of teachers, putting capacity building structures and process especially for teachers in place and regular and timely flow of funds to state society and district offices. These would further require some administrative reforms, timely decisions and government orders. For example lack of long term vision on textbooks preparation, production and distribution can affect the programme significantly. Large numbers of out of school children, eligible habitations without schools, all can be risk factors for programme implementation and sustainability.

6.3 The field level processes have evolved in the DPEP districts over a period of time and this is a great strength. The participatory processes and empowered people are visible despite pending notifications on VEC, Panchayati Raj Institutions. Administrative set-up needs to gear up to meet this spirit and stabilize the processes on priority basis. Coordination and linkages at Deputy Commissioner's level are visible.

6.4 Since no institutions at State level have been established till date, the Mission feels constrained to comment on their sustainability as such. The situation is alarming as the Project DIET at Ranchi which was once seen as model DIET by the country is not fully functional now.

6.5 Sustaining quality can become an issue if precautions are not taken immediately. With major policy change on textbooks, many districts with multiple languages, irregular and inadequate release of TLM Grants due to perpetual shortage of funds, total dependence on resource groups for capacity building can further slow the progress of the programme implementation. The State has not undertaken any diagnostic, evaluation or impact studies of programme interventions till date. Hence improvement effect is more of impressions rather than based on evidences. The State may require support to generate vision and plan studies. The state still would require the continuous support and monitoring.

## **VII. NEXT STEPS**

- 7.1 Completing the formalities required for fresh legal document for the state.
- 7.2 Filling up the vacancies of teachers and SPO and DPO staff.
- 7.3 Ensuring timely and regular availability of textbooks.
- 7.4 Drawing plans for opening of schools especially in unserved habitations and meet the educational needs of identified out of school children.
- 7.5 Taking concrete action on establishing and strengthening project implementation structures and resource support organisation like – SCERT, SIEMAT, DIETs



### Follow-up on recommendation of 14<sup>th</sup> JRM

Recommendations	Status and Progress
Completion of the civil works underway before March,2002	Based on the funds made available from GOI, districts have completed on going civil works activities by March,2002. However new activities in Civil works could not be taken up fully due to shortage of funds.
Operationalisation of SIC and Executive Committee	State Implementation Society, i.e. JEPC is operational and the 1 <sup>st</sup> Executive Committee meeting took place on 27-12-2002.
Complete the formalities required for fresh legal document for the state of Jharkhand	<ul style="list-style-type: none"> <li>• For amending the legal documents, hiring of financial management staff has been initiated. At present Accounts Officer and Accountant is in position and appointment of Controller of Finance is in process.</li> <li>• Fund flow from State to district and financial management system is in place.</li> <li>• The Internal auditing system is already in place and arrangements for external audit has been made.</li> <li>• The State Component Plan has been dispatched to MHRD.</li> </ul>
Fill up the teacher vacancies	The issue of teacher vacancy is reported to be under active consideration of Govt. of Jharkhand. State public service commission would be recruiting soon.
Full time staff in SPO. Also fill the posts required to operationalise SIEMAT, SCERT & DIETs.	<ul style="list-style-type: none"> <li>• At present 16 staff members are in SPO and rest are in the process.</li> <li>• Proposals of SCERT is consideration of Govt. of Jharkhand. Proposal for setting up SIEMAT has been made. DIET staffing at the state level has been reviewed by the GOJ and soon action will be taken in this regard</li> </ul>

**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**

**Kerala State Report**  
**(21-27 April, 2002)**

## **I. INTRODUCTION**

On behalf of the Fifteenth Joint Review Mission of the District Primary Education Programme (DPEP), Prof. S V S Chaudhary (GOI) and Mr Subir Shukla (EC) visited Kerala from 21-27 April, 2002 to review the progress of the programme in both the Phase I and II.

During its visit to the district of Palakkad, the Mission team interacted with children of schools and MGLCs, parents, community leaders, members of the VECs, PTAs, MPTAs, Panchayats and Block Panchayats at several sites. Meetings were held with BRC trainers and coordinators, DIET faculty members, and DPO staff of the district. The team also met with all the DPCs, DIET principals and some of the programme officers of all districts included in DPEP. At the state level the Mission had detailed discussions with the programme officers and the SPD, as well as some prominent academicians who have been observing the programme. The team met with the Director SCERT, the DPI, the Secretary Education (General) and the Education Minister.

The Mission is grateful to all the state, district and sub-district representatives for their transparent and detailed sharing of information and issues, as well as the hospitality and numerous courtesies extended to the team.

This visit of the Mission took place at a time when there has been considerable public discussion on DPEP and wide-ranging speculation that the government is unlikely to sustain the curriculum, evaluation and the pedagogical thrusts of DPEP. The constrained financial situation of the state is also reflected in the paucity of funds at various levels of the programme. Despite this, a wide-ranging number of initiatives undertaken by DPEP appear to be bearing fruit, presenting a strong case for sustainability.

## **II. LEARNING, COMPLETION AND QUALITY**

*Strategies for improvement in development outcomes*

*Completion and Repetition Rates*

Data supplied by the SPO on enrolment reveals a decline of 37324 students from 1997-98 to 2000-01, that is, of 4.4%. Reasons for this are stated to be that of decline in the rate of population growth and the migration of students to private schools. However, available data might need to be analysed further or studies undertaken in order to verify if this is indeed the case. An examination might also be needed of the

trend in low enrolment pockets such as tribal areas, where enrolment might be expected to continue to grow at a more rapid pace consequent to DPEP inputs.

On completion rates, the Mission was unable to obtain any clear data, though they are reported to be very high. At present figures of not enrolled and drop-out children are aggregated which makes it difficult to assess increase in retention.

On transition from one class to the next, state government policy mandates a non-detention in class one, followed by at least 90% promotion in the remaining classes. In overall terms, repetition has declined marginally from approximately 21,000 to 19,000 children in phase 1 districts and 16,000 to 15,000 in phase 2 districts, with the overall repetition rate now standing at approximately at 4%, as against an admissible rate of 10%. However, this needs to be seen against the decline in enrolment rates before any conclusion can be drawn.

In light of the above, the Mission recommends that the SPO / DPOs undertake greater analysis of available data, supplementing it with other studies as needed. The Mission was also informed of the house-to-house survey now being planned, and that it is likely to help overcome gaps in available data.

### *Achievement*

The recently conducted TAS shows significant improvement in all three phase 1 districts, though the degree of improvement is varied, and registers negatively in terms of boys for Malappuram district. However, DPEP officials point out that there are limitations in TAS as conducted in Kerala, and that it was unable to take into account the fact that items being tested for were not emphasised by the state curriculum for the tested age groups. Also, evaluation in DPEP has not involved time-bound, objective tests of this nature, which affected the ability and willingness of many students to participate in the exercise. The Mission opines that given this situation, it is possible that the TAS may not offer a true reflection of learning achievement in DPEP I districts of Kerala.

The state has commissioned a number of independent research studies to examine learning achievement, many of which bring out the great strides made in terms of both outcomes and processes. The Fourteenth JRM had taken note of data available comparing the performance of children from DPEP and non-DPEP districts, as well as that comparing the performance of class 4 children in the same tests as given to class 8 children – in both of which DPEP children have significantly outscored their counterparts. DPEP Kasargod is implementing an achievement study of its own, based on evaluation tools developed along the lines of DPEP curriculum, while BRC Trithala notes that 80% of the students have achieved the expected learning levels this year. Studies have also revealed development in skills of communication, participation in learning processes, undertaking projects, and information acquisition and processing in children of DPEP schools.

Parents that the Mission team interacted with pointed out the great improvements noticed by them in their children, in a number of areas. Yet another indication of 'achievement' pointed out was that in the children's sections introduced in leading dailies in the state, an overwhelming majority of contributions is from children of

DPEP schools. The project is also focusing on enhancing learning achievement in children with disabilities enrolled in DPEP schools under the IEDC effort. A baseline achievement survey (designed to suit the emphases laid in the state curriculum) is about to be implemented.

While the levels of learning attained by children and ongoing efforts by the state for evaluation are commendable, the Mission notes that insufficient dissemination of available data on achievement has resulted in some sections of society doubting the efficacy of DPEP endeavours. At the same time, it is now necessary to identify groups or pockets or curricular areas of low achievement in order that focussed inputs might be made.

### **III. Progress on Ongoing Initiatives**

#### *Teacher development*

A considerable amount of teacher training (120 days) has already been made available to teachers in DPEP districts since the programme commenced. It was reported that the inservice programme planned for this year, however, has been held over since there was uncertainty as to the direction of pedagogical thrusts to be taken.

There is, at the same time, evidence of a large number of activities taking place at the district level to help sustain ongoing teacher development. The hub of these activities is the BRC, which is well staffed with trainers who also serve as CRC Coordinators. These centres provide academic support while also monitoring progress through a well-evolved set of tools and system. Regular planning, goal setting and peer review as well as support (through school resource groups and monthly meetings at the cluster level), and weekly on-site support visits are some of the key components.

The trainers emphasised the need for a friendly and informal approach that would give confidence to teachers. An extended interaction over many days was undertaken at the school level (through a programme called *Kalari*) to help teachers overcome their difficulties. The Mission appreciates this willingness and commitment to work as one with the teacher, participating in planning and implementation at the classroom level, and the development of an 'evolving handbook' for teachers, emerging from these interactions – such a participatory approach and ongoing development of support material seems to have gone a long way to enable teachers to internalise and implement child- and learning-friendly pedagogy.

In light of this, the state might like to consider the inclusion of appropriate elements from DPEP successes in the pre-service teacher education courses as offered at DIET and TTIs, a step would help sustain the gains being achieved.

#### *Material Development*

Apart from textbooks and teachers' editions, a considerable amount of material – for children, parents, teachers and supervisors – has been developed at the state, district and sub-district levels. Samples that the Mission was able to examine were of a fairly high degree of quality.

While the existence of so much material in a context where there used to be little is appreciable, it also needs to be examined if additional material is now likely to have proportionately additional impact. There is a need to focus on enabling more effective use of available material by its intended audience.

Teaching learning material is also being developed by teachers in most schools, and there was evidence of collaboration among teachers in terms of pooling talents and resources for material development. The Mission, though, did come across examples of materials being more elaborate than needed, thus requiring greater teacher time without contributing more to learning. Also, material that lends itself to multiple uses needs to be emphasised. Optimal utilisation of library facilities available also needs to be ensured.

### *Teaching-learning process*

Interactions at various sites reveal that an activity-oriented pedagogy is being practised in DPEP schools. Teachers generate learning experiences around expected curriculum objectives for children with the help of challenging tasks and appropriate teaching learning material. Studies commissioned by DPEP reveal a high degree of participation and interaction in the classroom and school as a whole. In higher classes, children work on projects that require them to plan and execute an inquiry around identified topics. This often spills over to the home with parents being called upon to contribute (a point appreciated by them) towards this learning about the child's environment.

Using planning devices, the teacher is able to plan for the day as well as record classroom transactions. Such a classroom naturally requires regular preparation and there is evidence that a large number of teachers are undertaking it, with many of them innovating on the suggestions made in DPEP materials.

The Mission notes that transition to such a pedagogy is not easy and found the degree of success achieved in this direction commendable. At the same time, it is noted that such a paradigm shift cannot be attained in a short duration and the Mission urges that efforts continue to enable more and more teachers to implement such a pedagogy effectively.

### *Teacher deployment and management*

While teacher shortage is not an issue in Kerala, administrative reasons have prevented the appointment of fulltime government teachers in some of the schools opened by DPEP. Hence ad hoc teachers have been appointed at present, with their salaries being borne by DPEP. At the same time, there are a large number of surplus, 'protected' teachers in the districts. The services of these teachers could be made available to DPEP, and the government has indicated that a policy to this effect is under consideration.

## *New Initiatives*

Among the new initiatives launched are Pedagogy Parks, essentially a resource-cum-activity centre attached to a BRC. These are meant for a number of purposes ranging from being pilot areas to housing teaching-learning resources that teachers can draw upon. The Mission, however, felt that there was insufficient distinction between Pedagogy Parks and what BRCs are expected to be anyway. There is a need to re-visit the concept and attain greater clarity.

Distance education efforts are under way through the development of audio material for radio programmes, and the use of information technology. A website has been developed to provide an electronic resource base and facilitate interaction among teachers. An examination of the site reveals a well-worked out design that can grow and support teachers in a number of ways, and the Mission finds this effort particularly praise-worthy.

A training of teachers is also planned in ICT, and would enable them to use computers and the net both for teaching as well as their ongoing professional development.

Some of the districts have initiated summer vacation activities such as teaching of English or running activity centres in schools, for which teachers have volunteered their services, an indication of the potential for sustainability.

## *Evaluation*

A well-worked out system of continuous as well as periodic evaluation is in place, and provides information to teachers, parents and children. It is child- and learning-friendly, in keeping with the pedagogy advocated in DPEP, and enables teachers to plan activities / inputs in accordance with performance outcomes. Provision is also made for the teacher to examine her own performance. Studies indicate that this kind of evaluation does not generate the usual fear associated with examinations. Evaluation records shown to the Mission revealed how the progress of children could be tracked over the year, while the periodic evaluation was able to capture the exact degree of learning level achieved by individual children and the whole class in the identified curricular items.

The Mission was deeply concerned to observe the widespread notion – among teachers, parents, community members, trainers, and DPEP staff – at the field level that this evaluation system is now being ‘discarded’. While the Mission was unable to obtain the copy of any such document, there are reports of an ‘order’ or ‘minutes’ to the effect that pen-and-paper examinations must now be conducted. Consequently, several teachers have stopped implementing the evaluation system being followed in DPEP. There are reports of meetings held by AEOs with Headmasters wherein they have been directed to start using terminal examinations from class 3, which has in turn led to teachers not being sure whether to implement an activity oriented pedagogy. It is also reported that question papers have begun to be printed.

All this is, no doubt, damaging to the quality improvement now beginning to take root as a result of DPEP efforts. The Education Minister and the Education Secretary have

clarified that no such order has been issued, and the intention is to 'update' DPEP practices. However, the Mission would urge that a clear message be sent down the line to the field level on this issue, so that hard-won gains may not be lost.

#### **IV. Community Involvement in Quality Improvement**

Involvement of the community in school improvement efforts is one of the more visible achievements of DPEP. There are several, wide-spread examples of the community contributing in terms of cash or kind, or through services. Parental visits to the school have dramatically increased in frequency. MTAs are commonly involved with the organisation of co-curricular activities and events or functions such as the celebration of 'days'. A School Support Group has been formed in every school and takes up matters related to bringing about improvement.

To help parents understand quality related aspects, parent support material has been developed. However, as this has been made a priced publication, its reach is limited at present.

Quality monitoring cells have been established at VEC, Panchayat and the Block Panchayat levels, along with monitoring tools for their use. These cells visit schools periodically, identify difficulties and shortcomings, discuss with HMs, and offer support in some areas. Community members involved in monitoring indicated that on the whole there has been a positive response, though all the changes sought by them do not always come about.

#### **V. Institutional Development**

The Mission is in a position to report that CRCs-BRCs are functioning well in DPEP Kerala. They are strong functional units in themselves, and undertake a wide range of activities. There were reports, though, of some of the BRC trainers wanting to repatriate to the original posts due to the demoralisation resulting from the feeling that DPEP initiatives related to quality improvement might not continue.

DIETs in Kerala, too, are well-staffed with fairly competent faculty members, and have been able to implement various quality improvement initiatives. They are now also being strengthened by provision of computers and Internet capability. However, DIETs are hampered by having staff that is almost entirely contractual, which affects the long-term effectiveness of the organisation. A clear need for inputs leading to professional development was also expressed by DIET faculty members.

A very large number of action researches as well as research studies have been undertaken at various levels in the programme, and could contribute to institutional development. However, research findings need greater sharing, deliberation and actual adoption in terms of improved practices. While it is reported some dissemination has taken place, the Mission found little evidence of awareness of the findings of these researches. They also do not seem to have been taken into account by the recent commission to review DPEP curriculum and practices.

## **VI. Sustainability**

As indicated, the sustainability of reforms and benefits brought about by DPEP is under question, and needs to be addressed urgently. (See section on Sustainability.)

## **VII. EQUITY**

Given the high enrolment and retention rates in Kerala, equity issues as usually included in DPEP do not apply as they do elsewhere.

### *Out of school children*

Data on out of school children is available for certain groups such as tribal children, children with disabilities and children from fishing communities. However, one group that still remains to be surveyed is that of urban deprived and working children. The Mission notes that the house to house survey planned is likely to include these children as well.

### *IEDC*

A group that has tended to be left out of the school system is that of children with disabilities. DPEP has made a commendable major initiative through IEDC, with around 22000 children having been enrolled in normal schools, through an effort involving community mobilisation. This is backed by training of teachers, appointment of resource teachers, setting up of activity centres, resource rooms, holding weekend and vacation support classes, counselling of parents and home visits, as well as sufficient supply of material. Convergence with other schemes has resulted in the supply of appliances and aids. During the field visits, the Mission team was able to witness parent counselling, compensation classes, and activity centres. The great effort that has gone towards the inclusion of this group has already begun to bear fruit with parents reporting improvement in their children. They are also grateful to the system for having cared for their children, and this has emerged as an initiative receiving support and appreciation from all sections of society.

### *Gender*

Though not an issue in terms of enrolment, retention and achievement, it remains an important consideration so far as professional advancement of teachers is concerned. While a majority of the teachers are women (around 67%), an overwhelming majority of trainers are men. The reasons offered for this do not seem tenable in the face of facts, and this remains an area where DPEP still needs to make an effort.

### *VIII Initiatives for Tribal Children*

Tribal pockets falling in DPEP districts record low participation in education, due to poor access and poor functioning of schools in these remote areas. DPEP addressed the issue by creating tribal volunteer groups for data collection and awareness, and then followed this up with the opening of new schools and MGLCs in tribal areas. A Tribal Resource Support Group was also set up for each of the tribal pockets, to support teachers who were unfamiliar with tribal culture. A Link Language programme was also conducted through these groups to help teachers overcome



linguistic barriers. Intensive monitoring has also been put in place, despite the physical difficulties involved in making site visits. Data made available to the Mission indicates greater participation and more regular functioning of schools in tribal areas.

### *MGLCs (Multi-grade Learning Centres)*

These are single teacher learning centres established in school-less habitations with 20-30 children of school-going age. Physical facilities in terms of non-pucca single-room structure have been made available with community support, which is fairly high in most sites.

The instructor appointed is from the local habitation, with secondary education, and training inputs from the programme. Most of the MGLCs function well and attendance patterns are high (and though there is no data, would be likely to compare well with those in formal school). There is evidence of a fair number of children being mainstreamed from these MGLCs into the formal school system. In every BRC 2-3 trainers have specific responsibility to monitor and support the MGLCs.

The MGLCs are based on the Rishi Valley model, with some modifications, and cater to a multi-paced learning situation. However, material for classes 3-4 has not yet been made available, and the centres now present a 'mixed model'. In some centres, a larger student population is making it difficult for the instructor to provide adequate attention to all the groups. In terms of the material used, sub-cards are not really being utilised.

In some areas the community wants to see the MGLCs approximating the typical formal school, resulting in the dilution of the original model. There is also a tendency in the MGLC curriculum and materials to focus much more on literacy and numeracy aspects, with other 'reflective' elements as highlighted in the state curriculum not finding sufficient space. Much of the emphasis is on individual interaction with print materials, and children do not appear to be getting sufficient opportunities for using concrete materials (especially those from the environment) and working in collaborative situations with other children. In the one MGLC presently operational for working children, the activities do not draw sufficiently on their experience and prior knowledge.

Though support has been available to instructors, it is clear that they need more and recurrent inputs, especially for higher classes. The relatively low remuneration has resulted in high turnover, making it difficult for the programme to maintain quality. District and block personnel have themselves had limited inputs regarding the MGLC and this limits their ability to support these centres in academic terms.

While preserving the multi-paced nature of the MGLCs, critical pedagogical practices and curricular emphases as introduced in formal schools by DPEP need to reflect or be implemented in these MGLCs as well. There might also be a need to review the materials being used and to revise the package in light of the last few years' experience.

These MGLCs are expected to be sustained under the SSA.

## IX. PLANNING AND MANAGEMENT

### *Capacity building*

A fairly effective management structure is in place at the district and sub-district levels, with experienced and competent staff in most positions. To support school management and administration, orientation of HMs is being organised periodically.

The Mission notes, however, that most of the key personnel at the SPO have only recently been appointed. At present, they are unable to provide leadership and guidance to the district teams, which has resulted in the delays and dilution. An orientation and developmental inputs in various aspects of the programme would enable them to play their role better.

Consistency and continuity is also needed, and frequent transfers in some of the posts at the SPO have affected its ability to contribute to the programme. New staff is also likely to be replacing programme officers whose terms come to an end at the district level, and there is a need to put in place steps for their capacity building.

### *Data and its use*

The Mission was able to examine the voluminous data now available at the various levels on a variety of facets. There is now a need to correlate, streamline and consolidate these various kinds of information available, in order that more cross-linked analysis might be possible. Such consolidation of available documentation would also contribute greatly to sustainability of the gains achieved.

Tools / indicators being used for classroom observation and assessment of school performance would also need to include certain outcome indicators, and perhaps offer a *phased* sequence of implementation of new practices. Data emerging from monitoring of classroom and school practices tends to show a greater recording of managerial, organisational and logistical issues, rather than academic. The Mission was informed that though academic issues are discussed, they tend not to be recorded. Emerging data is also used in a case-by-case manner, but not in terms of an overall perspective, or for target setting in terms of quality improvement in the cluster or block or district.

At the state level, too, consolidation of district and sub-district level data is needed, in order that trends across the programme might be identified.

### *Monitoring and supervision*

Monitoring has come to be incorporated in most activities being implemented by DPEP, through the development of indicators as well as the institution of monitoring through a range of structures involving parents, community members, teachers, trainers, and administrative personnel. Interaction and a supportive engagement form a part of most monitoring at the field level.

### *Coordination and convergence*

Coordination and convergence are now taking place in many areas of programme implementation, some of it being accelerated by the shortage of funds. With the support of VECs and PTAs, local MP funds have been tapped for civil works. Local NGOs and community leaders have been involved in supporting MGLCs. There are instances where, with paucity of funds affecting teacher training, Panchayats have stepped forward to contribute. Grama Panchayats and Block Panchayats have also helped towards publishing materials and newsletters. Community and NGO representatives have been involved in monitoring.

At the district level, DIET faculty members have been incorporated in the BRC structure itself. Convergence is taking place with the ICDS/Social Welfare department for implementation of ECCE, with the Tribal Welfare Department for quality improvement in tribal pockets, and with the Scheduled Castes Welfare department for a number of activities. The distance education unit has collaborated with the SIET for preparation of self instructional material.

As the programme enters its last year, avenues for convergence need to be more systematically explored and utilised.

### *Autonomy and decision making*

Though not implemented this year, School Education Plans have been developed over the past few years for every school, by key stakeholders including parents, community members and school staff. These are consolidated at cluster, block and district levels. This process has resulted in a degree of decentralisation and contextual goal setting, within the overall programme framework. The Mission team came upon several instances of local initiatives undertaken by schools, clusters/blocks and districts, often using local resources. It can be said that a fair degree of autonomy does exist at the district and sub-district levels.

The linkage of DIETs and DPEP structures is already very strong and could now be furthered through greater involvement in decision making processes for district specific inputs.

### *SIEMAT*

The position regarding the SIEMAT remains unchanged. Still seen as a wing of the SCERT, it has not yet taken a functional shape. As planning and management functions have been unhampered over the years, a view might be taken on whether the SIEMAT is still required in the state, though in the context of the forthcoming SSA.

## **X. SUSTAINABILITY**

The Mission found various structures such School Resource Groups, CRCs, BRCs DIETs, DPO are in place and can perform various activities. Community involvement in the form of PTA, MTA and VEC is also active. All this has prepared the ground for sustainability of DPEP initiatives.

### *State vision*

DPEP has a well-articulated pedagogical vision, consistently running across the diverse range of initiatives undertaken. This vision is strongly visible at the district and sub-district level, particularly in the teams of trainers operating in BRCs. Despite the various difficulties, a majority of schools seem to have come to understand and appreciate this pedagogical vision, and it is also visible in terms of the community involved, particularly in the SSGs.

A strategic vision on the operationalisation of SSAs and DEEPs has been developed by the state government. Intervention-wise responsibilities of various functionaries under SSA have been worked out so that SSA is implemented effectively. Various committees have been proposed at various levels (from state to the village levels) to decentralise the decision making process. The Mission notes that the State Resource Group structure emerging in DPEP is intended to be continued in the SSA and urges that involvement of practitioners from the field level (based on identified competence) continue to receive the attention it has till now.

At present, 55 BRCs and 690 CRCs equipped with adequately qualified human resource are in place to sustain the various pedagogic activities in the DPEP districts. The state government proposes to create similar structure in the non-DPEP districts under SSA, while also continuing to support when SSA implementation commences in DPEP districts after the end of the project period.

In order to mobilise local resources in terms of 'money, materials and manpower (3m)', convergence among PRIs, NGOs, governmental departments has been proposed. Resources available under various schemes can be pooled to bring about the desired change in primary / upper primary schools in the state.

At present, there is no transition plan (from DPEP to SSA) in the DPEP districts, as the programme has been extended to June 2003. The Mission urges the state government to ensure that the remaining project period is utilised to ensure that such a transition plan is developed to ensure effective sustainability of gains achieved.

### *Institutional Development*

Involvement of institutions such as the DIETs and SCERTs has been in place for the last few years. The Mission noted that DIETs have been very closely involved and represent the district technical team of DPEP.

In the recent round of public discussion on DPEP and quality improvement efforts, the re-affirmation made by the state government of the mandate that SCERT has (in terms of determining curriculum, materials, teacher development and related inputs to quality improvement) is a step that would assist in institutionalisation and sustainability of DPEP processes and gains. This naturally requires an ownership of the practices successfully introduced in DPEP, which at present does not appear to be the case. The expertise already available in the SCERT could be enhanced through required developmental inputs. Given the large number of responsibilities now assigned to the SCERT, it might also need to tap professional and academic support

from beyond the institution. All this could be helped by the development of a *strategic* implementation plan.

### *Continuity of Quality Improvements initiated in DPEP*

As mentioned earlier, doubts about continuation of DPEP initiatives have been generated, especially at the field level, because of a number of reasons:

Lack of funds at the BRC/DPO gave the impression that the programme is at its last stage. This resulted in a number of activities at various levels being cancelled or postponed, indicating a considerable slow-down in DPEP implementation.

The issue of pen and paper examinations being re-instituted in class 3 has led to a large number of teachers now insisting that DPEP pedagogy no longer holds, and that they must teach for examinations.

The class 8 textbooks were not published, with children and teachers needing to manage with copies of 'old' books. Again, this was interpreted as the 'DPEP approach' now being 'abandoned'.

This has resulted in considerable demoralisation among teachers and trainers who have worked hard and seen children growing and learning. Many parents and community representatives too expressed their concern to the Mission, insisting that the DPEP 'approach' be extended in its undiluted form to classes beyond primary.

In interaction with the Mission team, the Education Minister and the Education Secretary indicated that DPEP quality thrusts and initiatives are not being abandoned, and that the SSA is not replacing but building upon the gains of DPEP.

However, a report of the expert committee set up by the Government of Kerala for review of the new school curriculum has made several comments / recommendations with regard to DPEP interventions. These may have an adverse effect on the continuity of the gains achieved in DPEP. Government of Kerala might like to review the report in this light.

## **XI. STATUS OF PROGRAMME IMPLEMENTATION**

### *Slow down*

The Mission was greatly concerned to note that – despite the many ongoing successes in the field – there has been a grave slow-down in the programme as a whole. In two districts – Malappuram and Idukki – project activities are virtually at a standstill. Some of the factors that account for this are:

There has been no fund flow to the programme for many months now. Districts have not received funds from the SPO, which itself has not been able to obtain funds from the centre as the state share has not yet been released. The Mission was informed of a large number of approved activities at various levels that have had to be postponed or cancelled due to paucity of funds.

Recent appointments made at senior positions in the SPO have created a transition phase so that the personnel have not yet reached a point where they can provide effective leadership to the districts, particularly in academic / technical aspects.

As indicated earlier, uncertainty expressed at various levels about the continuity of DPEP has also affected implementation, and has also led to demoralisation and despondency. In at least one of the districts, staff strength has been reduced by more than half and personnel that remain are idle as implementation is at a halt.

All these factors need to be addressed with great urgency and the Secretary Education assured the Mission that the government was seized of the matter and would take measures.

### *Fund flow*

The critical financial situation in Kerala is reflected in the state share not yet having been released. According to information provided by the SPO, arrears due from the Government of Kerala stand at Rs.180.04 lakh for Phase 1, and Rs.503.93 for Phase 2. However, EE Bureau confirms that the pending state share to the society is Rs. 1,024 lakhs, and is likely to increase if further release of the central share are made. Against this, an amount of Rs. 500 lakhs has been provided for in the state budget, which is not likely to suffice.

The Mission notes that the financial situation in all districts is critical, as the following table shows.

	<i>Funds presently available</i>	<i>Amount approved / needed</i>
Wayanad	Rs. 9 lakh	Rs.60 lakh
Malappuram	Rs. 5000.00 (Five thousand)	Around Rs.2 crore
Palakkad	Rs. 1 lakh	Around Rs.10 lakh for this month
Kasargod	Rs. 3 lakh	Rs. 12 lakh, monthly salary budget

While Malappuram has not been able to pay salaries for a few months, in other districts only net salary is being paid, while implementation has also been affected. The Mission was given an assurance by the Education Minister and the Education Secretary that the release of state share is under process, and would be expedited.

While the financial crisis has had its impact, the Mission notes that districts such as Palakkad and Kasargod are making a strong attempt not to allow the paucity of funds to affect quality improvement efforts. Through convergence with agencies and support from community as well as teachers, a number of no-cost or low-cost but effective activities have been organised (such as English teaching classes, summer activities, etc.). In these districts view, given the many years of implementation, some of the achievements should now display signs of sustainability.

### *Civil Works status*

In phase 1 districts, physical achievement is fairly close to targets, with the exception of construction of additional classrooms in Wayanad.

in phase 2, Idukki and Trivandrum are falling well below target, and the remaining project period may not provide sufficient time for achieving the expected physical targets, given that fund flow is not immediately likely to resume.

#### *Implementation and expenditure in non-DPEP districts*

A sum of Rs. 10 crores from savings in Phase 1 was distributed among 8 non-DPEP districts for implementation, for DPEP-like activities for 2001-02. However, this became available towards the end of the financial year. Meetings were organised with district officials to chalk out plans for operationalisation.

## **XII. FOLLOW UP OF FOURTEENTH JRM RECOMMENDATIONS**

The SPO presented the Mission with a note on the follow up of the 14<sup>th</sup> JRM recommendations. Many of the issues noted by the previous JRM have still not been addressed, due the slow-down and financial situation noted earlier. A few of these issues have been partially resolved with the extension of the programme to 2003 and some, it is believed, will be addressed through the SSA. However, it cannot be said that the recommendations of the 14<sup>th</sup> JRM have yet been followed up. Given this situation, the Mission suggests that the next JRM to the state be presented with the follow-up of the 14<sup>th</sup> JRM as well.

## **XIII. NEXT STEPS**

A few clear priorities for the state in the near future include the following.

- Ensuring the release of state share and resuming fund flow to the districts, while also encouraging and supporting them in resuming held over activities.
- Assuring the community, teachers and functionaries that the pedagogical thrust of DPEP is not being withdrawn and ensuring continuity of gains made under DPEP, especially in terms of curriculum, material and evaluation. This includes dissemination of information on successes achieved by the programme so that public opinion is not founded on unjust – and uncontested – criticism.
- Consolidation and streamlining of data and that has been generated over the years.

**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**

**Maharashtra State Report**  
**(21<sup>st</sup> April – 27<sup>th</sup> April 2002)**

## **INTRODUCTION**

On behalf of the 15<sup>th</sup> Joint Review Mission of the District Primary Education Programme, Ms. Geeta Menon (DFID) and Ms. Renu Khosla (Government of India) visited Maharashtra from April 21-27, 2002, with the following terms of reference.

- To review progress towards access, retention and completion objectives, particularly with regard to student attendance, school completion, equity and reaching the hardest to reach children;
- To assess improvements in the quality of primary schooling, particularly learning and classroom processes;
- To determine progress in DPEP's contribution towards institutional capacity building in the state in relation to SCERT, MIEPA, DIETs, BRCs and CRCs;
- To examine progress with respect to programme management and implementation.

The team met the State Project Director, Joint Project Director, the State Project Controller and the DPEP Team, the Director, MIEPA and representative of the MSCERT at the State Project Office. Discussions were held with subject specialists in the State Office and representatives of both DPEP I and II districts. The team, along with State Project Controller and Tribal Project Co-ordinator, visited district Latur and interacted with the District Project Officer (DPO) and other district personnel. The team had the opportunity to review and discuss different aspects of DPEP interventions in Latur, Nilanga, Udgir and Ahmadpur blocks. Visits were made to an Active School on 22 April, 2002. The EMIS records and Household Survey Records were examined. Discussions were also held with MTA and VEC members at Katpur Primary School. The Chief Executive Officer in the presence of DPO personnel and BEOs made a presentation.

On 23 April, 2002 mission members visited Zilla Parishad Primary School (ZPPS) Niturmode, Block Resource Centre, ZPPS Bhavaninagar and ZPPS Anandwadi in Nilanga and Anandnagar Block to observe multi grade teaching schools, BRC and use of Project Method. MPEGS centres at Labour and Police Colony in Latur City were visited.





On 24 April, 2002 the mission members observed the Kailash Tekdi Vastishala, ZPPS Kadmoli to see the one room construction and the Gatsammelan at the ZPCPS Gharni in the Ahmadpur blocks.

The team wishes to express its thanks to all state, district and block representatives for their support in arranging the field visits, providing detailed information on programme interventions and identification of issues of concern, as also for their warm hospitality during the stay of the mission members in the State.

The Fifteenth Joint Review Mission has built upon the findings of the previous Mission in defining five areas for exploration and observation: 1) Learning, completion and Quality, 2) Equity, 3) Planning , Management and Supervision, 4) Sustainability and 5) Programme implementation.

## **LEARNING, COMPLETION AND QUALITY**

### *Data*

State has several complementary databases that have been developed over the years. These include data from the Cohort study, BAS-MAS-TAS, and Household Survey that has been integrated into an EMIS.

Cohort study data indicated that on an average 62.1 percent children completed 4 years of primary education in 4 years, whereas completion rates for 5-year education was 54.8 percent. Completion rates for the 4-year cycle varied from 54.3 percent for Nanded to 77.5 percent in Gadchiroli. Grade V completion rates presented a somewhat alarming situation in some districts. For example, in the two districts of Dhule and Nanded, less than half the students could complete 5 years of education in 5 years. Among girls and boys completion rates were generally similar both in Grade IV and Grade V.

Dropout rate for the state at the end of class V is 16 (Boys: 14 and Girls: 17). In the DPEP districts the dropout rate has ranged between 33.3 percent to 13.0 percent with Dhule, Parbhani, Jalna and Beed showing higher dropout figures. While some districts have drop out rates lower than the state averages, there are others that are still very high and need to be attended to.

Based on the same Cohort study, schools with completion rates under 30 percent were identified. Jalna at 23.0%, Beed at 19.9% and Gadchiroli at 18.3% had more number of schools with school completion rate less than 30%. Jalna (23.0%) and Dhule (27.9%) also have fewer schools with completion rates over 75%.

Maharashtra that had followed a no detention policy for classes I & II has withdrawn the same from June 2001 with the introduction of an annual examination at classes I & II. Children who did not achieve desired competency levels would now be detained. September 2000 EMIS data shows repetition rates across all DPEP districts to range between 3 and 4 percent. Diagnostic tests are being used for identification of low performers and use of pairing high performers with low performers to better results. JRM

felt that increase in achievement levels of children might be the result of familiarity with the tests and training of teachers through chain training to specifically focus on test competencies prior to the exam. In some cases there was a drop in achievement with rising difficult levels (Parbhani). While child evaluations are aimed at teacher accountability, in the post DPEP phase the likelihood of this converting into a stressful examination system may be guarded against.

Analysis of the BAS-MAS-TAS data shows significant improvements in the TAS data over the first two, with achievements ranging between 61 and 88 percent in class I for both language and Maths. In class III, the achievements range between 36 percent and 86 percent for both subjects. Gender gap in the two subjects was not significant in these two classes in most districts, nor was there any real difference between the performance of children from the SC/ST families when compared with the general group. Only exceptions being Aurangabad where TAS data was consistently lower across all groups, in Latur where the gender gap was nearly 13 percent for class III language and Osmanabad and Latur where ST-general gap was over 7 percent in class I language for the former and class I Maths for the latter. However the over 20 percent jump in the performance of children in TAS over BAS may be the result of tool familiarity and needs to be examined.

Data on schools suggested that single teacher schools have grown to a high of 9.31 per cent in Phase I districts and 13.86 percent in Phase II districts primarily because of teacher vacancy with the state debarred from filling up teacher posts.

Government of Maharashtra has also developed a gradation tool for all primary schools. The self-appraisal tool, introduced in a few schools to begin with, includes information on infrastructure, maintenance of registers to classroom processes and student attendance and achievements. This gradation tool will be used extensively from the next academic year.

State has gathered and analysed a large amount of data and is using the findings to identify low performing schools, stagnation and repeaters and areas of weaknesses. However it's important that they synchronise the different data sets at a district, taluka and school level to get a holistic picture and do away with inconsistencies.

### *Quality of Classroom Processes*

The State is experimenting with a range of innovative classroom practices; active classrooms, self-learning approach, project based learning, multi-grade teaching techniques and learning ladder/ competency linked evaluation processes with positive results towards building child centred learning environments and improved language and (learning) cognitive skills among children. The impact could be gauged by the greater participation of children in learning activities, closer teacher-child interactions, use of a range of self-learning material such as activity cards, theme corners, etc., group seating arrangements, brighter classrooms and cleaner schools in Latur district. Despite this being term end holidays children were happy to be at school and engage in learning

activities. Improvements have been confirmed through cohort studies and TAS as described above.

English language teaching has been introduced in schools from class I onwards based on a state policy decision and parent demand. Enthusiasm of teachers and students in demonstrating their newly acquired English skills through recitations and greetings was encouraging.

Transfer of learning has happened since the last JRM with number of active schools growing from 101 to 174, 10 project based schools and multi grade schools. Approach to up scaling is gradual, with learning techniques being introduced in a phased manner depending on teacher abilities to assimilate new methodologies. While the value of the new pedagogy is recognised in terms of child retention, demand for additional classrooms by parents/ extension of middle schools to full schools, there are issues of quality here that need to be addressed.

Visits to some schools in Latur suggested that transfer of active classroom processes was not uniform with some degree of confusion and overlap between the techniques. Transfer of quality teaching techniques, uniformly across the State in the process of scaling up, is an issue that needs to be addressed by the State. Some suggestions of the team are: integration of the three different intervention strategies, critically reviewing what worked and what did not, identification of teachers with clearer understanding of the approaches and with provision of additional training in participatory training methods bring them into the training loop as trainers.

In addition to the introduction of activity based TLMs the State has introduced a system of child evaluation on a weekly, fortnightly, monthly, quarterly and annual basis. These exams are common with the Maharashtra State. Tools for child evaluation were tested by SCERT and circulated to all districts followed by chain training. This included student observation sheets, individual child performance on each competency and child progress cards. Tests are simple paper and pencil tests and referred to as diagnostic studies.

Role of DFTs in building teacher competencies for quality classroom processes appears to be limited to their acting as resource people in training programmes and providing pre service training. DIETs need to be actively engaged in these innovations, particularly the newly evolving pedagogy at the State, and interfaced with the existing training system. Although institutionalisation of a bottom up training strategy through the Gat Samellans, at CRC and the BRC addresses the classroom related needs of teachers it is essential to loop in the DIETs, appropriately especially in view of sustainability. Further a strategy of upward mobility of some of the most effective CRC and BRC workers to DIET could also be considered, may be in conjunction with a continuing education programme that also enhances their basic qualifications.

Teacher availability is critical to ensuring quality teaching and an issue that may need the attention of the State in view of the Court Stay for recruitment of Sahayak Shikshaks (SS). In Latur the CEO, despite induction of nearly 450 SS expected teacher gap to

increase further in view of the start of SSA. Rationalisation of existing teachers may be an option that the state would like to consider. Although a large number of female teachers have been inducted through the SS process, where teachers with equivalent /merit qualifications (12<sup>th</sup> Grade + D Ed) are brought in at lower salaries and mainstreamed within 3 years, the issue of teacher vacancy persists. The State would need to address this on an urgent basis. Several options may be experimented with. Use of NGOs to provide sakhis, teacher selection by Gram Panchayats as in the case of Vastishalas could be some options.

Enrolment numbers are seen to be steadily dropping. Reasons provided for the decline are; changing demographic trends and reduction in over age and under age children at entry stages. While these may both be valid, the State has proposed a study through International Institute of Population Studies (IIPS) to identify real reasons for the declining enrolment.

### *Community Participation*

Community Participation has increased under the DPEP programme as was noted in the range of support that VECs are willing to offer to schools: managing construction of school buildings and creating additional assets from cost savings, watching over school participation, supporting repairs, painting (met out of DPEP funds that match community mobilisation of resources), etc. MTAs have been set up to include women's participation in education activities. Women VEC members in Latur district however were seen to lack voice in the male politically dominated structures and need to be encouraged.

Community Participation concept has a narrow interpretation under DPEP, remaining at the bottom of the participation ladder and limited to endorsement of administrative decisions at the village /taluka/district level. Participation of women although represented in the VECs needs to be examined in order to understand gender specific issues. Community is dependent on the provision of Rs.2000 to the VEC for resolving small issues that can easily be addressed through self-help strategies such as repair of water supply, making functional dis-functional toilets, escorting of children to school. Reason for this is lack of fund provision for community mobilisation processes under DPEP. While a beginning has been made with better community-school interface, for communities to be actively engaged in needs assessment and planning of education the process of community mobilisation must move up the participation ladder. Community facilitators with training in use of PRA tools should be built under the programme.

In order to strengthen the teaching processes, the State with the help of DEP has organised a range of tele-conferences on language teaching in primary education, self-learning methods and strengthening of BRCs and Developing Perspective Plans for SSA and Vastishala. These teacher-training modules have been painstakingly developed and shared with teachers. Teleconferences have been packaged with workshops to enable teachers to practice the new ideas and come back with difficulties. State and District teams find great value in the teleconferencing technique, particularly due to its wider outreach. The SPO has definite plans to integrate teleconferencing as a regular activity in

its future plans with identified themes identified such as Maths teaching, Project Method and Action research.

The State realises that this mode needs a co-ordination of both hard ware and software development. On the infrastructure side the state has provided all DIETs with dish antennas and propose to provide 2 BRCs in each district in the new APW&B. SPO had also reached 10 videocassettes to 12469 personnel in Aurangabad, Parbhani, Beed, Dhule and Gadchiroli. SCERT, DEP cell at IGNOU has supported the technology use. However, since the task requires tremendous effort in planning, a strategic plan for its continuity needs to be worked out with involvement of external agencies. It's imperative that this method be used in conjunction with face-to-face training. State also proposes to experiment with audio conferencing as part of its strategy to improve quality of teacher training at large. State plans for audio conferencing may extend to the wider clientele of mothers, children, VEC and MTA members, MPEGS etc.

## **EQUITY**

Perna Centres, Vastishalas and MPEGS are three main alternatives for reaching children out of school in the State. Specific options like seasonal hostels, summer bridge courses etc. are also part of the State strategy to reach children of migrant labour, sugar cane workers and brick kiln workers. The mission visited three MPEGS centres, in an urban area and one Vastishala. The observations are:

Vastishalas are alternative options in school less habitation and managed by Gram Panchayats, to that extent they are considered formal schools. Vastishalas function from classes 1 to 4 and children studying here get mainstreamed in the nearby formal schools on completion of class 4. MPEGS essentially cater to children in the age group 9 to 14 and are operational under the GOI's AIE scheme. These are managed by Voluntary agencies, the arrangement with the NGOs being that within 24 months the children enrolled in the MPEGS will take the class IV exams for the formal school. The only monitoring indicator is the number of children mainstreamed in formal schools.

Vastishala as an option for reaching primary education to children in remote habitations seems to be a viable option as a number of issues of accountability, quality, community linkage and sustainability have been taken care of. Accountability issue is addressed as the school is linked to the Gram Panchayat and the head master of the nearest primary school. The Vastishsala teacher is chosen from the habitation by the Gram Panchayat and draws a salary of Rs.1000, gets the same training inputs as a formal schoolteacher, and participates in the nearest CRC. There is a plan under SSA to convert most of the Vastishalas into formal schools thereby addressing the issue of sustainability. The disparity between the salaries of the Vastishala teacher and the formal schoolteacher however, has the full potential of becoming as issue for which the State Government needs to be prepared. Vastishalas also need to be looped into the BAS-MAS-TAS and the EMIS databases. A total of 1640 Vastishalas cover 36063 children.

The MPEGs centres visited had started two months ago. Teachers of the centres had been trained at the DIETs. The curriculum followed was that of IIEs model of NFE. Teachers in the centres appeared enthusiastic and there appeared to be good attendance with children from very heterogeneous backgrounds. Some legitimately benefiting from the centre like working children, children of sex workers, girls engaged in household tasks etc. Age of children however was of concern as young children (3 and 6 years) attending MPEGs. Even if some were accompanying older siblings, they certainly need to also be in the nearby formal schools. Another issue, which remained unexplained, was enrollment of dropout girls from Urdu medium schools where medium of instruction was Marathi. Clearly the concept and operationalization of the MPEGs is going to need a critical review and close supervision so that it reaches the right target. The complexity of the children now out of school, particularly in urban contexts, is going to need more strategic interventions such as community mobilisation, creating networks and linkages and suitable pedagogic interventions. Issue of basic minimum infrastructure needs to be looked into and norms defined. Further there must be a clear follow up strategy to help these children adjust and continue in formal schools on being mainstreamed. Simply enrolling them into formal schools may not help and may result in high dropouts.

Urban out of school children is another area of concern with lower performance rates for urban children in the diagnostic studies. Urban areas within the districts are proposed to be treated as a block for education intervention. However, there are issues of coordination that may need to be addressed here. Delivery of education services in cities is the responsibility of the Nagar Palika, which has a parallel education administrative structure. Hierarchies of arrangements will need to be worked out through a stakeholder consultative process. Besides, Nagar Palika schools, city areas have Government Aided private schools that are fully financed by the State Government, which will need to be looped into the system for a universal outreach. Partnerships with NGOs who work with children with special needs would have to be established to reach child workers, children of sex workers, rag pickers etc. As of now the MPEGs has been designed to reach such out of school children towards mainstreaming. However, MPEGs needs to be revisited as discussed above.

Strategies of seasonal hostels, migration cards and summer bridge courses have now been operational for last few years and need to be studied for their effectiveness, usefulness to children and families and learning competencies of children.

Major concern however is the expenditure against Alternative Schooling head. Only about 6.47 % or Rs.33.92 lakhs against a provision of Rs.524 lakhs for DPEP- I and 12.90% or Rs.82 .81lacs against Rs. 641.94lacs for DPEP –II has been spent. Some reasons for slow spending mentioned were; newness of working with NGOs on such a large scale needed a system which had to be tested and tried out. Further the State announced the Mahatma Phule Scheme for Alternative Schooling and DPEP had to revisit its strategy to bring it in parity with the state scheme. Presently 3000 Voluntary agencies have been signed in for moving the MPEGs scheme, a total of 1696 centres are operational covering about 47032 children.

As per data there are 168269 children out of school in the State. The State, on a priority basis needs to plan out its strategy for Alternative Schooling not only for coverage but also keeping in mind issues of scale, quality, feasibility and accountability. The need for such a strategy had been emphasized in the previous mission as well.

Mahila Prabodhan as a strategy has played a significant role in the increased enrolment of girls and their retention in schools. Especially involvement of the MTA has been a key factor. Presently there are 13158 MTAs formed across the Districts. Mothers are now found to be more vocal on their expectation from education and take an active role in their daughters' education. The SPO had consistently supported district teams by holding regular training and review meetings. The team suggests that the SPO further evolve its strategy and develop indicators for quality from the framework of empowerment in the local context. The 10 point agenda developed under gender sensitisation/ mainstreaming needs to be revisited for relevance as for its impact at the classroom level. The MPSP needs to review its success and challenges and chart out a strategy or plan of action for the MPP. It is recommended that as a first step the MPP team visit programmes like Mahila Samakhya, PEEP etc. Linking the MTAs to other development programmes could also be an option worth considering.

### **Linkages with Pre school Programmes**

State has both ICDS and NGO run Balwadis that reach children less than 3 years. Linkages between schools and the ICDS programme are institutionalised through the participation of the AWW/AW helper in the VEC.

### **Institutional Capacity Building:**

Inputs in the preceding years towards development of BRCs and CRCs are now showing result. At least in Latur there seems to be a great deal of energy centred round the BRCs and CRCs. Both have become the hub of considerable activities centred round pedagogic renewal, teacher development and data collection. A critical mass of teachers believing in the child centred methodology seems to be emerging in the State. The Gatsammelan is a good participatory platform between the trainers and teachers. Lessons on child centred activities are demonstrated, its relevance and alternatives for curriculums of class 1 to 5 discussed, and problems and challenges reflected upon. On implementation of the lessons once again there is debate on problems encountered and successes. Gatsammelan provides a platform for teachers to work as a collective as also to own the pedagogical changes. Gatsammelans could be made more participatory with use of training techniques that can help in the assimilation and transfer of knowledge to the school setting, as also include the older generation of teachers who clearly seemed somewhat sidelined. Uniformity on quality across Districts is something that needs to be established and worked upon by the State. Cross-fertilization, addressing District specific administrative problems could be some steps that the State should begin to take to ensure uniform quality. Continuity of these structures is assured under SSA.



The BRC team is working hard towards providing support required to the CRC, development of TLM banks, ideas for projects, lessons etc. and providing onsite support at schools during lesson transactions. To that extent BRC and CRC seemed to have functional complementarity.

The District Resource Groups (DRG) and its key members have contributed significantly in introducing and shaping the new pedagogy of activity based classrooms, self-learning processes and project methods. Enormous efforts have gone into developing self learning cards which enable children in classrooms to work together in small groups and at their own pace. Cards are based on curriculum competencies of classes 1 to 5 and linked to the textbooks recommended in the schools. Basics of project method and selected themes have also been promoted by the DRG. Taking forward these ideas to a large group of teachers who actually adopt and own it was an enormous step needing considerable planning which the DRG along with BRCs has to a large extent achieved. Building institutional capacity through developing abilities of in-house staff that have acted as the movers and shakers from within the system was an idea that has worked well, at least in the case of Latur as observed by the Mission.

DIET is also part of the District Resource Group and contributes in the training and orientations planned. DIET staff also participates in cluster level meetings. It has been equipped with satellite dishes (9) and provided Internet access devices to 5 DIETs and SPO. In some districts DIETs also bring to the DRG current information on different topics. However systemic problems of DIET like non-appointment of Principals or lack of full staff and their job security has inhibited its full potential. DIETs as institutions at the District level, with great potentiality, however, remain more on the periphery of the ongoing activities. Concerted efforts by the State need to be made to address some of the issues mentioned especially those of staff appointments and continuity. However, the bottom up strategy for training of teachers through Gatsammelans, CRC, BRC, DRG must continue.

MSCERT continues to provide technical support in areas such as training for English language teaching, SMART-PT programmes, training of alternative school teachers and administrators, action research, community mobilisation, modules for teaching children with disabilities etc. SCERT had a significant role in conducting the BAS, MAS, TAS. SCERT will have to continue to evolve in view of the emerging needs from the field.

MIEPA has conducted a series of training programmes over the years, however the issue of infrastructure and its facilities remains yet again unresolved, the civil works to be completed in June 2001 have not been completed because of lack of resources. As in the past, this continues to severely attenuate MIEPA's performance. Already considerable funds (3crores) have gone into MIEPA development. State government will have to seriously review the status of MIEPA's infrastructure and campus development and explore other possible options, like fund raising, joint sharing of campus with other institutions, etc. MIEPA will also need to create space for itself in the entire structure as a responsive institution in synchrony with the States objectives, with a sound vision, team and resources of its own.

## **Sustainability**

State is ready to phase into the SSA at the end of DPEP. MPSP has been recognised as the agency for co-ordination of SSA in the State. SPD has already been vested with dual responsibility of Director Primary Education, enabling the State to bring under a single umbrella all State initiatives for UEE.

Databases for SSA have been developed through the aegis of DPEP who prepared the information Performa, trained CRC, BRC, teachers and Nagar Palikas in non-DPEP districts as well. Data analysis and compilation of plans under SSA has been the responsibility of MPSP.

At the district level, involvement of CEO as the DPEP Project Co-ordinator has resulted in inter and intra sectoral convergence. In Latur CEO had allocated finances from DRDA funds for completion of half finished schools in Latur district, converged schemes for mid-day meals (food guarantee schemes), uniforms, etc. established linkages with ICDS with emphasis on 100 percent enrolment of pre school children to set the base for learning. He proposed to create employment and a market through setting up kiosks near schools for sale of fruit products grown in the district. Presence of CEO thus, presents an opportunity for convergence that can cut across sectors of employment, SHG and credit assistance, provision of basic services of water and electricity that would enable the poorest sections to come to school.

BRC and CRC structures have been part of the State Education system since 1994 and their sustainability would not been an issue in the roll over.

Mainstreaming Vastishalas into the formal education system need a studied approach especially vis-à-vis teacher continuation & recruitment. It is suggested that a consultative process be initiated with Vastishala managements, Zilla Parishads, local communities and teachers on the issue to arrive at a need based solution.

## **PLANNING, MANAGEMENT AND SUPERVISION**

The decision by the State Government to have the same person take charge of the position of the Director Primary Education and State Project Director seems to be a step towards bringing the administrative and project machinery closer. The consolidation of EMIS data along with the emerging practices in the DPEP districts has further added value to the planning process. Thinking towards increased role and strengthening of State Institutions, participation of NGOs/technical consultations is also being considered.

## **Civil Works**

Civil works have formed a major part of the DPEP intervention processes. These have included building new schools, adding extra classrooms, construction of combined toilets for girls and boys and sinking of bore wells (hand pumps). Child friendly components

such as amphitheatres, outside blackboards, platforms around trees, sandpits, etc. have been added in some schools out of savings from school construction funds.

State has been slow in completion of civil works as per the AWP&B (Table 1) with achievement rates ranging between 43% percent to 91% in DPEP I and between 27% and 87% in DPEP II. While Phase I projects have spent largely on construction of school buildings, whereas DPEP II projects have spent largely on hand pump provision and toilet provision.

Between 8 and 67 per cent of civil works (Annex – 3) are still underway although there is confidence that these can be completed by the end of the project period as most have already been built up to the plinth level. While the delay seems primarily on account of slow release of resources, delayed approvals, imposition of Election Commission's code of conduct and lag in appointment of engineers the state needs to reprioritise its expenditure. Since January 2002, engineers have been appointed and will help speed up civil work completion.

Quality of construction of new buildings was good with larger classrooms and verandas to accommodate multi grade classes and project based learning activities. At Latur district the engineering designs include earthquake resistant technology, although the recommended hexagonal shape was not seen in any of the new constructions. Children had been involved in keeping their environments clean with duties of sweeping allocated to them by rotation and both boys and girls included in the task. Effort had been made to green the school compounds. Some school buildings were however, in need of repair and head teachers had raised demand under the SSA programme for the same.

Construction of toilets has not been seen as a priority need under the programme. Most schools visited did not have toilets even though additional classrooms were under construction. In old schools that needed to be repaired in Latur, the toilets obviously had no outlets and had been filled with construction debris and were not being used. Separate toilets for girls too, did not seem to be a major priority. Toilet design needs to be revised as it appears to be gender unfriendly, without any doors for girls' urinals and joint construction.

Total outlay under civil works was Rs.69.24crores in Phase I and 35.09crores in Phase II. Expenditure till March 2002 was 42.60crores in Phase I and 22.06crores in Phase II.

### **Release of Finances**

SPO has so far received for DPEP I (28 February 2002) Rs.162.52 crores from the GOI and Rs.27.89 crores from the State share. Under DPEP II funds provided by GOI so far have been Rs. 87.09 crores and Rs.14.21 crores has come as contribution from the State of Maharashtra. SPO has yet to receive Rs38.02 crores of its total share under DPEP I and Rs.46.97 crores for DPEP II from the GOI and Rs.7.50 crores for DPEP I and Rs.9.44 crores for DPEP II from the GOM share. On 31 March Rs.2.54 crores was released by GOM although money has yet to reach the SPO. GOI has also provided Rs.7

crores against a request of Rs.17.63 crores for the extension districts on account of exchange rate difference. On 30 March 2002, Rs.5crore was further sanctioned from GOI for DPEP I but money is yet to reach the State office.

GOI funds for DPEP I and II were released together on 21April, 2001, 5 July, 2001, 4 February 2002 while the State funds were released only once during the year on 12 December 2001 (Rs.6.4crores for DPEP I and Rs.4.06 crores DPEP II). Funds provided for the current financial year include Rs.4.48crores for DPEP-I & DPEP-II by GOI and GOM has not provided funds for both phases in the current financial year.

Funds are provided to the district based on their annual plans prepared in April, appraised by the SPO and approved by the MPSP Executive Committee in May. Proposals are subsequently sent to GOI for approval. Only after GOI approval, funds can be transferred to the Districts. Till then the districts continue exhausting balance funds and completing spill over activities. Districts are released funds on a quarterly basis subject to resource availability. While releasing quarterly district shares, MPSP treats all unspent balances as advances for the next quarter. Funds to the districts were found to be released within a month of grants being received from the GOI and GOM.

There is a marginal shortfall in State share contributions under DPEP. While the State has cleared its share of the backlog under DPEP I till March 2001, for Phase II, the State share backlog persists. UCs for year 2000-2001 have been submitted to the GOI on 25 October 2001.

Against a total EFC for both phases (Rs.235.92crores - DPEP I and Rs.157.72crores - DPEP II) expenditure incurred up to 28 February 2002 has been Rs.185.18crores and Rs.91.14crores or 78.49% and 57.79% respectively. Expenditure has been low. When measured against quantum of funds released, expenditure incurred is 97.25% (DPEP I) and 96.65% (DPEP II).

Disaggregated data under different heads indicates that low expenditures are on account of slowdown in procurements and civil works followed by programme implementation in both Phases (Annex 2). In case of DPEP II achievements has been even lower. This is contrary to achievements against set target as presented above.

Also the post of Deputy Director Finance lies vacant in SPO since November 2001. It has to be filled by the Department of Accounts and Treasury (DAT), and despite raising an immediate request by SPO, DAT has yet to depute a suitable officer at the SPO.

During the visit to Latur, it was indicated that no funds had been provided under DPEP for the last year's activities. Reasons for slow release of funds to the districts were explained by the state in the context of tardy release of funds from the GOI and GOM to SPO. However, the state needs to raise demands for funds justified by needs. The time lag in fund release gets exacerbated at the district level with SPO releasing smaller shares to the districts affecting programme implementation. It is suggested that accounting

software be developed to enable SPO to track fund flow, releases and expenditure against AWPBs.

## **NEXT STEPS**

- Some good pedagogical practices are evidently emerging in the State across Districts, the mission recommends that these now need to be reviewed/ or a study conducted to clearly understand their contribution to children's retention and learning as also to understand the management issue behind these good practices so that the State can come up with a clear scale up plan.
- The Mission observed that there is a clear under spent, of about 90%, under the Alternative Schooling. It is recommended that the State reviews its strategy of implementation of MPEGS in its existing state before it scales up and becomes a permanent part of the system. The review will have to particularly focus on – working with NGOs, the accountability and role of DPEP in its monitoring and supervision, especially financial, issue of targeting, quality, and mainstreaming.
- The mission suggests that a studied decision be taken by the state on MIEPAs infrastructure and campus development so that it functions to its full potential. The State could consider on other possible options, like fundraising, joint sharing with other institutions etc; It is further recommended that the state links up with National Institutions like NIEPA to enable MIEPA draw out a strategy plan for the future that is comprehensive and supports the programme needs. MIEPA will also need to make its place in the entire structure as a service delivering institution that resounds the States objectives with a sound vision, team and resources of its own.
- The mission observed that expectations from DIETs in DPEP are immense from all stakeholders therefore it is recommended that the State takes steps to fully staff DIETs especially appoint the principals . Further it is also recommended that DIETs work out its strategy to become a responsive institution at the District level addressing some of the systemic problems of DIET that inhibit its full potential.
- Despite the positive indicators of enrollment and achievement it is also evident that only about 50% of the enrolled are completing class 5 , and additional 10% are completing class4 . The Mission suggests that the State undertakes review processes to understand both the home and systemic reasons/issues of the 50% left behind, and develop strategies to retain them in the system, especially as the State is committed to achieving universal elementary education under the SSA.
- Reasons for low performance of districts such as Aurangabad and Jalna, should be understood with the help of a detailed case study that should recommend action ideas for improvement.

## Maharashtra State Report

Expenditure Incurred During 2001-02 (Upto : 28th Feb., 2002)

(Rs. in Lakh)

Sr. No.	Particulars	AWP&B for 2001-02			Expenditure Upto : 28.02.2002			P.C. of AWP&B
		State	Districts	Total	State	Districts	Total	
<b>1</b>	<b>CIVIL WORKS : Construction &amp; Repairs</b>							
	DPEP : I	170.160	2712.917	2883.077	113.350	759.210	872.560	30.26
	DPEP : II	103.470	1721.219	1824.689	0.790	425.640	426.430	23.37
<b>2</b>	<b>PROCUREMENT OF TLM / EQUIPMENT..</b>							
	DPEP : I	21.312	292.595	313.907	22.300	25.560	47.860	15.25
	DPEP : II	13.389	355.109	368.498	22.570	18.400	40.970	11.12
<b>3</b>	<b>PROGRAMME</b>							
	DPEP : I	206.824	3720.570	3927.394	131.120	1851.180	1982.300	50.47
	DPEP : II	178.606	3805.527	3984.133	41.540	1731.160	1772.800	44.50
	<b>GRAND TOTAL DPEP : I</b>	<b>398.296</b>	<b>6726.082</b>	<b>7124.378</b>	<b>266.770</b>	<b>2635.950</b>	<b>2902.720</b>	<b>40.74</b>
	<b>GRAND TOTAL DPEP : II</b>	<b>295.465</b>	<b>5881.855</b>	<b>6177.320</b>	<b>65.000</b>	<b>2175.200</b>	<b>2240.200</b>	<b>36.26</b>

**Action Taken Report on Recommendation of 13<sup>th</sup> JRM**

Sr. No.	Recommendations	Action Taken / Proposed
1.	A close attention to the pattern of declining enrolments is crucial for the next JRM. It is suggested that DPEP undertake district and block wise analysis of trends in repetition and dropouts.	A State level EMIS sharing Workshop was organised from 9-11 <sup>th</sup> July, 2001. The districts presented block wise analysis of trends in Enrollment, Repetition and Dropouts. Senior fellow NIEPA, New Delhi Prof. Yash Agarwal and Shri Talukdar, Consultant, Ed.CIL were present for the Workshop. The districts have been asked to prepare a document on access and retention strategies for specific block wise issues. A study to examine the drop in the enrollment is planned with the help of International Institute for Population Studies. Proposal has been submitted to Govt. of India for approval.
2.	The DPEP ought to launch at the earliest the planned cohort study to analyse completion rates.	A Cohort Study to analyse the completion rate is completed. Preliminary sharing of DATA on completion, dropout with districts was held on 6 <sup>th</sup> October,2001 at the State level.
3.	The mission suggests that there is further analysis & documentation of classroom processes & student learning to critically assess progress towards program objectives.	Study on documentation of classroom processes and student learning is being undertaken by Govt. of India.
4.	State should undertake specific studies and analysis to generate good quality information on the impact of the program on student learning.	A specific study to assess the impact of self learning methods in multi-grade, multi-level schools is also being undertaken with the help of S.N.D. T., Pune. TOR finalised and approved by Govt. of India.
5.	A concrete and systematic plan to monitor student learning in both regular and alternative school is crucial.	A systemic plan to monitor student learning in the regular schools is well established. Specific remedial programme for the schools with low achievements identified from the EMIS data is being taken-up.
6.	An Action Plan to actively engage institutions such as DIETs (with due links with state level institutions) more integrally in DPEP quality interventions such as Planning & Management, Alternative Schools, Pedagogic Renewal.	An Action Plan to engage DIETs in quality improvement interventions in formal and Alternative Schools, Pedagogic renewal is being developed with SCERT, Pune. SMART-PT training / Vastishala Volunteers, MPEGS Volunteers conducted by DIETs.

Sr. No.	Recommendations	Action Taken / Proposed
7.	The State Project Office is recommended to present a perspective plan for MIEPA.	MIEPA is being requested to prepare a Perspective Plan for MIEPA both in terms of its institutional inputs in Planning and Management and strengthening capacity of district institutions. Areas indicated in the Appraisal Report will be considered while to doing so.
8.	Finalisation of the MOU between the State Government and the Government of India on DIETs.	MOU between State Government and Govt. of India finalised.
9.	The State & Govt. of India resolve issues regarding programme expenditure and future outlays in the context of the utilization plan.	The Utilisation Plan for DPEP-I has been approved by Govt. of India. This has been worked out keeping in view, the additional requirements of the State. Utilization Plan for DPEP-II has been submitted to Govt of India. Rs.18.49 Crores additional funds have been requested.
10.	The SPO is requested to communicate the decision of the Govt. of Maharashtra on the sustainability plan in the next JRM.	The matter is being pursued with Govt. of Maharashtra.



**‘Status of Activities in Details’**

The Status of works under DPEP- I & II as on 20th April., 2002 is as follows...

Activity	Physical Target	Completed/ % of Completion		In Progress/ % of work in Progress	Project Target	Completed/ % of Completion	In Progress/ % of work in Progress
		Completed/ % of Completion	In Progress/ % of work in Progress				
	DPEP I				DPEP II		
One Room School	1654	1056 (63.85%)	514 (31.08%)		490	270 (55.10%)	220 (44.90%)
Two Room School	467	429 (91.86%)	29 (6.21%)		420	169 (40.24%)	246 (58.57%)
Toilets	4152	2594 (62.48%)	289 (6.96%)		1620	1172 (72.34%)	361 (22.28%)
Borewells	2420	1396 (57.69%)	199 (8.22%)		920	802 (87.17%)	77 (8.37%)
School Repairs	2156	945 (43.83%)	248 (11.50%)		789	213 (27.00%)	239 (30.29%)
BRC	34	20 (58.82%)	12 (35.29%)		39	-	26 (66.67%)
MIEPA Campus Development	1	1 (100.00%)	--		1 (SCERT Hostel at Pune)	-	-

**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**

**Orissa State Report**  
**(April 21-27, 2002)**

**I INTRODUCTION**

1.1. On behalf of the Fifteenth Joint Review Mission (JRM) of the District Primary Education Programme (DPEP), Amarjeet Sinha (DFID) and Harsha Aturupane (World Bank) visited Orissa between April 21-27, 2002. The central objectives of the terms of reference governing the Mission were to assess progress towards:

- Achievement of programme objectives related to learning, completion and quality of primary education;
- Equity in primary education available to various social groups;
- Planning, management and supervision of programme activities;
- Sustainability of programme investments and outcomes; and
- Status of programme implementation.

1.2. The team met with the Chief Secretary, Government of Orissa; Secretary to the Chief Minister; Principal Secretary, Finance; Principal Secretary, School and Mass Education Department; State Project Director and staff of the State Project Office (Orissa Primary Education Programme Authority (OPEPA)), District Project Coordinators, Director, Department of Elementary Education, Director of SCERT and core staff of SCERT. The team visited Nawrangpur district and held discussions with the District Project Coordinator and members of the District Project Office, staff in DIETs, elected representatives of Panchayats, and teachers. The team visited primary schools in Nawrangpur district, including schools in some of the most remote rural areas, some Alternative Schools, Tribal Girls' Hostels and Angawadi Centres. Discussions were held with teachers, headmasters, CRC staff, AS instructors, School Education Committee (SEC) members, Mother Teacher Associations (MTAs), PRI representatives, other community members and students.

1.3. The team would like to thank the State and District representatives for the many fruitful meetings and discussions that were held and for the generous and gracious hospitality that was extended. The team would also like to acknowledge the readiness of State and District representatives to share information and data on all aspects of the Programme.

## II. LEARNING, COMPLETION AND QUALITY

2.1. Considerable progress is being made towards the attainment of development objectives related to primary school completion, quality and learning. Programme implementation, which was slow in the initial years from 1996-98, picked up strongly in the latter part of 1998, and has shown excellent progress from 1999 up to the present. This strong record of implementation progress can be seen in areas such as: (i) expanding school facilities; (ii) increasing the supply of basic services; (iii) introducing child friendly elements into schools; (iv) adopting measures to strengthen pedagogy; (v) actions to develop the capabilities of teachers; (vi) strengthening management processes; (vii) enhancing the supply of teaching learning materials; (viii) improving the availability of textbooks; and (ix) commencing initiatives to forge linkages with local communities.

2.2. Several significant actions and measures have been implemented to improve primary school completion, increase education quality and enhance learning levels. These include: (i) the construction of new classrooms in schools experiencing a shortage of classroom space; (ii) the expansion, renovation and refurbishment of existing classrooms to increase enrolment capacity; (iii) the introduction of child-friendly elements in schools, such as slides and swings in playgrounds, and colourful pictures and posters on classroom walls; which attract children and increase school attendance; (iv) the construction of sanitary facilities, especially to facilitate school enrolment and attendance by girls; (v) the expansion of facilities for drinking water; (vi) the introduction of nutritious mid-day meals for school going children; (vii) the production and distribution of good quality textbooks with attractively coloured pictures and large, easy-to-read text; (viii) the provision of annual grants of 500 rupees to teachers to purchase or produce teaching-learning material; (ix) the delivery of in-service teacher training courses to teachers to improve subject content knowledge and modernise teaching methods; and (x) the use of distance education modes such as teleconferencing to deliver teacher training and sensitize local community organizations in remote locations. Innovative approaches to improving education attainment and achievement are also evident. Alternative schools (AS) and Education Guarantee Scheme (EGS's) have been opened to attract children from under privileged social groups and regions to school. Teachers are also being trained on the special needs of slow learners. The Mission was encouraged to note that DPEP is the fulcrum for holistic planning in the primary education sector.

2.3. The available evidence suggests that these actions and measures have the potential to improve primary school completion, higher quality of education and increased learning. Cohort analysis of the 1995/96 primary school batch had indicated unsatisfactory successful completion rates. Though comparable data on completion rates were not available, the transition rates of the 1998/98 primary school batch up to grade 3 showed that Grade 3 completion in the same districts between 1998/99 and 2000/2001 ranged from 47% in Keonjhar to 90% in Gajapati. Improved transition suggests a possible improvement in completion over time if the current thrust is maintained. Anecdotal evidence supports this view. Recent information on learning levels is not yet available to assess the impact of DPEP on student learning scientifically. Also, new textbooks for Class IV and V are to be introduced only from the coming academic year.

A rigorous and methodologically sound impact evaluation undertaken by an independent institution would be very useful to validate these hypotheses concerning school completion and student learning.

2.4. Teacher training has focused on a variety of activities, such as: (i) lesson planning and preparation; (ii) the use of activity based teaching learning processes; (iii) the assessment of child learning; (iv) methods of teaching children exhibiting wide variations in ability; and (v) multi-grade teaching. Evidence from some impact evaluations conducted by DIETs about two years ago in selected blocks of Dhenkanal, Balangir, Sambalpur, Keonjhar and Bargarh Districts showed that, at that time, a large proportion of teachers did not plan and prepare their lessons. These evaluations also found that teachers in many areas encountered difficulties in implementing activity based learning. Mission observations suggested that some of the difficulties in implementing activity based teaching and learning methods flow from the limited size of classrooms, which are over-crowded and preclude seating in small groups and child interactions.

2.6. The introduction of child friendly textbooks through DPEP; with colored diagrams and pictures, attractive, easy to-read text, and the use of local context and content in subject matter; are intended to play an important role in promoting education quality and learning. The mission observed that the production of such textbooks is well under way, with plans to distribute books in a timely manner prior to the start of the school year. However, textbook production is hampered by: (i) shortages in plant and equipment, finances and human resources in the state textbook production authority; (ii) the large size of print runs as enrolment expands; and (iii) the scale and complexity of activities required for timely distribution to remote areas.

2.7. The mission was encouraged by the decision of the state textbook production center to utilize the private sector to undertake some of the printing. Further exploration of private-public partnerships in textbook publication and distribution could offer promising prospects in the future to obtain good quality textbooks at competitive prices, and stimulate economic activity in the private publishing industry. A vibrant private textbook publishing industry would also contribute to state revenues through sales taxes. The State may wish to consider exploring this option further.

### **III. EQUITY**

3.1. Several investments have been made to improve primary school completion, education quality and learning among girls. These include: (i) infrastructure investments such as the construction of toilet facilities in schools; (ii) social mobilization efforts to inform and convince parents and local communities of the importance of girls' education; (iii) mobilization of VECs and MTA to monitor school attendance among girls; and (iv) follow up on girls who cease attending classes or drop out of school. Attempts have also been made to remove gender insensitive material from the school curricula and textbooks. The results suggest that DPEP investments are contributing to an increase in education attainment among female children. The number of girls in the education system in the 8 initial DPEP districts has risen from about 514,000 in 1998/99 to approximately

580,000 in 2001/02, an overall increase of 13%. About a further 21,000 girls have been enrolled in the approximately 1630 Alternative Schools opened in the DPEP districts. Mission interviews and discussions with local communities and project staff support the notion that DPEP activities have made an important contribution to sensitizing village communities on the importance of educating girls, and to increase access and retention of girls in the education system.

3.2. While considerable progress is being made in improving access, enrolment and retention of primary school aged girls in the education system, further progress appears to be needed in integrating adult women into education activities. The mission observed that administrative units, resource persons in teacher training activities, author teams for textbook production, active members of VECs, and the teaching staff of schools, tend to be mainly male. However, the mission also noted and welcomed the commitment of the DPEP staff to attracting a greater number of women into teaching, teacher training and education administration.

3.3. Promoting equity in education for children from scheduled castes (SC) and scheduled tribes (ST) is an important activity in Orissa, where about 35%-40% of the population belongs to these categories. Innovative schemes have been introduced through DPEP to promote education among SC and ST children. These include: (i) opening hostels in collaboration with the Department of SC and ST Development in SC and ST dominated areas for school children, especially girls, to improve access to education facilities; (ii) opening of special schools under the EGS and AIE schemes in remote, inaccessible areas; (iii) providing training to educated tribal youth to act as education volunteers and implement activities such as conducting VEC, PTA and MTA meetings, tracking children out of school or drop outs, and counseling parents of such children on the importance of education; (iv) mobilizing the traditional tribal organizations to promote school enrolment and attendance, and check teacher absenteeism; and (v) organizing special teacher training workshops to identify difficulties in teaching children from ST and SC groups and develop remedial measures to address these issues. These measures are tailored to local community needs, and form a package of innovative measures to strengthen the demand for education among disadvantaged communities. DPEP districts display, broadly speaking, a positive trend increase in primary enrolment among ST and SC children, although there is regional variation in performance. Reports also indicate improvement in the enrolment of girls from SC/ ST communities.

#### **IV. PLANNING, MANAGEMENT AND SUPERVISION**

4.1. Capacity building of education staff has made important strides over the past few years. Education planning units in the DPEP districts have been strengthened with technical support from the State Project Office. District offices, in turn, are able to provide technical support to block and community resource centers for planning activities. Capacity has also been built in local communities to conduct awareness campaigns to raise the demand for education, especially among disadvantaged groups, track out of school children and promote education attendance. A State Institute of Educational Management and Training (SIEMT) with four departments: (i) education

planning; (ii) education management; (iii) research and evaluation; and (iv) management information systems, has been established with DPEP support.

4.2. Data collection and analysis has also been institutionalized within the DPEP districts. At school level, enrolments and school attendance are noted, and children who drop out or are frequent absentees are followed up. Community level enrolment information is used to build up block level data banks for planning purposes. These in turn are aggregated to form district level data bases, which in turn are added together to provide a state level information bank. The mission was encouraged to observe that the State Project Office and the District Projects Offices use the information available for education, construction and financial planning, and in monitoring and supervision activities. The results of monitoring and supervision are used to design teacher training programmes and community awareness events and to devise strategies to retain children in schools and address issues of teacher shortages.

4.3. The 14<sup>th</sup> JRM had taken note of the useful initiative to monitor quality in schools through the Ahwan campaign, using a large set of criteria to classify a school's performance. Efforts have been made to classify schools on the basis of the field based monitoring and districts are making efforts to provide special support to schools that are in the C and D category. While welcoming this effort, the Mission would like to recommend a more systematic follow up on the unit tests in schools in order to identify child and school specific needs, and to design diagnostic teacher support interventions. While efforts like holding common tests in all schools are commendable, the involvement of school committee members in monitoring quality through a more effective system of sharing with parents will improve the community ownership in monitoring and supervision in schools. Kalahandi district is already planning on these lines and others may also like to undertake similar steps to involve the community in quality monitoring.

4.4. The State Project Office plays a very pivotal role in monitoring and supervision. The serious efforts at building useful data base for schools, teachers, and children over the years, is proving valuable in making monitoring and supervision even more effective. The expansion districts are nearly at the level of the original 8 DPEP districts in terms of information availability. The District Project Offices have been providing effective support to BRCs and CRCs in the eight first phase districts for carrying out effective monitoring and supervision. The expansion districts are in the process of selecting BRC and CRC personnel and it is expected that they will be able to initiate effective monitoring and supervision by the next JRM. The Mission interacted with School level Committees in a large number of villages and was impressed by the level of enthusiasm among the elected committee members. In order to make them more effective in monitoring and supervision of school based activities, greater support for building capacity is required. The State Project Director expressed a desire to undertake even more intensive and broad based community mobilisation involving civil society in the next round of the NINAD campaign in order to enhance the community partnership at school level. The Mission interacted with newly elected Panchayat leaders at Gram Panchayat and Block level, who demonstrated enthusiasm for partnership. In order to widen the community based supervision involving Panchayati Raj Institutions, there is an urgent

need to take up the issue of devolution of powers and functions at District, Block and Gram Panchayat level and determine the relationship between the elected School Committees and the PRIs. Absence of institutionalised arrangements for the participation of Panchayati Raj institutions slows down the useful role that PRIs could play in monitoring and supervision. The Mission noted that the involvement of other governmental functionaries like Child Development Project Officers could be increased in order to make monitoring and supervision even more effective. The Mission appreciates the efforts made to involve the Sub Inspectors and District Inspectors of School in the DPEP. This has greatly improved the effectiveness of the Project and its implications for effective monitoring and supervision.

4.5. Capacity building for planning at District and sub-District levels have also made progress. EMIS systems have been established in each District Office, with trained staff to conduct basic statistical analysis of data and information. At sub-district levels planning for blocks and communities is also evident in areas such as teacher rationalization, child tracking and the allocation of school and teacher grants. The mission was encouraged to observe that a system and a culture of planning is now falling into place at the various levels of the education system. The most important gap in planning, currently, is in the areas of systematic repair and maintenance of buildings and quality inputs. While guidance for the planning process comes from the SPO, the use of school and household data in the planning process ensures context specific interventions. The district and sub district levels do look up to the SPO for directions. It is likely that they will start exerting greater autonomy in decision making once capacities are adequately built and once Panchayati Raj Institutions are systematically involved in the planning and implementation of DPEP.

4.6. Orissa presents a unique situation as there are no revenue district level officials like the District Elementary Education Officers. District Inspectors of School are broadly coterminous with Sub Divisions and Sub Inspector of Schools with Blocks. There is a Circle Inspector of School in 19 of the 30 districts of Orissa who controls the DIs but whose function is largely in the Secondary Education sector. The older revenue districts have a District Institute of Education and Training. All districts also have a few Elementary Teacher Training Institutes (ETTs). DPEP Orissa has followed a special planning process. District Planning Teams, comprising of 6-8 persons drawn from DIs and SIs of Schools, and some faculty members of DIETs/ ETTs/ STIs were constituted in the expansion districts under the overall guidance of the District Magistrate, who is the ex-officio Chairman of the District DPEP. The District Planning Team was trained by the Planning Team of the State Project Office. The District Planning Team in turn is training Block level teams for planning. The household, school, and teacher data is shared widely with the planning teams in order to decide the kind of interventions required. While commending the state in making best use of available human resources for planning at State and district level, supported by a systematic effort at data collection, the Mission notes the under-representation of women in such planning teams. Involvement of voluntary agencies, PRI members, Child Development Project Officers and other functionaries could have improved the wider civil society involvement in the planning

process at the district and sub district level. The Project may like to widen the core planning team at district and sub district levels.

4.7 The State Project Office is able to meet the needs of appraisal effectively. Such strengths at the district level will take some more time. In spite of the limitations of the planning process at the district and sub district levels, the SPO has been very active in innovating and building in felt needs into the planning process. The decision to support tribal children in 400 Tribal Girls, hostels where buildings existed but there were no funds to operationalize them is a very good example of responding to a felt need.

4.8. Measures to promote autonomy and decision making powers at district and sub-district levels have made progress, although considerable challenges remain. Teacher training workshops, the introduction of innovative measures to attract and retain children in schools, and the design of child friendly elements in schools have been delegated to district and sub-district levels. Financial responsibility has also been largely delegated in line with these functions. Linkages have also been forged with *panchayat raj* institutions at local level, with beneficial effects on school development activities at local levels.

4.9. Orissa DPEP has made significant progress in involving the educational mainstream at the district level in planning and implementing the programme. Deputy Inspectors and Sub Inspectors of Schools are fully involved in the monitoring and supervision, even in districts where Orissa Administrative service Officers have been placed as the District Project Coordinators. Recently DIs of schools have been made DPC. The District Magistrate is the Chairman at the district level and the DPO seeks regular guidance and support from him/her. The participation of the District Magistrate is uneven across districts, though his/her association does help in getting the support of other departments working in the district. The Teacher Training Institutions (DIETs/ETTs/STIs) are also involved in implementing DPEP. Thus, within the Education Department, there are no problems of parallel structures or duplication of function. There is coordination and efforts at convergence are also made. Support for the Girls' Hostels in the tribal regions is a very good example of DPEP coordinating and converging with the efforts of other departments. The Mission suggests greater partnership and interaction with the Department of Women and Child Development's ICDS programme at the district level. Partnerships with Health, Labour, civil society, community organizations like Self Help Groups, Panchayati Raj institutions, will widen the scope for convergence and coordination.

4.10. DPEP has a State level Resource Group for curriculum and pedagogy where a few SCERT/DIET faculty members are represented. There are similar District level resource Groups where again a few representatives of the DIETs/ other Teacher Training Institutions are represented. This process has helped in moving the Project forward and new activity based text/workbooks up to Class - III were introduced last year. The State level resource Group has now developed books for Class IV and V and they are to be introduced in the coming academic year. DPEP has made serious efforts to develop strong institutional linkages with SCERTs/DIETs and funds for strengthening the infrastructure in these institutions have also been provided by DPEP. In the eight



expansion districts, DPEP proposes to establish BRCs in existing Teacher Training Institutions to further strengthen them. Even at the State level, DPEP is making conscious efforts to carry the SCERT along and let it institutionally lead in curricular and pedagogic issues. Serious efforts at continuous and comprehensive assessment of students' performance has also been made by DPEP and here also, the effort is to let SCERT/DIETs become the institutional core for sustaining such innovative practices. The SIEMAT works as part of the SPO even though approval for its registration as an autonomous body has been taken and its building is under construction. GoO has signed an MoU with the MHRD regarding SCERT and DIETs. While the DPEP partnership is helping build capacity in these institutions, serious state level efforts to develop them as centres of excellence will require greater effort.

## **V. SUSTAINABILITY**

5.1. The implementation of DPEP in Orissa specially since 1999, has seen some serious efforts at reform in the primary education system. The efforts of the Government of India to move towards a more holistic and convergent approach, the approval of Sarva Shiksha Abhiyan and its implications for sustainability, EGS and AIE to sustain and develop a focus on the out of school children through improved access and bridge courses, MoUs for improving SCERT/DIETs, have all contributed towards a more serious effort at developing institutional capacities at all levels. The establishment of BRC/CRC in DPEP districts and their sustainability on account of Sarva Shiksha Abhiyan has made States more confident that the end of the Project period will not mark the end of a process. It is encouraging to see the serious efforts being made to develop institutional linkages for DPEP activities in order that they sustain beyond the project period. Planning for Sarva Shiksha Abhiyan has already started even in the DPEP expansion districts and it was heartening to see efforts at preparing Block level plans on the basis of habitation specific planning in one of the expansion districts. Project personnel at all levels are confident that on account of Sarva Shiksha Abhiyan, efforts at developing institutional capacity, teacher development activities like recurrent in service teacher training, long term on site support through institutions like BRCs and CRCs will be sustained. With barely a year left for the first eight DPEP districts to complete the Project, steps for greater institutional ownership of meaningful and innovative practices needs to be emphasised.

5.2. Even though DPEP started in 1996 in Orissa, its effective implementation began only in 1999. Thus a number of innovations are in their infancy and require nurturing in order that the gains are sustained. A lot of the work around curriculum, pedagogy, textbooks, teacher training, multi grade focus, assessment of pupils' progress, quality monitoring are only a few years old. The State Project Office is already making efforts to ensure institutional ownership of these changes by constantly involving SCERT, DIETs and other Teacher Training Institutions at district and sub district levels. DPEP aims to build a large number of individuals from within the system who understand the innovations and are able to take it forward. Sarva Shiksha Abhiyan has given confidence to the State that a number of initiatives made under DPEP will be sustained. BRC and CRC play an important role in Orissa DPEP's plan for student assessment and quality

monitoring. The Project is confident that SSA will help it in sustaining these institutions. Even though the State realises the usefulness of BRCs/ CRCs, it was not able to extend it to non - DPEP districts on account of a serious resource crunch. With the approval of SSA annual plans for the 14 non DPEP districts, the State is confident of establishing these institutions in all the districts of Orissa. Over the last one year, a lot of the focus in DPEP in Orissa has been on developing a State wide focus. The household data, the teacher data, etc. have all been developed for the whole state. Similarly, by making OPEPA the implementing agency for the EGS and AIE scheme, Sarva Shiksha Abhiyan, Finance Commission grants for primary schools, etc., the DPEP State office has emerged as the focal point for innovations and reform. With the advent of Sarva Shiksha Abhiyan, the State is in a position to consolidate these efforts.

5.3. DPEP in the first eight districts comes to an end in June 2003. The eight expansion districts have just started and will go on till 2007/08. SSA Annual Action Plan for the remaining fourteen districts was approved in the last financial year. Planning for SSA has already been initiated in the DPEP districts. The State has commenced work on a sustainability plan for the eight districts where DPEP is coming to an end. It will be useful to carry out this exercise in consultation with MHRD in the light of SSA, to determine what elements of the recurrent costs required for sustainability will not be admissible under SSA and how the State Government proposes to meet such costs in the light of the commitment made at the time of DPEP approval, to sustain processes beyond the project period.

5.4. Even though DPEP has really become active in Orissa from 1999, it has set in motion a large number of reforms in the management of primary education programmes. Constraints of resources have limited the ability of the State government to take many innovations to scale in non - DPEP districts. The advent of Sarva Shiksha Abhiyan and the EGS & AIE scheme (which is a part of SSA) are seen as an opportunity for sustainability. In fact, the State Project Office of DPEP is aware that resource constraints may lead to frittering away of the lot of gains of DPEP and is therefore keen to operationalise SSA even in the DPEP districts so that a long term support is available to the interventions. Many gains of DPEP are being extended to other districts. For example a lot of the data collection regarding schools, teachers, and households now extends to the whole state. A decision has already been taken to extend the DPEP textbooks for Class I to Class III to 25 districts ( from the current coverage of 16 districts ) in the next academic session. Many other gains of DPEP will be extended to the remaining 14 districts. For example, the effective role of child friendly elements in attracting children and parents to school, the efficient use of School Improvement Grants by schools, will all be tried out in the other districts. Similarly, on issues like appointment of volunteer teachers by the School Committee, there is a broad understanding that para teachers are the only solution to the demand for more teachers. The subject of rationalisation of teacher units has been brought centre stage by the efforts of DPEP to undertake data/evidence based re - deployment. Gains in activity based teaching, evaluation of students' progress, development of textbooks/ workbooks/ supplementary reading materials, bridging materials for tribal children will continue to shape the pedagogic innovations in SSA. The planning efforts in SSA are based on the experiences of DPEP

and efforts to continue the useful interventions have become stronger. Exploration of ways of meeting needs not met by SSA is important and critical in developing a perspective on sustainability. With 8 new districts under DPEP, the State project Office is confident that it will provide the opportunity for a smooth transition to SSA where all the gains will be suitably sustained.

## **VI. STATUS OF PROGRAMME IMPLEMENTATION**

6.1. The last JRM had noted that after a slow start in its initial years, progress has accelerated and good progress is now being made towards Programme objectives. DPEP interventions in the first eight districts come to an end in June 2003. In spite of the continued efforts over the last year when expenditure has been significantly increased, the Project has only been able to use 53.7 % of the EFC approved Project cost of Rs. 229.75 crores. Compared to an expenditure of Rs.30.33 crores in 2000-2001, DPEP Orissa has spent Rs. 42.26 crore up to February 2002 in the last financial year. This is more than 95 % of the funds released to the Project for the year. Analysis of the year wise expenditure in the Project districts indicate that the relative share of civil works in the overall expenditure in a district has come down over the years. Expenditure on items like books, Teaching Learning Materials, Training and Workshops, salaries, awareness campaigns have increased in the recent years. This has been possible on account of regular release of School and Teacher Grants, four rounds of training for all teachers in the project districts, free textbooks for children up to Class - III, campaigns like NINAD and AHWAN for community mobilization and for quality monitoring, child friendly elements in school, detailed data on schools and households, etc. Innovative interventions like support for girls in 400 Tribal Hostels have also helped in improving the pace of expenditure. The thrust on Alternate Schools has also developed over the last few years. Bridge courses and camps for adolescent girls are being organised in Kalahandi district. The Project may like to further expand its interventions for the adolescent girls who are out of school by scaling up residential camps in all the districts.

6.2. The 2001 DISE data collected for the Project districts indicate considerable progress in the Gross and Net Enrolment Ratios. Even the Net enrolment Ratio at the primary level is more than 90% in nearly all the Project districts ( Rayagada reports 89.30 %, the rest are above 90% ). In absolute terms, enrolment in the eight Project districts has increased from 10.89 lakhs to 12.29 lakhs, an increase of 12 % during the Project period. Enrolment of girls increased 13% and of tribals 10% during this period. The gender gap in enrolment was also bridged on account of these developments. The household data for the 6-14 age group indicated that 21 % children were still out of school and recent efforts at establishing New Primary Schools, Alternate Schools, EGS, residential camps, schools for migrant children, has tried to keep the objective of universalisation in mind. The Project has reported substantial decline in drop out rates in all districts except Gajapati, improvement in transition rates ( Kalahandi, Keonjhar and Sambalpur reporting transition rates below 65 %), and a significant decline in the repetition rate ( only Keonjhar and Kalahandi report high repetition rates). While taking note of these gains during the Project period, the Mission recommends that an external impact evaluation of the Project be taken at the earliest to understand what worked and what did not. An impact study at

this juncture will be able to guide the work in the expansion districts which have just started and also the work under SSA. The Project has opened 720 New primary Schools against an NSAR provision of 734, providing enrolment for 27472 children. 1631 AS centres provide an additional enrolment of 49,574. Besides this, under the EGS & AIE scheme, 2636 centres have opened in these Project districts and another 1094 are to be opened. Support for 16000 tribal girls has also been extended through the residential hostels. These interventions have improved the access. The Project may like to increase the focus on bridge courses to mainstream the 9-14 year children who have not completed primary schooling.

6.3. DPEP has contributed to improvement of school infrastructure. 385 additional classrooms, 143 buildings for schools without buildings, 517 new primary schools have been completed so far. 58 BRC and 859 CRC buildings have also been completed. The Project is confident that it will be able to complete all the civil works undertaken over the next few months. The Mission visited an expansion district where DPEP has just started. The effective use of the Rs. 2000 School Improvement Grant and the attractive Child friendly Elements like swings, seesaw, etc. that have come up from small grants are an excellent indication of the role of improved infrastructure in improving school attractiveness. A well maintained school is seen as a hallmark of DPEP, even though the Rs. 2000 School Improvement Grant is minimal. The attraction of the child friendly elements in schools for children has to be seen to be believed. The recreational facilities thus created are being used even outside the school hours. While the contribution of DPEP to school infrastructure is very commendable, the decline in the contribution of Panchayat funds for school infrastructure in DPEP districts needs to be attended to on a priority. Panchayats and district administrations often feel that DPEP will make good all the infrastructural needs and thus use Panchayat fund for other sectors. Such an approach will be contrary to the additionality principle of DPEP as the resources available under DPEP are not enough to meet the entire infrastructural need. The Mission is of the view that the Project should focus more on the major repairs to a large number of buildings as that may be cost effective in the long run. The mission saw a number of school buildings where the walls were firm but the roofing materials required major repairs. The Project may like to assess the needs of such buildings for developing a need based infrastructure plan. In a few villages, request for sustainable maintenance grant for schools was made. DPEP is hopeful that the provision of an annual Rs. 5000 per school for repair and maintenance under SSA will go a long way in meeting this need.

6.4. Analysis of expenditure patterns in the districts clearly brings out the point that civil works expenditure constituted a larger proportion of the total expenditure in the earlier years. The expenditure on quality related activities has gone up in the recent years. An analysis of the balance available itemwise against the approved NSAR provision reveals that in Bolangir, Kalahandi and Rayagada, the civil works provision has been exceeded. The provisions at the State office has been exceeded for salary, TL Materials, contingency, furniture and MIS. The utilisation of TLM in Kalahandi, Bolangir, Bargarh and Dhenkanal is not satisfactory. The project may like to present an analysis of the utilisation patterns district wise to the next JRM as it will be useful for the expansion districts.

6.5. The release of funds from GoI has considerably improved in the current financial year. The Project feels that timely and adequate release of GoI share in the earlier years would have helped in better utilisation of resources. The GoO has not released its share for the expansion district against the Rs. 15 crores made available by the Central Government. The State project office has been very active in ensuring that work does not suffer on account of non availability of resources.

6.6. Out of the Rs. 229.75 crore EFC approved cost, DPEP Orissa has so far utilised Rs. 123.33 crores (nearly 53 % till February 2002). The Project ends in June 2003. In the current year, after substantial scaling up, the project has been able to spend Rs. 42.26 crore by February 2002 against Rs. 30.32 crores in the previous financial year. Even if the next 16 months witness a high level of activity, it will be difficult to go beyond an expenditure of Rs. 80 crores or so. This will still leave nearly Rs. 25 crores against the original EFC approval. There will be more resources available on account of exchange rate fluctuations. The Mission recommends that DPEP Orissa carry out an assessment of the likely resource availability and how best it could use it by June 2003. Preparation of Annual Work Plan and Budget for the year 2002-2003 should take note of the total fund availability and the proposed plan. Given the current level of activity in the Project, it should be possible to use the unutilised funds in the same district for needs of the Upper Primary, for which planning has already been initiated in the districts.

## **VII. NEXT STEPS**

7.1. Excellent progress is being made in Orissa towards the achievement of DPEP objectives, after a late start and within the constraints of a fiscal crisis in the State exchequer. A solid foundation is being laid towards the attainment of universal primary school enrolment and completion, the development of a good quality elementary education system, and the achievement of learning levels according to norms set by the State and the Government of India (GOI). The DPEP states of Orissa are also making strong progress towards the provision of equitable education access and quality for girls, and children from ST and SC communities.

7.2. Despite the excellent progress made up to now, considerable further actions and investment are needed to consolidate the gains made hitherto, and build upon the foundation laid by DPEP. In this context, the mission and the State of Orissa agree on the following actions to be undertaken before the next mission:

I. The commissioning of an independent, scientifically rigorous impact evaluation of DPEP by a reputed research institute or University faculty. The evaluation should be multi-disciplinary, drawing on such disciplines as management, education psychology, teacher education, economics and sociology. It should also be rigorous in its analysis of quantitative information, using for instance, techniques drawn from multivariate statistics, psychometrics and econometrics.

II. The establishment of initiatives to promote regular and systematic repair and maintenance of buildings, facilities, services and quality inputs. In this context, budgetary provision needs to be made for repair and maintenance in financial plans and allocation. Also, actions to implement repair and maintenance needs to be part of regular monitoring and supervision of staff.

III. Initiatives to draw more women into activities linked to education quality, such as: (i) teaching; (ii) acting as resource persons in teacher training workshops; (iii) participation in textbook publication teams, and (iv) activities in educational administration.

IV. A systematic follow up initiative on unit tests in schools to identify school and child specific needs, and to design diagnostic teacher support interventions.

7.3. The mission also observed that the education investments and initiatives in DPEP Districts of Orissa could be enriched through exposure of key staff at State and District level to good policies and practices in other Indian states, and to develop links with other Asian countries with high quality, high performing education systems. COE in Orissa State Government may consider exploring possibilities of such trans-state and international exposure to increase expertise and skills among their education staff.

7.4. The mission notes that as Orissa moves towards the objective of universal elementary education, it is important that there should be continuity of vision and actions and initiatives launched under the programme. In order to preserve this continuity, the mission recommends that key DPEP staff be retained within the programme.

**ORISSA STATE REPORT**  
**Follow up on recommendations of the 14<sup>th</sup> JRM**

Recommendations	Status and Progress
<p>The need for continued and intensive focus on expanded access, retention and completion by girls, SC, and particularly, ST children. Recent refinements in data sources will support these efforts and ensure high levels of accuracy in the education indicators used to inform planning and implementation efforts in this regard.</p>	<p>Serious efforts have been made for continued and intensive focus on access, retention and completion by girls, SC, and particularly, ST children. The DISE 2001 data indicates considerable improvement on these parameters. Innovative efforts like supporting 400 residential Girls' Hostels for tribal girls, establishment of EGS centres in unserved habitations, appointment of teachers by VECs, use of data at all levels, regular quality monitoring and classification of schools, have all contributed to the improvement.</p>
<p>The retention of key OPEPA staff in OPEPA to ensure the programme continues on its present trajectory. Agreement by State authorities on maintaining stability in OPEPA staffing is welcomed.</p>	<p>Key staff were retained on the recommendations of the JRM and their transfer orders were revoked. Stability has been maintained in the project.</p>
<p>A strengthened focus and emphasis on a shift in assessment practices is important in underpinning efforts on activity based pedagogies, on education quality, and on improved retention, progression rates and learning achievements.</p>	<p>The State undertook conduct of annual exams in all classes, based on question papers prepared by the OPEPA. Conduct of Unit Tests and follow up has been continued.</p>
<p>The broadening of participation by community organizations and PRIs in school management and functioning to enhance school operation, accountability and learning outcomes.</p>	<p>While elected School Committees have started participating in school activities, the involvement of Panchayati Raj Institutions at Gram Panchayat, Block and District level has as yet not taken place.</p>
<p>The preparation of a Review of Progress and experience to date in the course of the next few months. Such a review could highlight the many emerging " good practices" and identify continuing and emerging challenges. The availability of extensive and sound data can helpfully inform preparation of this document. The Review could provide an important input to planning as the programme moves towards its completion date.</p>	<p>Though no separate document on review of progress and experience has been prepared, the quality of documentation for the JRM was very satisfactory. Research Abstracts are prepared and shared. The Project shares good practices through an Oriya language newsletter. A detailed impact assessment has been suggested by the 15<sup>th</sup> JRM.</p>

**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**

**Rajasthan State Report**  
**(April 21-27, 2002)**

**I. INTRODUCTION:**

A team comprising of Shabnam Sinha (GOI) and N.K. Jangira (World Bank) visited Rajasthan from 21-27 April 2002. The objectives of the mission were to review the performance of the State in (i) learning, completion and quality; (ii) equity; (iii) planning, management and supervision; (iv) status of programme implementation (v) sustainability for both Rajasthan DPEP-I and II phases. At the state level, the team met the Minister (Panchayat Raj and Elementary Education) (PR&EE), the Secretary (PR&EE) besides the state project director (SPO), the state project staff and the DPCs of Phase-I and II districts.

The team visited Churu (Phase-II) district and the Directorate of Elementary Education at Bikaner. In Churu, the team met with the District Collector, the District Education Officers (Elementary and Secondary), District Project Coordinator, District Project Office staff, PRI officials, Block Education Officer, BRC Coordinator, SMC and community members, parents, teachers and students. A meeting was held with the District Executive Committee of Churu. The team visited BRCs, CRCs, formal primary government schools, *Rajiv Gandhi Swarna Jayanti Pathshalas* and *anganwadis*. The Mission wishes to extend its gratitude to the state for the hospitality extended to it.

The state has made a strong commitment to UEE through its newly launched programme of '*Shiksha Aapke Dwar*' (education at the door step), a sequel to the '*Shiksha Darpan*' campaign 2000. Whereas '*Shiksha Darpan*' focussed on awareness about enrolment, the present campaign '*Shiksha Aapke Dwar*' was a survey of the enrolled and unenrolled children covering both rural and urban areas in the entire state. Awareness building exercises through the use of films in collaboration with Film Society of India was organised in 184 municipal towns. A state festival was held for awareness building through direct interaction with children and about 4 lakh children of urban areas were covered.

On the specific recommendation of previous JRMs, rationalisation of the number of schools for each CRC was carried out. There has been an increase of 63 CRCs as a result of this exercise. Though attendance and enrolment have been monitored, dropouts and low student achievement levels need more attention. Quality upgradation and learning and teaching need to be stressed. Analysis of teacher requirement has been completed and they should be in place when new recruitment to fill up teacher vacancies is completed by the Government of Rajasthan (GOR). The GOR is proposing to appoint 31,000 para teachers to fill up the teacher vacancies. The EMIS is yet to be completed and capacity building of EMIS staff is required to carry out the work further.



## II. LEARNING, COMPLETION AND QUALITY:

Access has been addressed to a large extent in Rajasthan, both in phase-I and II districts in convergence with DPEP and state government efforts. In Phase-II, interaction with women SMC members showed that there were girls in scattered areas and habitations who were still out of school. As the number is small yet scattered, the state could initiate efforts to track them and ensure their enrolment. The grade transition rates computed from three years' data from the Directorate of Elementary Education are relatively low. Grade transition rates from Grade I-II are as low as 49-59% in the districts of Churu, Bundi, Bhilwara, Sri Ganganagar and Tonk. The transition rates in subsequent grades II-III and III-IV and IV-V range from 75% to +100%. The reasons for low transition rates from Grade I-II will have to be probed and effective steps undertaken to improve the same. The five schools and two RGSJPs visited by the mission also confirmed these trends. Primary stage completion rates are as low as 20% in one school, while in another, it was 67%. Class repetition in the observed schools was upto 30% in some schools. Since the state maintain a no detention policy in early grades, these results were surprising. This needs to be monitored closely for quality improvement to monitor repetition and transition rates in all schools and to take necessary steps to improve them in each school.

The State follows a no detention policy upto Class IV and has from this year introduced a common terminal test for Class V. The papers are prepared at the district level and will be examined by peer teachers from other schools. The mission would like the state to share the experience with the next JRM to assess how effective quality improvement inputs have been in enhancing achievement levels of primary level graduates.

The Mid Term Assessment Study is expected to be completed by August 31, 2002 as agreed. Other studies have also been commissioned. The Mission reiterates the recommendation of the 15 JRM that the State and districts need to evolve a vision for quality improvement and plans along with delivery mechanisms prepared and shared with the EEB. There is a need for transitioning the focus from infrastructure development related issues towards quality enhancement efforts.

The state has an overall teacher strength of 54040 teachers in Phase-I and Phase-II districts. Out of these, 11,280 teachers were trained in 2000-01, 26426 in 2001-02, the total being 37,706. The training was based on the nine-day induction foundational course on contextual issues. This year, the six-day training on content areas will be organised during the summer vacations. Two packages '*Prabhat*' and '*Sankalan*' have been provided to all teachers as enrichment materials. The average PTR in Phase-I districts is 47 and it is 45 in Phase-II. Upon detailed analysis, it was found that it is over 50 in the districts of Nagaur, Sikar, Sirohi and Dholpur. It is less than 40 in Bhilwara, Jhalawar, Jhunjhunu, Tonk and Kota. During a campaign '*Prashashan Gaon Ke Sang*' and '*Prashashan Sheron Ke Sang*', leading to teacher transfers. This has led to imbalances in some schools having large enrolments. Rationalisation of teacher deployment according to state norms may take this into consideration. The SPO informed the mission that about 31,000 teacher vacancies were in the process of being filled up across the state by para teachers. Strategic teacher placement, drawing upon this new strength is suggested for the DPEP districts. These teacher vacancies

needed to be filled up before the commencement of the next academic session in July, 2002. Deployment of teachers and school-based rationalisation of teacher positions is being undertaken.

Curriculum review and revision have been completed by the SIERT (State Institute of Educational Research and Training). The SIERT has also provided academic resource support in development of new instructional materials. The textbooks for class I and II based on the integrated approach have been completed and tried out in selected blocks. The feedback has been incorporated and the books have been introduced in all the 32 districts of Rajasthan. The textbooks for class III have been prepared and tried out. Revision is in progress and the books are expected to be ready by July this year. The Mission received positive feedback about the capacity building on BAS by the NCERT.

The mission visited primary schools, where classroom processes were observed. The mission feels that children need to be more actively involved in learning activities. The teachers have been provided training on TLM preparation, evidence of which was found in the classrooms/schools visited. However, the mission suggests that capacity building on TLM preparation should stress the fact that the TLM should be in matched to the learning competencies/content and should be linked to achievement. Activity based teaching and TLM preparation needs to form an integral part of the total instructional design, rather than as an isolated exercise. These issues need to be effectively addressed in the forthcoming training modules.

Majority of the schools visited were found to be grappling with the multi-grade situation. There were large size classes as well. The capacity building of the teachers on multi-grade teaching had laid more emphasis on space management. This needs to be effectively linked with training on curriculum management in a multi-grade set up. A three to four day training module on multi-grade teaching with plans for hands-on experience needs to be developed and included in the training programme. This could be tried on a pilot basis in a few schools in Phase-I districts. The feedback of its tryout may be incorporated in the existing package before its up-scaling in other districts. Even alternative schools and the Rajiv Gandhi Pathshalas have multi-grade teaching. The 41-days foundational training course of para teachers needs to integrate a substantive module on multi-grade teaching including space management, curriculum management and preparation of TLM in order to tackle multi-grade situation.

In the case of the Phase-II districts, understandably, the focus has been on infrastructure development. This focus needs to shift towards quality related issues like monitoring and improving classroom processes, teaching methodologies and students' learning. A general orientation of the CRCFs, sub-district project personnel and the SMCs needs to be taken up on issues of learning, completion and quality improvement. The state may like to explore academic resource support from organisations within and outside the State. The mission also feels that exposure visits may be organized for CRCFs and SMC chairpersons to district, sub-district, states that have achieved significant progress in quality enhancement.

For Early Childhood Education, the DPEP has opened 219 ECE centres and provides support to 9095 ICDS centres. In these centres, the DPEP provides Rs.150/- to AWWs and Rs.50/- to the helper for providing education to the children and ensuring

their retention. However, on field visits, the mission found some *Anganwadis* closed and non-functional. The non-functional ICDS centres have resulted in primary school children taking young siblings to school. This leads to over crowding in classrooms, aggravating the multi-grade set up already existing. The state may like to take up remedial measures for this.

### III. EQUITY:

The mission noted that the '*Shiksha Aapke Dwar*' survey had been undertaken for the identification of out of school children even in urban areas. The study reveals that 1.17 lac children in urban areas are still out of school. The state is addressing this issue seriously. The State has made concerted efforts towards awareness generation about enrolment of non-enrolled children belonging especially to disadvantaged sections. This has been followed up by an intensive survey '*Shiksha Aapke Dwar*' conducted across the state.

It has generated extensive data on the SC/ST, minority and migratory families. Disaggregated age specific data of non-enrolled children is also now available. The state also provides certain incentives to the children of disadvantaged sections from its own resources. Free TLM of Rs.65/- to SC/ST children and girls as well as food grain is provided. Short term residential educational facilities are also on the anvil for SC/ST children and girls. Residential schools and opening of ALS will be undertaken for children of migratory families. Short bridge courses have been planned for children of migratory families to ensure their linkage with primary education, during migrating periods. For education of children of the minority community, linkages have been established with *madarsas* through community support. In the Phase-I districts, one para teacher for general mainstream education is being provided by the DPEP in selected *madarsas*.

The *Shiksha Darpan* survey undertaken recently across the state has revealed that non-school going/un-enrolled children in the age group of 6-14 years has come down to 10.65 lac as against the 23 lacs enumerated in the year 2000. The GOR has started '*Rajiv Gandhi Swarna Jayanti Pathshalas*' in unserved habitations since July 1999. About 17,804 RGSJPs have been opened in rural and 369 in urban areas. They are run by the local community. One para teacher is provided for 40 children through selection by the *gram sabha*/community.

The DPEP has opened ALS centres for its Phase-I and II districts for un-enrolled children not having access to formal schools. In Phase-I and II, together there are 826 ALS centres. The total number of para teachers appointed in Phase-I districts during 2000-01 have been 184 and it has gone up to 659 during 2001-02. The involvement and ownership of the ALS/RGSJP programmes by the community is commendable.

The basic qualification of para teachers is Class XII pass and they are expected to be within the 18-33 age group. The upper age relaxation is given in accordance to government rules in exceptional cases. In RGSJP, 30 days training is provided by the *panchayat* / local government with technical support from *shiksha karmi*. From this year SPO has been made responsible for the training of para teachers in RGJPs. DPEP Rajasthan has prepared a 41-day foundational induction training package for its para teachers, on contextual issues of primary education. A 30 days content based package

has also been prepared which is a refresher course. Induction training has been provided to 124 and 753 para teachers in 2000-01 and 2001-02, respectively. Refresher training has been provided to 124 para for teachers for madaras in 2001-02. A para teacher completing three years of service is provided an increment on his/her enrolments. A para teacher receives Rs.1200/- and receives Rs.1600/- after he/she completes three years, with a provision for an annual increase of Rs.200/- thereafter, based on satisfactory performance. These para teachers would be considered for absorption as regular teachers after five years.

Considering the extremely difficult circumstances in the far flung desert areas of Rajasthan, facing acute water shortage problem, DPEP has made significant inroads in providing access through ALS and upgradation of RGSJPs with convergence of efforts. Sufficient efforts are being made to provide incentives to SC children through TLM grant etc. However, more concerted efforts could be made for providing access and quality education to the nomadic tribes. More data input is required on their situation like the number of un-enrolled children, periods of migration, the time of return etc. Small researches have been undertaken by DIETs which could be up-scaled to get more information on the status of nomadic tribes and efforts needed for their mainstreaming. The mission had the opportunity to observe the short term bridge courses that the state has designed for migratory children. The mission was impressed to note that educational facilities for providing access such as priority construction of schools, provision of additional classrooms and drinking water. Convergence has been attempted with 'SC/ST Development Corporation' for distribution of free uniforms. The mission suggests that more qualitative interventions like improved classroom processes, better learning opportunities, diagnostic assessment of learning difficulties and remedial teaching initiatives may also be undertaken. This is likely to improve retention and learning enhancement in the SC/ST children.

For promoting girls' education, incentive schemes of providing free textbooks to all girls upto Class VIII has been taken up. 504 girl child motivators have been selected and trained. Despite focussed efforts, interaction with the field functionaries at the school/cluster level in Phase-II revealed that cases of girl children not having been enrolled still prevail. For this, the women members of the SMC could be used more effectively. The GOR has already drawn up a plan towards ensuring enrolment of these girls. The mission observed that the women SMC members could be empowered sufficiently to articulate their demands. Through further training of women SMC members on their role and functions as women members of the SMC. Further, one of the reasons discovered for non-enrolment/dropout of girls was their inability to access toilets in primary schools. The use of toilets is to be ensured in schools.

Interaction with DPCs revealed that camps for identifying children with disability for IED was taken up. However, this could not be followed up with identification of all children with special needs and provision of aids and appliances for them. On query from the states, the mission clarified that the scheme is equally applicable to children that are to be enrolled in RGJPSs.

#### **IV. STATUS OF PROGRAM IMPLEMENTATION AND PROJECT MANAGEMENT:**

Phase I of DPEP has continued with accelerated implementation since the last JRM. More staff at SPO has been hired. Manager MIS and Distance Education Coordinator (DEC) have been appointed. The installation of 'Dish Receiving Systems (DRSs) undertaken in 10 DPEP Phase-I districts have been completed, and teleconferencing is expected to be organized shortly. The mission was pleased to note that orders have been issued by the GOR for filling up the 611 posts of CRCFs in Phase-II districts. In Churu district the DPC reported that 7 CRCFs have already assumed their positions. The mission also noticed the issue of reliving of the incumbents who have been promoted to secondary schools. The SPO, Director Elementary Education and Director Secondary Education will have to coordinate in order to ensure early positioning of staff. The process of positioning all CRCFs is expected to be completed by mid May. Though MIS and DISE has been established, there were problems in using the software suggested. However, the SPO was doing its work related to MIS and DISE using the Oracle8 platform in order to ensure districts and state connectivity. The mission suggests that national resource organisation (Ed.CIL or NIEPA) could be requested to follow up the capacity building through another short training at the state level. Orientation of district teams on maintenance of FMIS has been done.

Implementation of Phase I has further improved with the positioning of a dedicated director for DPEP with the appointment of director Lok Jumbish recently. Implementation is expected to further improve if the 8 vacant posts of professionals in the state project office (SPO), including vacant posts under phase II, and 58 in DPOs are filled. The mission team was informed that the state project director (SPD) has been authorized to select the incumbents from the department of education for secondment to the project. The process is expected to be completed by June 30, 2002. Meanwhile, number of posts in BRC and CRC facilitators have fallen vacant due to turnover resulting mostly from promotions. In phase II districts key staff is in position, but vacant position of account officers in Dausa, Dholpur, Bundi and Hanumangarh is a cause of concern. This is likely to cause delay in establishing FIMS in these districts. The Government of Rajasthan (GOR) has recently appointed 611 CRC facilitators. During field visit to Churu district it was confirmed that some CRC facilitators have joined. The vacant posts of professionals and accounts staff need to be filled at the earliest, not later than June 30, 2002. The SPO would ensure their training. EEB will have to monitor appointments closely and may like to link release of further project funds to filling of vacant posts.

The mission commends development of the Financial Management Information System (FIMS) software and the district project coordinators, accounts officers and training of management information system in charges of the DPOs in using this software. In order to try out the software the financial data and the corresponding physical accomplishments were entered for two quarters beginning April 2001 and Project Monitoring Reports (PMR) have been generated. The validated PMRs for the 10 Phase I project districts are being sent to the Elementary Education Bureau (EEB) and the World Bank for feedback. The PMR for the first quarter of January-April will be submitted to the EEB for onward transmission to the World Bank by June 10. The SPO will provide training to DPO professionals, specially account officers of the

Phase II districts and establish FMIS before the next JRM in October-November 2002.

The SPO and the DPOs prioritized civil works in phase I. Repair of school buildings received the first priority which was followed by construction of additional classrooms, and cluster resource centers, buildingless schools and block resource centers. Small works such as toilets and drinking water facility were undertaken simultaneously. All civil works are undertaken by the community with training of the BNS on construction (*Building Nirman Samiti*) with technical onsite support from trained engineers. The construction has been found by and large satisfactory by the national evaluation research team. It will be helpful if the SPO also commission a third party evaluation of the civil works covering larger sample in each of the project districts. Several innovations such as building water harvesting facility, integrating health and sanitation program with construction of toilets, use of local materials and appropriate technology suiting local contexts are examples of good practices. The focus should now be on the full use of the infrastructural facilities, particularly toilets. The SPO may like to review the provision of single toilets in large schools.

About two third of the civil works has been completed or is in the process of completion. By the end of the current FY civil works will be nearing completion in Phase-I. Work is behind schedule only in Jhunjhunu district which is taking corrective measures to accelerate the pace of construction. The repair work is of high quality and is considered a good practice which has been shared with other states. Convergence with UNICEF for providing toilets, repair of the existing toilets, hand pumps, water harvesting structures, with labour component of drought relief component, with food for work program and public health and engineering department resulting in supplementary contribution of Rs. 3.90 crores is a good effort in mobilizing additional resources. In addition, boundary wall in schools were constructed in many schools through *panchayats* and community contribution. There is however a problem in siting some BRCs which needs to be effectively tackled by the GOR and SPO for timely construction of the remaining 20% of the BRCs. In Phase II districts planned targets for the current year are expected to be achieved except in Hanumangarh and Jaipur districts. SPO will have to take necessary steps to stimulate these low performing districts.

The capacity building of SMCs of Phase-I was also completed. However, the mission suggests that the state may undertake orientation and capacity building of the SMCs in monitoring of quality aspects of the programme. The SMCs need to be made aware, firstly of their role in bringing about quality improvement, in addition to its civil works and access related functions. Secondly, the SMCs would require capacity building on monitoring of quality in terms of retention, classroom processes, teacher performance and enhanced student achievement levels. The SPO may develop tools for monitoring quality and provide training to the SMCs on the same. Academic resource support from national organisations like the NCERT, TSG and the SIERT in the state could be effectively used.

In order to improve coordination between the State Institute of Educational Research and Training (SIERT), SPO and DIETs for universalizing elementary education, SIERT has been brought within the fold of the Directorate of Elementary Education. The Center of Educational Management which is proposed to be established in the

education complex under construction at Jaipur will also have to be linked to this network. SPO was expected to furnish to the EEB and the Bank operational plan, including staffing. The full operational plan with proposed functions, areas of work, staffing with schedule of filling posts, building plans of the CEM may be submitted to the EEB and the Bank for clearance as agreed. A comprehensive plan for building capacity in these resource institutions and networking with institutions within and outside the state will enhance the quality of project implementation. Mission team could not observe coordination and convergence within education department at different levels and between other departments such as the women and child department, department social welfare and the health department, as could be seen in civil works. The coordination between the project structures and staff with the staff of the Directorate of Elementary Education at state, district and sub-district level needs to be ensured. In order to coordinate inputs to be provided from both sources and ensuring efficient use of resources it will be better to share databases and information about resource allocations to institutions. Strategies for improving completion rates and improving classroom processes leading to improved student learning can be planned together.

EMIS is yet to take off. The SPO has decided to collect school data in the new format. The data collection in the new format is expected to be completed before the schools are closed mid-May. It seems that the SPO needs technical assistance in skills for scrutinizing data at the block and district level, data cleaning at the district level and training of the education professionals in validating data and analytical skills to generate findings to be ploughed in formulating school development plans and AWPBs. EEB may like to assess the SPO needs and arrange assistance from the technical support group or NIEPA. The EMIS reports generated from phase I districts may be submitted to the EEB by mid-May and for Phase II districts the EMIS data may be shared with the 16 JRM in October-November 2002. The capacity to use data from different sources (EMIS, *Shiksha Aapke Dwar*) in preparing AWPBs at district and blocks will have to be developed. The issue of the proposed Child Tracking System is being reviewed and the decision taken will be communicated to EEB before May 15, 2002. It will be helpful in ensuring enrollment, completion and learning by all children.

The expenditures, though improved significantly during the current year, continue to be low. The expenditure of Rs.73 crores is about 66% of the AWPB for FY 2001-02. The cumulative expenditure since project effectiveness in October 1999 comes to about 27% of the EFC approved cost with a disbursement of about 20% which is way below the planned projections of the GOR. The expenditure varies considerably within categories and across districts. The highest expenditure (63%) is on civil works, followed by equipment (49%), furniture (37%), (equipment OP and maintenance, research and evaluation (32%) and TLM (23%). Major shortfall expenditure is on salary due to unfilled posts, training, innovation and consultancy. SPO will have to shift attention to quality component and activities. In addition, there are inter-district variations in districts, Jhunjhunu district expenditure is below 20% and in Sikar it is close to 20%. SPO has diagnosed reasons for low expenditures, particularly on quality component activities and initiated corrective action to accelerate implementation. SPO needs to monitor closely implementation progress in low performing districts and timely implementation of quality component activities.

The fund flow from EEB to the RCPE and from RCPE to districts is satisfactory. The state has released Rs.18 crores for phase I against the required Rs.16.5 crores, but could not release state share of Rs.3.75 crores for Phase II since there was no budget entry for this project in the last year's budget. Provision has been made for both projects in budget for the FY 2002-03. The state share for phase II will be released by May 30, 2002. GOR has made a provision of Rs. 25 crores in 2002-03 budget for the release of its share and assured the mission that its share will be released on time in order to ensure smooth project implementation. The EEB may monitor timely release of state share.

The SPO has built capacity for preparing and appraising district AWPBs during the last two years. EEB may like to authorize the SPO to appraise district plans.

## V. SUSTAINABILITY:

The mission was encouraged to note that the state had a strong political commitment to achieve the goal of UEE. High level committees at the level of the Chief Minister and Chief Secretary review progress every month. Staff of other departments have also been involved in this task to supplement efforts of the education department. This provides a very fertile ground for further educational initiatives like the '*Sarva Shiksha Abhiyan (SSA)*' which could build upon the large-scale awareness generation, access to educational data and educational management systems already in place.

Decentralised management systems are in place, and the functions of BRCs and CRCs are well defined. These would provide an effective and sustainable management structure for future educational interventions. Resource institutions at the district level (DIETs) and SIERT at the state level have been brought under the Directorate of EE. However, the broader vision of pedagogical improvement, teaching learning methodologies, and enhancing learning outcomes needs to become more evolved. This would ensure quality learning and the institutionalisation of this commitment.

The State has developed strong convergence strategies and the mission appreciates it. Convergence with 'SC/ST Development Corporation' and PHED have been worked out. A Convergence Committee under the Development Commissioner has been constituted for speedy redressal of problems. Convergence may however be initiated with JRY, MLA funds, MP funds, etc. for certain value additions to the schools, like boundary wall and other facilities. The GOR had agreed upfront to provide Rs. 35 crores annually to sustain structures and activities after the project closing.

### Next steps

- Filling up of teacher vacancies and carry out rationalized deployment of teachers according to state norms before the commencement of the new academic session commencing July 2002. This is an essential condition to improve learning by all children in regular and alternative schools.
- Filling up remaining vacancies of professionals in SPO and DPOs in both phases of the project, and vacant posts in BRCs and CRCs by June 30, 2002, which is essential for improving classroom practice to for enhancing student learning. GOR may ensure staff stability as agreed. It was agreed by the GOR to ensure



continuity of project staff during the entire project period. High turnover rate may be reduced and continuity ensured.

- Strengthening implementation of the quality component in both phases of the projects may be accelerated. Operational plans for training teachers/para teachers, providing onsite professional support to teachers through school clusters and monitoring quality may be provided to EEB before May 30, 2002.
- The SPO agreed to complete the commissioned studies for Mid Term Review to be undertaken during the 16 JRM and submission of reports to EEB before August 31, 2002. The SPO will also submit a revised plan of the state component and for each district approved by the GOR for review by the MTR.
- Completion of EMIS in phase I by May 15, 2002 and phase II districts before the next JRM in October-November, 2002.
- Generation of validated PMRs for all phase I districts by June 10, 2002 and building FIMS capacity in all phase II districts before the 16<sup>th</sup> JRM.

**Rajasthan State Report**  
**Action Taken Report on 14<sup>th</sup> JRM's Recommendations**  
**(17<sup>th</sup> November to 5<sup>th</sup> December, 2001)**

**1. Follow-up of Recommendations of 12<sup>th</sup> and 13<sup>th</sup> JRM.**

No.	Recommendations	Status & Progress
1.	EMIS should be fully operational by March, 2001	The problem of DISE software with NIEPA has been solved. Data Entry have started in DPO. The report will be generated in May, 2002.
2.	Increase in enrolment in Class 1 needs to be analysed with respect to retention.	Study on issues related to Retention have been sponsored. It will be completed by August, 2002.
3.	Survey of Urban Areas should be planned.	Shiksha Darpan Survey in Urban Areas has been completed.
4.	Staffing in SPO, DPO and other institutions should be completed.	Staffing in SPO, DPO and other institutions is in process.
5.	More monitoring of enrolment, attendance and achievement needs to be undertaken for planning. Schools, CRCs and DPOs could develop suitable monitoring mechanisms for children not enrolled, irregular attendance, dropouts, low achievers and completion rates.	A new campaign Shiksha Apke Dwar has been launched on November 19, 2001 for monitoring enrolment, attendance and achievement in Schools. District Collectors made in-charge to monitor the all process. District wise action plan is under preparation. This plan will show the responsibility of enrolling out of school children and also have the information about the need of school facilities. BRCF and CRCF will also monitor enrolment, regular attendance and achievements regularly through monthly meetings.
6.	EMIS results should be validated by May, 2001 and preliminary results made available to the 14 <sup>th</sup> JRM.	The problems of DISE Software with NIEPA has been solved. Data Entry have started in DPO. The report will be generated in May 15, 2002.
7.	Analysis of parateacher requirements vis-a-vis enrolments and meeting PTR norms should be conducted.	Requirement of the Additional para teachers will be worked out through praveshotsav Data which will be conducted w.e.f July 1 - 14, 2002.
8.	Some CRCs have too many schools. CRC rationalisation should be completed by June 30, 2001.	Rationalisation of CRC has been done on the basis of 10 Primary Schools per CRC.

## 2. Follow-up of Recommendations of 14<sup>th</sup> JRM.

No.	Recommendations	Status & Progress
1.	EMIS should be fully operational by March, 2001.	The problem of DISE software with NIEPA has been solved. Data Entry have started in DPO. the report will be generated in May 31, 2002.
2.	Rationalisation of CRC should be completed by next JRM.	Rationalisation of CRC has been done on the basis of 10 Primary Schools per CRC.
3.	Various mid term studies recommended in project documents should be completed.	Four studies as desired in the project documents have been planned. The TOR have been sent to GOI for approval. These studies will be completed and submitted to EEB by August, 31, 2002.
4.	Analysis of Shiksha Darpan data should be completed early.	Shiksha Darpan 2002 has been completed, Category wise analysis has been completed and results shared with the Mission Team.
5.	Analysis of Teacher need due to increase in enrollment and its deployment.	School wise assessment of the need for additional teachers has been completed and provision has been included in the annual work plan, 2002-2003. These Teachers/ Parateachers will be appointed before the academic session commencing from July, 2002.
6.	Training of BRC/CRC and other newly recruited staff.	Training of 70% newly recruited BRCF, CRCF and other staff have been completed. The training of rest staff will be completed by July 31, 2002.
7.	Report of learners' assessment study conducted by SIERT.	
8.	Yearly training plan should be prepared for monitoring.	Consolidated Annual Training Plan for various trainings have been prepared for monitoring. The plan has been shared with the Mission.
9.	Policy regarding-	
	a. Capacity building of SIERT, DIET	Need based capacity building of SIERT and DIET has been planned.
	b. Filling of vacancies in formal schools.	In next academic session 2002-2003 the vacancies of teachers will be filled up by the para teachers as per norms.
	c. Establishment of CEM	Building design in being prepared CEM Plan for staffing and activities will be submitted to EEB by June 30, 2002.
	d. Child tracking system-Pilot project study to be completed.	Child Tracking System is under review and decision will be communicated by May 15, 2002.
10.	Initial report on FMS working is to be submitted to next JRM.	The software have been installed in the DPO's. The PMR for the period April 1, 2001 - December 31, 2001 was shared and provided to the JRM.

**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**

**Uttaranchal State Report**  
**(21-27 April, 2002)**

## **I. INTRODUCTION**

The visiting team of the 15<sup>th</sup> Joint Review Mission consisted of Dr. Ranjana Srivastava (GOI) and Mr. Sunil Batra (WB). The team visited Dehradun and Pithoragarh in Uttaranchal from the 21<sup>st</sup> to the 27<sup>th</sup> of April, 2002. The terms of reference for the Mission included gathering information and providing recommendations for five key identified areas of educational development under the DPEP. These included: learning, completion and quality; equity; planning, management and supervision; status of programme implementation; and, sustainability of the programme.

The state visit began with a meeting in Dehradun with the Secretary Education, Government of Uttaranchal, the Director of Education/State Project Director, DPEP and representatives from the DPEP district offices. The Mission visited Pithoragarh district from the 22-26 April, 2002 and interacted with the District Chief Development Officer and officials of a few other district departments. The Mission spent extensive time with the District Basic Shiksha Adhikari, other project officials and also visited the DIETs at Didihaat in Pithoragarh and briefly in Almorah. The Mission visited 8 primary schools, 2 ECE centers, 1 EGS center and interacted with 2 VECs, 1 MTA, teachers, children and representatives from BRCs and NPRCs. In Dehradun, the Mission had separate wrap-up sessions with the Honorable Minister of Education, Government of Uttaranchal, Shri Narendra Singh Bhandari; the Chief Secretary, Government of Uttaranchal, Shri Madhukar Gupta; the Secretary, Government of Uttaranchal, Shri N. Ravi Shankar, the State Project Director, Shri M.C. Pant and representatives from the State Project Office. The Mission is thankful to the state and district officials for their efficiency, cooperation and hospitality in coordinating this visit.

The Mission is also particularly thankful to all the members of the SPO, district and block level functionaries and VECs for sharing valuable information and preparing materials related to the programme.

Spread out over a geographical area of over 53,000 sq.km., Uttaranchal is home to hilly and rugged mountains terrain, deep valleys, rough weather conditions, scattered habitations and hard working people. Only two districts of the state, Haridwar and Udham Singh Nagar are in the plains. The state is industrially backward and agriculture

and forestry are the mainstay of the people. Approximately two-thirds of the state is covered under forest. The literacy rate for the state is 72.28% and for women is 60.26%.

## II. LEARNING, COMPLETION AND QUALITY

### *Strategies Related to Improvement*

The DPEP project in Uttaranchal demonstrates a sense of vision development, planning and enthusiastic district, block and school level reforms. As a young state and despite several constraints, Uttaranchal has received dynamic inputs from the offices of the Secretary, Government of Uttaranchal and the State Project Director. Likewise, this enthusiasm is reflected in some of the DIET teams as well. Following the initial stages of establishing a foundation for reform, Uttaranchal is now in the midst of charting new directions to meet its objectives of learning, completion and quality.

The State Resource Groups in Uttaranchal are actively involved in providing overall direction and support to develop a vision of quality education for the state, particularly to address issues related to completion, repetition and low achievement. The state is in the process of articulating this vision and in finding effective ways to implement it in practice. This would include establishing overt links between the training, monitoring and feedback components of the state machinery and developing effective training packages.

### *Teacher Development*

The Mission is appreciative of the fact that the state has provided in-service training in its first round to 96% of its teachers. Subsequently, need assessment of teachers have been undertaken through school visits and workshops to further improve upon the training modules. Through workshops conducted during the past year, the state has identified hard spots in learning in language, EVS and mathematics. Presently they are in the process of planning their second round of teacher training (June-July, 2002) to include an understanding of subject-wise intervention to resolve hard spots in learning processes and components on IED, gender and self-instructional learning material. The state is also developing its vision and curricular plan for children with disabilities under guidance from the National Institutes for Visually Handicapped and Orthopaedically Handicapped and a Bageshwar based NGO.

While the DIETs have provided much of the training to teachers and district and block level functionaries and master trainers, there is a clearly felt need to further sustain these efforts at the block level to continue to guide the teachers in the schools. In addition to meeting administrative requirements, it is important that block level functionaries develop specific capacities within their resource centers to further support and guide the teachers towards appropriate pedagogical and managerial needs of the classroom at the school level. In this context, the Mission recommends that the state develop a working vision for creating active and vibrant block and cluster (NPRC) level resource centers. Among others, this would include the practice of simulated teaching, preparation of

model lesson plans, sharing of creative material for use in the classroom, collective brainstorming on classroom related problems and subject learning. In their training programmes, the DIETs can carefully document acceptable practices to use as a tool to bridge the wide gap that exists between teacher performances.

### *School Grading*

The SRGs and DIETs have made a good beginning in trying to address the issue of evaluation of school and classroom practices through the use of a comprehensive school grading tool that has now be standardised across the state. The tool includes an evaluation of: (a) basic infrastructure facilities; (b) school and classroom management processes, and (c) student evaluation. This tool was tried out initially in Haridwar and Pithoragarh districts and has now been extended to other districts, to be conducted three times in a year. Initial analysis of results and group discussions at DIETs demonstrate an increased awareness of a desirable school environment and development of ways to effectively implement a school improvement vision. Preliminary findings revealed by the Pithoragarh and Almora DIETs for their four districts are encouraging. Data collected during the first and second rounds of evaluation conducted in Pithoragarh district reveals a reduction in the number of schools placed in the C (from 49.6% to 43%) and D (29 % to 18.5%) categories. Similarly, while not a single school figured in the A category in the first round, in the second round, almost 1% of the schools figured in this category (Pithoragarh). DIET Almora has conducted detailed evaluation of each child in the three subjects of the primary curriculum (language, EVS, mathematics) and found significant improvements over the baseline achievement levels of 2001.

### *Textbooks*

In the absence of its own state structure, the state of Uttaranchal is presently using books prepared by DPEP, Uttar Pradesh. The state is yet to formalize its plans to begin preparation of its own textbooks. Efforts are underway to finalise the EVS curriculum from Classes I to V, incorporating locally relevant environment issues. On the basis of a trial programme in three districts, they are now proposing to replicate this curricular plan in all districts. In the development of material for this subject, conscious efforts are being made to include ample activities for children and teachers to learn from geographic and cultural contexts. This new curriculum has been prepared in consultation with members of the State Resource Group. Notable amongst these is the Uttarakhand Seva Nidhi (an NGO supported by the Department of Education, GoI) recognized for its work in environment education. The SPO proposes to submit the new curriculum to the state education board and subsequently adopt it from the following academic session. From this year, the state has also begun to distribute free textbooks to all children, girls and boys of general categories, SCs and STs and other backward groups. The training of master trainers and teachers on the revised curriculum and textbooks for all grades in the primary classes is scheduled for the second quarter of the current year.

### *Teaching Learning Materials*

There is evidence of some, though limited, activity-based TLMs being used in the classrooms. School Improvement Grant has been released to 98% of the schools and TLM grant has been released to 97% of the schools. However, adequate utilization of this material does not yet appear to have become a practising culture of the schools. So far, the EGS and AS centers were given one-time grant of Rs 2,350 and there are plans to extend TLM grant to teachers in these schools from the next year.

### *Multi-Grade Teaching*

As per earlier recommendations, the state has been making conscious efforts to develop its own capacities to manage multi-grade teaching more effectively. For this purpose, a team of master trainers went to the Rishi Valley Schools to learn, participate and observe. The state is presently in the process of developing its own model of multi-grade teaching which includes development of self-instruction material for use by children and teachers. The state is learning from models such as in Rishi Valley and Columbia. The Mission is of the view that the proposed state model should incorporate a strong component of effective pedagogical learning, in addition to effective “management” of children in the classrooms.

### *Community Involvement in Quality Improvement*

Fifty percent of the VECs in Uttaranchal have been trained and their training includes microplanning, school mapping and preparation of village education plans. The Mission interacted with two VECs and one MTA in Pithoragarh district. It was heartening to see the active involvement of the VEC members in the development of their village schools. In both cases, the Pradhan had donated land and the building to the primary school. In one case, the local villagers had contributed substantial amount of money to build a classroom where now an ECCE center is also operational. In this village, other members of the VEC are now also envisaging donating additional land to build a large enough playground. The DPO has also been able to generate funds in its own planning to build a toilet and provide drinking water facilities for this school. Interaction with a recently formed MTA revealed a high level of involvement and expectation. Motivational levels of community members in several parts of Uttaranchal may be interpreted as being fairly high. The challenge now is to sustain this beyond the initial level of enthusiasm, to maintain the interests of the villagers in the task of “building” good schools and also in the task of ensuring delivery of quality services at the school on a daily basis. Some VECs are conscious of these issues and are working to ensure availability of textbooks and learning material to sustain the interests of the children. The community has also been particularly active in promoting increased enrolment of girls in the primary schools. Further relevant information has been provided under the section on equity.

### *Institutional Development*

Several DIETs in Uttaranchal have a reputation of being active and have apparently acquired new institutional strengths since the DPEP started, as has been acknowledged in the previous sections. While the DIETs have provided substantial support to the district, block and cluster level offices and resource centers, much more needs to be envisaged for the further development of the DIETs. This may now be expedited through the establishment of the SCERT and SIEMAT. Similarly, it is strongly recommended that overt connections be established in the training of the block and cluster level functionaries such that they are in a better position to create more dynamic and interactive resource centers.

In the DIETs, information was also provided about the nature and extent of action research conducted by the trainee teachers. Several significant areas have been well identified but these need to be made simpler and more relevant for effective communication at the level of the cluster resource centers and school teachers.

### *ECE*

To address the needs of younger children who attend primary schools with their siblings and to meet the needs of those not yet enrolled, DPEP Uttaranchal has initiated a programme of Early Childhood Care and Education Centres (ECCE) in the state. Of particular interest is the effort to integrate and converge this new service with the existing infrastructure of the ICDS. The teachers for the ECCE centers are trained by the DIETs; so far 187 ECCE workers have been trained. Of the 411 ICDS centers running in Pithoragarh, 109 have been integrated with formal primary schools. The opening of ECCE centers is also visualised to address the needs of young girls who often do not get opportunities to attend school for a range of reasons, thereby increasing the enrolment opportunities for them. A peculiar problem that is now confronting the ECCE centers is that of timings, particularly during the winters. The Mission recommends that the state carefully consider the constraints of long hours for children at ECCE centers and develop a policy that accommodates such needs.

## **III. EQUITY**

The School Chalo Abhiyan and the Bal Ganana of the year 2001 led to an increased awareness in Uttaranchal state about the imperative need to address the education of girls, children with disabilities and children from remote tribal areas. During these exercises, the state was able to identify such children from 6-11 years of age. Presently, it is expected that the door-to-door survey to be conducted under the aegis of Sarva Shiksha Abhiyan will provide more detailed data on such children.

### *Out of School Children*

97.5% of children from 6-11 years of age are enrolled in schools in Uttaranchal. The state has identified 11,507 children as out of school. Haridwar (66.6%; especially boys at



58%) has the maximum number of out of school children, followed by Uttarkashi and Tehri Garhwal (14.2% and 11.2%, respectively). The problem is equally prevalent between boys and girls in two districts, Pithoragarh and Uttarkashi.

### *Gender*

As can be gleaned from the figures provided by the SPO, the largest number of out of school girls in absolute numbers is in Haridwar district. Nearly two-thirds of the out of school children in Champawat, Bageshwar and Tehri-Garhwal are girls. The Mission takes note of the fact that to promote an increased enrolment of girls, several efforts have been made to sensitise local women's groups through model clusters, maa-beti melas, nukkar natak, Meena campaign, training of MTAs and WMGs. In fact, members of the Mission interacted with a recently formed MTA and noted that the mothers were particularly appreciative of the efforts of the DPEP and looked for further guidance from them. State and district level workshops are also being conducted to address the gender perspective in terms of both enrolment and retention. In 2001, a classroom perspective study on gender was initiated in 17 formal and 4 AS centers in Tehri and Haridwar districts. In some villages of Uttarkashi and Tehri, there is evidence of increased enrolment and attendance as a consequence of the participation of the MTAs.

In Tehri district, a BRC Coordinator has adopted two schools for improvement of girls' education. District and block level functionaries are now envisaging to introduce this model on a larger scale.

The SPO has reviewed the activities of MTAs and WMGs and is considering to reorganize these as MAMTA Groups, Mother and Motivator Teacher Association. These groups will include SMC members, self-help groups and Mahila Mandal Dals.. Modules for the training of MAMTA members are under preparation and will be tried out in the month of July.

Haridwar, with a sizeable Islamic population has initiated the strengthening of madarsas and makhtabs, especially with a vision to reach out to the girls of this community. This includes identification and training of teachers from the community and management training of religious heads. The Haridwar DIET has also initiated action research to understand the problems of muslim girls. In the remaining districts also, DIETs are working to understand the reasons for the non-enrolment and relative high drop-out of girls.

Nevertheless, girl specific strategies to increase their enrolment and attendance in school will need to be further formulated and implemented, particularly in the three districts with a high percentage of out of school girls. For instance, sustaining the interests and involvement of MTAs in model cluster schools will be of particular importance. This would require detailing of specific activities such as monitoring of girls' enrolments, ensuring regular attendance and successful transition to the upper primary stage of education. In addition to convergence with the ICDS, the state could also think of converging with the Department for Rural Development for formation of self-help groups

for encouraging economic independence of women's groups and in sustaining their interest in educational activities of their children.

### *Urban Deprived Children*

To address the needs of urban deprived children, the District Urban Development Authority is running 10 education centers in Haridwar district and DPEP is training 35 teachers of these centers. Similar efforts are needed to identify such children in other areas. In addition, links with urban local governments would need to be forged to elicit their support for school development.

### *SCs/STs*

Strategic interventions to address the needs of SC children in the state include creation of new schools in SC habitations and provision of ECCE facilities, health check-up of children and provision of free textbooks. Awareness building and more sensitive teaching practices are other aspects that may require added attention of resource coordinators and teachers. The DPO in Pithoragarh is also working to converge services with an existing NGO to address the needs of out of school children belonging to the VanRaji tribe of this district. There are 9 villages with concentration of such children. Considering the small number of children spread over scattered locations, the state may think of providing for residential bridge camps to cater to their educational needs. The Mission recommends that the state take a sympathetic view in considering innovative convergence strategies with the Department for Tribal Welfare and NGOs working in the areas.

### *Para Teachers*

The minimum qualifications of para-teachers in the state is 10<sup>th</sup> pass or above. Information provided by the SPO reveals that most of the para-teachers under DPEP formal primary schools are intermediate (12<sup>th</sup>) pass. About 10.6% have a university degree. A similar trend is noted in non-DPEP schools as well. About 38-40% of AS and EGS para-teachers are intermediate pass; about 57% and 42% are high school (10<sup>th</sup>) pass in EGS and AS schools, respectively.

Para teachers are appointed from among village youth by VECs. The VECs usually select the most qualified from among the available candidates. Para teachers are provided a 30 day induction training by the DIETs. In the two DIETs the Mission visited, training of para teachers was underway. The Mission noted the need for the training to be more informed and better enriched for para-teachers to be equipped to deal with children of Classes I to V. Other than the stipulated training, the state has not yet articulated any programme for the professional development of its para teachers.

## *Alternative Schools*

Over 10,000 children in Uttaranchal attend EGS and AS schools. Of these, over 21% belong to SCs and STs. The ratio of both boys and girls in all categories are about equal. The state follows a policy of mainstreaming children enrolled in EGS and AS schools. Textbooks of formal schools are used in all EGS and AS schools. In the state so far, about 207 children of EGS schools and 41 from AS schools have been enrolled in formal primary schools. There is no documentation yet prepared from the state to ascertain the quality of alternative schools, especially in comparison with formal primary schools. The Mission notes that it would be advantageous for the state to continue to systematically address this process of transition in order to meet its goals for access, retention and completion. For instance, action research conducted at the DIETs could include: (a) comprehensive evaluation of children studying in EGS and AS schools; (b) detailed study of effective transition patterns; and, (c) successful completion of primary schooling of these children in formal schools. The Mission recommends that state initiate comprehensive evaluation of children in AS and EGS centers.

In Pithoragarh district, it is estimated that there are 430 children from about 150 scattered, remotely located bastis who do not attend primary schools. It is reported that there may be several such habitations in other districts of Uttaranchal where only 10 or more children may be available at one location. The Mission recommends that the state should consider flexibility in the interpretation of norms for the opening of EGS and AS centres to address the needs of such children as well. Action may also be initiated towards ensuring participation of all teachers in monthly meetings.

## *IED*

To address the needs of children with disabilities, the SPO has initiated a State Resource Group which consists of teachers and specialists from National Institutes for Visually and Orthopaedically Handicapped, other nodal government agencies and NGOs. Notable amongst these efforts are the camps and workshops to identify children with disabilities and to sensitise parents and communities about the needs of children with special needs. The State DPEP has provided: (a) certificates to children with disabilities to enable them for further support; (b) organized a supply of aids and appliances for some children with different disabilities and (c) parent counseling. The SPO is also working to converge with the office of the Chief Medical Officer and the Welfare Department in each district to further its objectives in this direction. So far, about 4136 children have been identified with disabilities that include hearing impairment, visual impairment, orthopaedically handicapped, learning disabled and mentally retarded. The SPO has organized a comprehensive programme of learning to develop capacities amongst its cadres on issues related to the education of children with special needs. These include visits to model centers across the country and active collaboration for training of their coordinators with Dehradun based schools that are recognized by the Rehabilitation Council of India. Initiatives taken for the Integrated Education of the Disabled need to be supported with follow-up action for specific training to address the curricular and interpersonal needs of children with disabilities. Specifically this requires (a) preparation of TLMs for children

with varying disabilities, and (b) training of teachers in the use of material and in addressing child-specific and disability-specific needs. Support of expert NGOs could also be elicited for initiating systematic action for this purpose.

#### **IV. PLANNING, MANAGEMENT AND SUPERVISION**

##### *Planning Capacities, Analysis and Use of Data*

Resource groups are constituted at all levels in the areas of Alternative Schooling, Girls' Education, Pedagogy, Community Mobilization and Integrated Education for the Disabled. The State Resource Groups have been trained and are actively involved in revision of curricula, preparation, trial and finalization of training modules, and training of master trainers at the district and block levels. The District and the Block Resource Groups are active and are providing training to teachers, NPRC (Nyaya Panchayat Resource Center) Coordinators and the VECs. The micro planning sensitization, generally in the nature of PRA exercises, conducted at the level of the village have resulted in preparation of village maps and Village Education Registers that provide information on enrolled and non-enrolled children. The information however, does not seem to be adequately analyzed and used to formulate proposals for opening of new schools, EGS centers or Alternative schools. For instance, District Pithoragarh has plans to open 5 AS and 15 EGS centers during the current year based on the approved proposals under the District Perspective Plan where as the Mission was informed, and provided with information, on the non-availability of more than 4-5 children in different *bastis* of remote areas with scattered population.

While efforts are on to understand problems and collect information from various sources, including those from HH surveys, school grading tools, need identification workshops and action researches, the state will need to enhance skills and capacities in data analysis, interpretation and diagnosis. The information gathered needs to be translated into interventions and strategies to address the issues and problems in their relevant geographic, cultural and local specific contexts. When this problem was discussed with representatives from the SPO, they articulated a need for further training and guidance in this direction. They also pointed out that they had sought training from NSDART, NIEPA and SIEMAT Allahabad but will need more specialized training to address needs in planning, monitoring, supervision and evaluation. The Districts have prepared their AWPBs with the help of the State Resource Groups and the state is presently finalizing its current plan. The state has not yet initiated in-house appraisals of their annual plans. In the absence of state structures for imparting training on AWPB preparation and appraisal, the state has requested NSDART to undertake appraisal of the current year's district plans.

Monthly meeting of teachers at the NPRCs seems to have emerged as a major review cum academic support mechanism for teachers. However, a deeper probe and discussion with Pithoragarh officials (district, block and cluster coordinators) revealed some obvious limitations of these centers to emerge as active resource centers. For one, the monthly meetings at the NPRCs are attended primarily by the head teachers, and rarely, if at all,

by the Assistant teachers, in the absence of the head teachers. The meetings at present are not attended by AS and EGS teachers. Two, the meeting provides a convenient venue for discussion on many administrative issues, and collection of information from the teachers on many of the states' schemes under the social sector. Even the data collected on educational issues (mainly enrollment, and non-enrollment, school grading and student achievement levels) is viewed as routine to fulfill administrative, rather than academic, requirement. While the NPRCCs are actively involved in compiling such data from administration of the School grading tools, it is actually analyzed at the level of the DIETs with little use and scope for discussion at the level of other project structures. Clearly, there is a need to understand and utilize data at all levels and to address issues that emerge as important for improving the learning environment of children of different abilities, and of teachers in strengthening their skills and capacities in the required areas. Monitoring meetings and visits by DIETs and BRCCs to schools are yet other opportunities that could be appropriately utilized to initiate subject based discussions and provide continuous on site support to teachers. The burden of NPRCCs of maintaining 19 registers also needs to be reviewed.

### *DIETs*

DIETs' involvement in educational development of DPEP districts is notable. However, the faculty of DIETs point out the need to strengthen their skills in school based learning improvement programs, multi grade teaching, concept of micro-teaching, preparation of teaching and learning materials for children of different age-groups and abilities and research and evaluation tools and techniques.

### *Autonomy and Decision Making*

In their attempt to decentralize planning and management of primary education in Uttaranchal, the State Government has with effect from 26<sup>th</sup> April, 2002 delegated powers to the District Education Officers for the recruitment and transfer of regular teachers in formal primary schools. The relevant order of the State for constituting School Management Committees has also been issued. The VECs are actively involved in providing conducive environment for primary education. The state has assigned them the responsibility of school construction, purchase of teaching and learning material, maintenance and repair of school buildings, and recruitment of Shiksha Mitras and AS instructors and payment of their honoraria, purchase of school equipment, and carrying out of supervision of schools, AS and EGS centers.

### *SPO*

The Government of Uttaranchal has approved 30 posts in the State Project Office. The SPO has sent proposals to the state government for the posting of Additional State Project Director, Senior Professionals and an Administrative Officer and has invited applications for the remaining posts from different departments either on deputation or on contract basis. Keeping in view the urgency and the time bound nature of the activities within the project; the state government has attached three experts (one senior professional and two

professionals) from the department of education on full time basis as an interim measure who continue to draw their salary from the state exchequer. However, the State Project Office continues to remain inadequately staffed. The coordinators are overburdened with the task of guiding the planning and implementation of two to three components. The Mission considers the staffing of the SPO as a major priority area to be addressed by the state as the pace and quality of the programme at the district and sub-district level would, to a large extent, depend on the guidance and support provided by the subject experts. The Mission strongly recommends that the crucial posts be filled expeditiously to enable the SPO to carry forward the momentum generated in the programme..

### *SCERT and SIEMAT*

The state government has initiated steps for the establishment of SCERT. A government order has been issued for its establishment in Narendra Nagar, Tehri. The state government has also identified 17 rooms in the old secretariat of Tehri Riyasat and is expected to provide more. The SPO is already in possession of 7 rooms. The state government has approved 180 posts and action has been initiated to fill the crucial posts. The SPO has requested to release senior officials to fill the crucial posts that are expected to be filled by June 2002. The Mission is informed that the state is keen to establish the SCERT and make it functional at the earliest; the delays in this have largely been on account of elections that were initiated in the state during the past two months. SIEMAT is being set up as part of SCERT, the proposal for which has been submitted to the GOI under the national scheme of SSA.

### *EMIS*

The State and District Project Offices have received training to collect data and generate EMIS reports. The EMIS is fully operational in all the districts with the required computer hardware and staff. However, software related problems are reported by the EMIS programmers and are awaiting redressal by the center. This would require intervention and support by DOEE/Ed.CIL/NIEPA. Specific training programmes would also be required to provide support to the state and district offices in analysis and interpretation of the generated data for effective use in their planning and implementation of various programme components.

## **V. STATUS OF PROGRAMME IMPLEMENTATION**

Of a total baseline cost of Rs85.85 crore, the Uttaranchal DPEP has spent Rs26.23 crore so far (2000-2002). This constitutes about 30.6% of the total approved EFC cost. The expenditure incurred during the period 2001-2002 is about 20.57% of the approved project cost.

For the entire project period, the share of SPO in the total projected expenditure is a little over 11% of the total project cost. However, for the year 2001-2002, the SPO has spent about 3.16% of the total expenses incurred in the same year. This is a definite improvement over the 0.23% spent in the year 2000 - 2001. This gap in percentage cost

spent by the SPO is perhaps also reflected in the slow institutional growth at the level of state office. While the Mission is appreciative of the fact that as a newly formed state Uttaranchal has had several constraints (particularly change of governments) in implementing its goals, a quicker pace will no doubt assist a timely realization of project goals.

Other than salaries for personnel, the bulk of the expenditure so far has been on civil works at Rs4.38 crore for the period ending March, 2002. This includes cost of additional classrooms, new primary schools in previously unserved areas, construction and repair of old primary schools and construction of toilets. The project has about Rs1.7crore available for the remaining project period for all such civil works.

In the districts, of the total amount spent by the state in the year 2001-2002, Tehri accounts for about 26.4%, followed by Pithoragarh and Haridwar at 19.76% & and 14.48% respectively. Champawat district, which is presently sharing its DIET with Pithoragarh accounts for the lowest share at 9.38%.

It has also been observed from the expenditure statements made available to the Mission that allocations under several heads related to training and capacity building still remain substantially underutilized. These include training programmes, seminars and workshops, research and evaluation, AWPB workshops, exposure visits, and MIS research and evaluation. The Mission is aware that some such expenses are planned for this year and the coming years, but it strongly recommends that the state consider the availability of these funds as a significant opportunity for capacity building at its state and district levels. Thus, more detailed planning for increased training inputs for teachers and block level functionaries will assist in both raising the performance levels of the schools and create an opportunity for the realization of the annual work plan and budgets.

## **VI. SUSTAINABILITY**

The state's vision for universalisation of elementary education is reflected in its carefully articulated perspective plan. Gradually, this vision appears to be becoming a part of some of the DIETs of the state and some district level functionaries. It is reflected in the efforts adopted in the state to effectively identify remote, scattered habitations, and in its preparations for a detailed HH survey to ensure that adequate data is available to track children at all levels. Similarly, its efforts to prepare a curriculum plan for classes VI, VII and VIII also demonstrate an interest in developing systems for transitioning from primary to elementary education. The collaborations established in this context with the locally based Uttarakhand Seva Nidhi to develop a creative curriculum of study on environment education and linking it with an understanding of sustainable livelihoods are particularly noteworthy. These efforts appear to be locally contextualised and demonstrate the evolution of a vision for the education and cultural life of Uttaranchal.

However, the Mission is particularly concerned about the ways in which this vision is being effectively communicated at the district and block levels. While the initial efforts to share and develop a meaningful vision have been in place, the challenge is to sustain it

beyond the initial stage of enthusiasm and to make it an active part of the block and school culture. For instance, it is relatively very easy for a progressive vision programme to slip into the old order of merely grading children's achievements and schools on the basis of elementary criteria. This is partly reflected in the manner in which the BRCs "grade" schools every time they visit the schools. In this regard, the Mission recommends a restructuring and prioritization of in-service inputs for teachers at the school level. This may be done by further enabling the roles of BRCCs and NPRCCs as resource persons and resource centers in terms of material development at the local level and knowledge sharing to better understand classroom processes. It is important to recognize the need for and to develop resource personnel not as inspectors but as support staff to further the goals of the education of young children of Uttaranchal.

The Mission notes that children living in relatively remote areas of Uttaranchal also have access to the television, including some cable channels. In practice, this translates into greater awareness amongst younger people, an interest in the wider world and knowledge of access to information. In this context, the role of the teacher becomes particularly challenging and demanding. If the BRCs and the NPRCCs are sufficiently able to address this growing sense of awareness and the need to match it in pedagogical terms, the impact of project goals will be far better achieved.

The Mission appreciates that members of the SPO appear to envision a sense of continuity between the goals of DPEP and SSA. They recognize the need to carry this prevailing sense of change forward in several new dynamic directions. This is reflected amongst some members of the state DIETs as well. However, it is evident that they are also seeking further guidance and goal clarification in a formative sense of the term. The Mission strongly recommends that these connections be established and nurtured for the state through existing and new national level institutions.

Under SSA, the state is presently preparing to conduct the HH survey and develop a perspective plan and AWPB. In its vision, it appears to be working to utilize funds from SSA to further its objectives at the school and block levels. The Mission recommends that adequate flexibility be built to maintain a sense of continuity between the DPEP and SSA.

The Mission recognizes that the state has definite plans to establish an SCERT and a division of SIEMAT within the same umbrella organization. This plan is awaiting further action from the respective departments of the state government. Efforts to make the two institutions operational require immediate action by the state.

During the Mission's interaction with local people, it was evident that there is a favourable response to the efforts initiated under DPEP. The scope and extent of mainstreaming these efforts will depend on the manner in which the SPO takes this project further and the flexibility and continuity built in SSA.

Quality monitoring and enrichment in the DPEP districts in Uttaranchal will depend to a large extent on the nature of professional support provided to the DIETs. The DIETs are,



in turn, seeking guidance and direction from the to be established SCERT and SIEMAT and from a network of national level institutions.

#### **NEXT STEPS**

- SCERT and SIEMAT to be established urgently.
- Vacant posts in the SPO need to be filled up expeditiously, especially that of the Assistant SPD, Professionals, and a Finance Officer for successful implementation of the programme. (Appointment of the finance officer is imperative to finalise the legal amendments with the World Bank as well.)
- A vision needs to be crystallised for the development of BRCs and NPRCs as dynamic and vibrant resource centres for the schools in the respective blocks and clusters. This may be documented and shared with the next Mission.
- Specific viable models for multi-grade teaching need to be evolved keeping in mind curricular and classroom management issues. A concrete plan for addressing this may be shared with the next Mission.
- Flexible norms and innovative strategies need to be created for scattered habitations to ensure 100% enrolment.

## District Primary Education Programme – III Uttaranchal

14<sup>th</sup> Joint Review Mission – Follow up on next steps for the  
review of 15<sup>th</sup> Joint Review Mission

S.No.	Recommendations	Status and Progress
5.1	A functional SCERT including SIEMAT needs to be set up within the next 6 months.	Government has been issued by the State Government to establish the SCERT. The SPO soon plans to set-up the SCERT office in 7 rooms in a state building provided in Narendernagar, Dehradun. The division of the SIEMAT will be establish in the SCERT.
5.2	The restructuring of the academic support system into CRCs where required, may be expedited and put in place to provide effective and continuous support to the teacher. Mapping of the existing NPRCs and Schools for each district needs to be undertaken urgently in this context	The state Project Office has directed the DPO and DIET regarding mapping of the existing NPRCs and Schools, where the Nyay Panchayat are large in area and geographical condition are different. The NPRC should have 15-30 schools within its jurisdiction. The larger clusters should be divided into sub-clusters. The proposal of sub cluster formation received from district Uttarkashi and Pithoragarh will be placed before the Executive Committee on April 15, 2002. In SSA districts the NPRC has been restructured into clusters gaining experience from DPEP districts.
5.3	Small multi-grade school being the norm in the major part of the state, a state specific multi-grade curriculum and methodology may be developed on a priority basis and trialled before finalization	<p>The state of Uttaranchal has a large number of small habitations, scattered in the hills and forest areas. Most of the village/habitations have been saturated with Primary schools. The schools have 30-150 children enrolled. Some of the schools have 20-35 children.</p> <p>A team comprising of DIET lecturer, BRC co-ordinator, NPRC Co-coordinator and District Co-coordinator (Pedagogy) visited the Rishi Valley Education Society. The group felt that the multi-grade methodology with single teacher would be suitable for the remote habitations of hill districts where the child population is very low. They have shared the experience of Digantar, Bodh and Eklavya. In the first phase 10 schools in each districts have been identified for the adoption of multi-grade methodology on pilot basis in district Uttarkashi, Pithoragarh and Tehri.</p> <p>Proposal for multi-grade curriculum and methodology on E.N. (Escuela Nueva-Columbia) concept will be put up in the meeting of 'Executive Committee' of "Uttaranchal Sabhi Ke Liye Siksha Parishad". The Education department has decided to develop multi-grade classroom design/prototypes in primary school buildings with the support of Central Building Research Institute, Roorkee (Haridwar). In this regard Secretary Education</p>

		<p>Uttaranchal and the State Project Director DPEP/SSA convened a meeting with Director, CBRI in Roorkee, on 12 April 2002. It is also proposed to organize sharing meeting of Expert BSA and ABSA of different districts with the Scientist/ Engineers of CBRI on 29<sup>th</sup> April 2002 at SPO, Dehradun.</p>
<p><b>5.4</b></p>	<p>In the view of the physical presence of almost 20 to 30 % underage children in class 1 in all districts of the state, despite anganwadis, a component of early childhood education/school readiness may be introduced within the primary school. This can be done through a multipronged, situation-specific approach, such as relocation of anganwadis and strengthening of ECCE components, provision of kits and training of class 1 teachers or setting up an early childhood class with a para teacher/deployed teacher where anganwadis are not available.</p>	<p>Department of Education has sent a proposal for opening of Anganwadi Kendras (ICDS centers) in the entire block to enroll all the 3-6 age group children in these Anganwadi Kendras. The teachers, NPRC coordinators, educational officers and ICDS workers will motivate the parent and community to enroll the under age children in the Anganwadi Kendras and ECCE centers.</p> <p>In the meeting of 'Programme Committee' of "Uttaranchal Sabhi Ke Liye Shiksha Parishad" the Director of ICDS, Uttaranchal informed that the ICDS department has decided to cover all 95 blocks of Uttaranchal. The Anganwadi centers will be opened in most of the villages/habitations of the State. The 'Programme Committee' has suggested that the Anganwadi Kendras (ICDS centers) should be set-up near primary schools. It will facilitate the girl child freedom from sibling care and their enrolment in school as well as school readiness among pre school age children. The Anganwadi Kendras will enable the free school education of young children, particularly girls and facilitate the enrolment of young girls in primary schools (especially those who are unable to attend school because of the presence of younger siblings at home).</p> <p>The state Government had constituted School Management Committee (SMC) vide it's order No. H.R./ 06/ B.Edu/2002 Dated March 30, 2002. The SMC has 12 members including 05 mothers of children enrolled in class 1-5.</p> <p>The School Management Committee has been given responsibility to provide cooked meal in the formal school under mid day meal scheme in one block of district Dehradun on pilot basis.</p> <p>It has been proposed that the children enrolled in Anganwadi kendras should also be provided cooked meal in place of biscuits and Panjari along with the children enrolled in primary schools. The mid day meal should be cooked by the SMC. It will help to retain the under age children in ICDS centers.</p>

**INDIA**  
**DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**  
**FIFTEENTH JOINT REVIEW MISSION**

**West Bengal State Report**  
**(18 – 30 April 2002)**

## **1 INTRODUCTION**

**1.1** DPEP is implemented in 10 districts of West Bengal, in 5 districts initially since 1997-98 and in 5 more districts since 2000-01. K. Jayakumar (GOI) and Felicity Townsend (DFID) visited the state on behalf of the 15<sup>th</sup> JRM.

**1.2** The objectives of the Mission were to assess the following areas:

- Learning, completion and equity
- Equity
- Planning, management and supervision
- Sustainability
- Programme implementation.

**1.3** At the state level the team visited the State Project Office (SPO), the West Bengal Board of Primary Education (WBBPE) and SCERT. The team had elaborate discussions with the State Project Director (SPD) and the key functionaries of the project at the state level. Discussions were also held with the District Project Officers (DPOs) from all the 10 DPEP districts. The team had useful discussions with the Secretary and the Minister in charge of School Education.

**1.4** The team travelled to Malda, which is an expansion district and spent three days in discussions and field visits. At the district level the team had discussions with the District Collector, the Chairperson of the District Panchayat, Chairman, District Primary School Council (DPSC) and the members of the newly formed District Sarva Sikha Abhiyan Committee. Detailed discussions were held with the District Project Officer (DPO) and the project officials. The team visited several primary schools and one Sishu Shikshya Kendra (SSK), Circle Level Resource Centres (CLRCs), interacted with the Circle Project Co-ordinators (CPCs), Resource Teachers (RTs), members of the Panchayat Raj institutions and Village Education Committees (VECs).

**1.5** The team would like to thank all the state and district level officials for their co-operation and hospitality.

## 11 LEARNING, COMPLETION AND EQUITY

### *Learning, Completion and Quality*

2.1. There is much evidence of varied and responsive strategies for improved learning, completion and quality outcomes being developed, implemented and monitored by West Bengal DPEP. However, these strategies exist in a unique environment which has so far tended to limit the reach and overall effectiveness of DPEP and other interventions. Many different agencies, structures and schemes have been given responsibility for primary education but, in the absence of a common vision and an integrated, coordinated approach to the considerable challenges of universalising, a picture emerges of efforts which are less than the sum of their parts. DPEP officials at all levels expend much effort and ingenuity in working for convergence but this has so far been more successful at District level and below than at State level. Some communities and very many schools and children remain unreached by holistic strategies to tackle the many obstacles to achieving UPE.

2.2. West Bengal DPEP has not been supported by the SCERT or by DIETS (which do not yet exist in the state) and has not so far been able to extend sufficient and appropriate support to SSKs, the major GoWB strategy under the Panchayat and Rural Development Department, for educating out of school children and reaching unserved habitations. Thus major lacunae are evident, which reflect more on the overall context than on the success of the DPEP programme per se. This section will deal with this issue in relation to strategies for learning, completion and quality and the next section will examine the implications for equity of opportunity and outcomes, especially for poor children and others in DPEP special focus groups.

2.3. Access is still a major problem. The mission team was told by people at all levels that the lack of sufficient, suitable classrooms for either primary schools or SSKs was one of the most significant constraints on achieving regular attendance, retention and effective learning and teaching. Despite this, however, we were also informed that education is often not being seen as a 'development issue' and thus fails to attract adequate resources. Very many schools are still extremely overcrowded and/or dilapidated, even after the DPEP component for civil works has been exhausted, the community has made what contributions are possible and some other convergent funds and schemes have been mobilised. The infrastructure available to the SSKs, often in the poorest communities, appears even more inadequate to the task. It is clear that provision of basic facilities for schools and SSKs is a major and urgent requirement. The mission team suggests that a comprehensive and detailed picture be drawn up of the gap between infrastructure provision and, leading to an integration of strategies and resources at each level to bridge the gap in the shortest possible time, so as to ensure basic minimum conditions for successful primary education across the state. The extensive and detailed database developed by DPEP would be of considerable assistance in these efforts but would need to include information on SSK facilities and identify opportunities for optimal use of other public buildings. It is interesting that the

SLIP initiative has coped with the space constraints by changing the timing of Class I lessons, with the teachers of those classes in effect agreeing to work an earlier shift to give a better environment for the youngest children. In the short term, a modified shift system where half the classes start early in the mornings and half later in the day, may be considered to ease overcrowding.

2.4. Another issue related to access is that of teacher recruitment and deployment, with very high PTRs still evident in many schools across the state but especially in rural areas. The average PTR in the ten DPEP districts is 59:1, ranging from 73:1 in Murshidabad to 39:1 in Bankura. Funding constraints mean that a District norm of 50:1 is more likely to be achieved than the official State norm of 40:1 but efforts for more equitable deployment, such as the appointment of new recruits directly to under-staffed schools, may need to be strengthened through further policy options.

2.5. DPEP has made note-worthy efforts to address the problem of irregular attendance, which is an area of concern. The normal causes are seasonal agricultural work, sibling care and illness. With the active involvement of VECs, individual cases are taken up and social pressure mobilised. However, in urban areas, the Ward Education Committees (WECs) cannot be said to be as effective as their counterparts in the villages. The monthly review meetings of the Head Teachers at the CLRCs, the sensitisation of the teachers through training, greater involvement of the VECs and Panchayat representatives and a greater awareness in the community have helped focus efforts on improving attendance.

2.6. Some of the most significant contributions of DPEP to quality so far have been through the Circle Level Resource Centres, which replace the usual pattern of BRCs and CRCs. Their advantage is that they converge with the Sub-Inspectorate, with the role of the SI changing to that of the Circle Project Coordinator, supported by Resource Teachers. The success of this role change and of the core functions of the CLRCs was reported as at least 50% by all District teams, which represents considerable and rapid progress even in the expansion districts. Another encouraging sign is that the State has decided to set up CLRCs in non-DPEP districts. Moreover state government has already decided to set up 40 new circles and create the required posts of Sub Inspectors, which will bring down the number of schools per circle. However, limiting the number of schools to be covered by a CLRC to around 50 is a norm that will need monitoring and adjustment, as well as consideration of the capacity of CLRCs to support SSKs, should this be agreed by the departments concerned. At present, SSKs do not receive the type and quality of academic supervision and support which would have been available under DPEP if the Alternative School strategy had followed the more usual pattern. It has recently been agreed that DPEP may boost the initial one-week's training of the SSK sahayikas (para-teachers) through a further short module but it is very likely that this will not be enough to support their work, especially in the higher classes.

2.7. Indeed, DPEP interventions for in-service teacher training have yielded some valuable lesson learning. Modules developed and rolled out most recently have been more practical and responsive to actual classroom conditions than earlier ones and have

clearly gained higher levels of teacher acceptance and day-to-day impact. CLRC activities have provided essential, continuing support to teachers in applying the methods introduced by the training as well as regular noontime sessions for sensitising VEC members and winning their support for what is being done in the schools. Considerable use within DPEP is being made of the results of the External Evaluation of learning achievement conducted by the West Bengal Board of Primary Education,

**2.8.** The School-based Learning Improvement Programme (SLIP) is an important and pioneering quality improvement programme in the West Bengal context. It has developed from an action-research based pilot, FLIP, and reports indicate that SLIP is an effective and holistic set of strategies based on a wide range of evidence and experience, and already having considerable impact on children, teachers, schools and community. It is not yet certain however that SLIP's development and use of innovative materials and the mobilisation of volunteers to assist children's learning have gained sufficient acceptance at state level. DPEP is planning to upscale SLIP from 435 schools in six districts to all schools in the ten DPEP and it is expected that this will have the necessary support of the WBBPE. The Department of School Education may like to consider taking steps to ensure that all efforts for school improvement, including SLIP, are complementary.

## **111. EQUITY**

**3.1.** The West Bengal state strategy of SSKs staffed with sahayikas for rural out-of-school-children and unserved habitations as well as for reducing the load on overcrowded primary schools, is seen as permanent rather than transitional. SSKs are set up by the Department of Panchayats and Rural Development, usually 'on demand' rather than through needs-based planning and often subject to district quotas set on the basis of available resources. SSKs are provided with the same free textbooks as primary schools. As reported in the previous section, DPEP has been unable, until now, to support the SSK scheme and efforts are already underway for cooperation with the SSKs by way of providing TLM and school grants to SSKs as well as a short module of training for the sahayikas. DPEP has, exceptionally, supported a significant, NGO-led intervention in Calcutta (not a DPEP district) for deprived urban children which will soon be extended to several more urban centres and taken up under SSA. At present, whether and how SSA may support SSKs and urban alternative schools under the EGS/AIE component remains unclear, as is the strategy of setting up bridge course centres to mainstream older out-of-school-children. Once more, co-ordination between a number of different departments and agencies is urgently needed to ensure the most effective use of resources to universalise primary and upper primary education.

**3.2.** It is widely acknowledged that an important strength of the SSKs is the accountability of the sahayika to the guardians, as she is on a one-year renewable contract to the School Management Committee and is more likely to have affiliations to the community and its cultural and language practices. The sahayika must generally be a woman over the age of forty with 10<sup>th</sup> Class pass, although this is sometimes relaxed. On recruitment, she receives 5 days' training followed by 5 days orientation training by

the Panchayat and RD department supported by UNICEF. With this educational and professional background, it is not surprising that difficulties in transacting the curriculum in Classes I and II have already been reported and are expected to increase for Classes III and IV. It would also not be surprising if some of the sahayikas were doing an effective job, using dedication and skill with young children.

3.3. There is some evidence however that many factors affect the functioning of SSKs from the equity point of view. This is of concern when SSKs serve primarily the most disadvantaged sections of society who would normally need especially focused support strategies. Firstly, there is evidence that the demand for education continues to overwhelm provision and that there is a risk that many children's needs are not being fully met by the existing schemes. One SSK visited by the mission team in a 'minority' habitation in Malda district illustrates the position. Problems with PTR, space, irregular attendance of children and payment of salaries were discussed with the sahayikas and guardians. There was an overcrowded primary school nearby but in the next Gram Sansad's jurisdiction. Guardians reported that places went on a 'first come first served' basis, with the SSK receiving the overflow from the primary school or late enrolments. The midday meal scheme is not available to SSK students so there is a tendency for parents to prefer to enrol children in the primary school. CLRCs do not include sahayikas in their activities or visits and the roles of VECs are not clear in respect of SSKs.

3.4. DPEP has developed some effective strategies for girls' education and, for example, for helping tribal children and their teachers make the transition from mother tongue to Bangla in the first year of school. Strategies and capacities for IED intervention are being built, though they have not been scaled up. These experiences and activities need to be shared with SSKs. There are clear benefits in appointing women to teach in primary classes and the policy of appointing them as sahayikas in the SSKs needs to percolate through to the mainstream. In each case, strategies that work will help achieve all the objectives of universalising quality education only if they are owned and adopted across the sector.

3.5. The West Bengal Board of Primary Education has conducted a series of external evaluations of learning achievement in primary schools and it is understood that this year's results will for the first time be disaggregated by gender and social categories. A similar, but possibly not directly comparable, exercise was being conducted in SSKs as the mission team visited. The next JRM should seek to discuss both the results of both these evaluations, together with other evidence and studies, in the light of equity objectives and the need for focused strategies by all concerned agencies for identifying and improving the achievements of the children, teachers and schools most in need of support.

#### **IV. PLANNING, MANAGEMENT AND SUPERVISION**

##### *Capacity Building*

4.1. The key role of validated data in effective planning is being increasingly appreciated by the members of the VECs, Panchayats and the DPEP functionaries at the



district and state level. The child register maintained since 2001 in every primary school is a basic source of information at the grassroots level mainly on the number of out of school children. Teachers and VEC members are fully involved in the preparation of this register, based on which 'green cards' are distributed to those families who have to enrol their children. This in itself has been a capacity building exercise at the school level. Such a register has also helped bring out the gaps in education infrastructure far more poignantly among the village community. At the VEC level, today there is much greater acceptance of and vocal demand for more Upper Primary schools, better facilities in the existing primary schools and more teachers.

4.2. Out of 3 lakh members of the VECs and WECs, 164000 members have so far been trained. That nearly 50% of the members remain to be trained leaves no room for complacency. This crucial initiative may have to be continued and completed within a time frame and with a sense of urgency.

*Micro planning for quality and access.*

4.3. A more effective micro-planning model is available in areas where SLIP is implemented. Here the importance of community participation is formalised through Participatory Learning Action (PLA), providing a forum to map the villages and identify their problems, needs and gaps. The participants collectively prepare seasonal diagram, occupational diagram and habitation plan. This has forged a CLRC-school-VEC-community network, enhancing planning capabilities in the community and leading to quality improvement in the classrooms. However this remains a pilot activity limited to only 435 schools, where SLIP is implemented. It is encouraging that DPEP is, in the interest of creating better planning capabilities at the village level, considering to mainstream PLA in all the project districts.

4.4. The data collected through DISE and the child registers are passed on to the Circle Project Coordinators (CPCs) who then consolidate and integrate them with the district plan. The habitation plans prepared through PLA would also be integrated. Thus the AWP&Bs receive sufficient inputs as regards enrolment, infrastructure and academic attainment. However the AWP&Bs of the DPEP districts in West Bengal have not been effective instruments for directed flow of funds and prioritisation of activities. If in spite of the availability of reliable data and fair amount of capacity at the level of the VECs, the AWP&Bs fall short of targets, the causes will have to be searched for either in to procedural bottlenecks or mechanical compilation at the district level or both. The Mission came across instances where the district team had not been sufficiently flexible or realistic while formulating the AWP&Bs. This coupled with the unpredictable fund flow pattern that seems to have been a constant worry of DPEP in the state have made the plans much less relevant.

4.5. Though the child registers contain valuable data, corresponding programme responses are not forthcoming at least in the case of children with disabilities and urban deprived children. There is an immediate need for DPEP to recognise these areas of special attention and formulate adequate targeted interventions. Though DPEP has

taken up a few activities for the integration of disabled children, the lack of convergence with limited number of NGOs available and the centrally sponsored IEDC programme has been limiting factors.

#### *Monitoring and supervision systems*

4.6. Though supervision in DPEP follows a well-defined course, there is an unsustainable dependence at the CLRC level. It may be on account of the special configuration in West Bengal with no intermediate administrative levels between the district and the school other than the circle. The roles of the Cluster Resource Centres (CRC) and Block Resource Centres (BRCS) prevalent in other states, converge at the circle level in West Bengal. The three Resource Teachers available at the CLRC level do provide academic support and coordination but they cannot be said to have the required planning capacity. Equally insufficient is the guidance and support available to the DPOs at the district level, especially in academic matters.

4.7. The setting up of DIETS, though belatedly, is expected to provide academic leadership and better coordination at the district level. The state government may like to study the need for further strengthening of the CLRcs. By designating the Sub Inspectors of Schools as the Circle Project Coordinators it has been possible to convert the quality interventions and micro level planning initiatives into focal areas. The new role and functions of the CLRCs are now less of inspection and more of project coordination. This needs to be refined in the interest of sustaining the planning and monitoring mechanism that has evolved in the context of DPEP.

#### *Coordination and convergence*

4.8. There is a noticeable recognition of the need for convergent action at the district and village level. The District Magistrates have been designated as District Project Directors to facilitate better convergence and optimal utilisation of resources. This has created a mechanism at the district level capable to access and allocate funds from different sources to address the demand for new school buildings, additional classrooms, drinking water and toilet facilities. This arrangement, though conceptually sound, has made the planning process far more demanding. The team has been informed that District Elementary Planning Teams have been constituted to prepare district plans under SSA. As planning at the district level becomes more demanding, capacity building may have to be given greater attention in order to make the AWPBs more contextual and resilient. Equally pertinent in this context is the prevalence of vacancies of key personnel and the practice of allowing officers to hold additional charges for long periods of time.

4.9. While convergence becomes more tangible and real at the district and sub district levels, it is more nebulous at the state level. The WBBPE which is the statutory body mandated to prepare the curriculum and textbooks of primary classes and the SCERT which appears to concentrate on research and studies, are yet to fully share the academic initiatives of DPEP. Admittedly there had been consultations but a

relationship that is capable of carrying forward the lessons learnt and the experience gained by DPEP is yet to emerge. While the Mission is concerned about this variation in perceptions, the fact that its criticality is appreciated gives room for some optimism.

## V SUSTAINABILITY

### *State vision for UEE*

5.1. Once the UEE agenda is defined by the state government and DPEP interventions begin to be viewed within that framework, then it would be easier to accomplish the institutional convergence. It is also a key prerequisite for sustaining the gains of DPEP. The role of DPEP in addressing the issue of the quality of education could be lost in the massive efforts to provide access if it is not shared and institutionalised. A redefinition of the roles of WBBPE and SCERT is necessary to sustain the academic gains of DPEP.

5.2. As such there are no formal sustainability plan, though the programme is nearing completion in phase 1 districts. The institution of CLRC holds the key to sustain the academic achievements beyond DPEP. Though the SSA plans are still in the formulation phase and were not available to the Mission, it is widely perceived that CLRCs will get strengthened under SSA. By making the District Magistrate the project director at the district and the involvement of PRIs at all levels, the gains and initiatives of DPEP have better chances of being sustained and carried on. The involvement of the DPEP district team in the preparation of District Elementary Education Plans (DEEP) for SSA is a positive step, if DPEP's role in improving the quality of education, teachers' training and the enlisting the active cooperation of the VECs is adequately reflected.

### *Mainstreaming of DPEP gains*

5.3. It is evident that many of the structures under DPEP would outlive the project and get replicated in non-DPEP districts mostly as part of SSA. But how far the training philosophy, the principles of joyful learning and group dynamics in the classrooms get reflected in the textbooks is a matter of concern. At present DPEP is trying to supplement the textbooks with workbooks and teaching-learning materials. This is supported by the teacher grant. Even if the question of teacher grant and such financial incentives are tackled, the sharing of the pedagogy and the experience gained by DPEP will be essential will be essential for sustaining the DPEP gains.

5.4. There is a compelling need to appreciate the value of the DPEP initiatives in the classrooms and infuse them imaginatively in the textbooks. The expectation that SSA will be able to carry on the good practices under DPEP could be proved wrong in the absence of this important convergence. While there is some recognition of the need for this linkage in certain quarters, such a perception is not evident at the pre service teachers' training institutions or at the level of WBBPE. This raises questions of sustainability and long-term vision on the quality of primary education.

### *Role of VECs and other structures in sustainability*

**5.5.** The VECs and CLRCs have now been made part of the educational apparatus in the non-DPEP districts as well. The fact that these structures will be involved in the implementation of SSA could ensure the sustainability of the experiences and gains of DPEP. What is important in this context is the continued academic support. It should be possible for the DIETs to be established in the state to take up this responsibility.

**5.6.** West Bengal has been cautious in creating parallel institutions and functionaries under DPEP. Though it had affected the pace and style of the programme, the absence of parallel structures has a significance in the context of sustainability. This is particularly effective in the case of Sub Inspectors of schools who have been designated as CPCs. This can ensure smooth transition to SSA. The clarity with regard to the role of VECs and the Sanshads as well as the community mobilisation that has been made possible by DPEP is felt to be effective safeguards for sustainability.

## **VI QUALITY OF PROGRAMME IMPLEMENTATION**

### *Fund flow and low utilisation*

**6.1.** The utilisation of funds continues to be a major source of concern. During 2001-2002, the expenditure against the AWP&B in phase I districts is about 41% while that of the expansion districts is 42%. However the percentage of expenditure vis-à-vis the funds received is 96% and 80% respectively. The consistent explanation for low expenditure as a percentage of the AWP&B is inadequate fund flow. It is pertinent that this has been voiced during the earlier JRMs as well. The Mission while expressing anxiety over this persistent problem, would like to point out that non-availability of funds has affected the quality of programme implementation in more ways than one. This may be one of the reasons for the continued relegation of interventions in the area of gender sensitisation, ECCE, alternative schools and integration of the disabled children. It has made the AWP&Bs impractical, prompting a re-prioritisation of interventions. GOI and the SPO may like to address this issue with a sense of urgency as it continues to seriously hamper the progress of DPEP in the state.

**6.2.** A refreshing feature of the programme has been a holistic planning for infrastructure support to primary schools. As convergence of various agencies is being attempted, this mapping exercise has added value. Detailed surveys and need assessment have been done with community involvement, which gives a distinct qualitative edge to the civil construction activities. A software also has been developed which helps identify the infrastructure needs of every school. This is a valuable planning tool and needs to be integrated in the SSA plans and other convergent initiatives at the district level. It would be highly rewarding if such an approach is extended to SSKS as well.

**6.3.** There have been delays in undertaking civil works under DPEP, but that is explained as the initial delays in the formation of VECs and non -availability of land. The community participation in construction ensured through the VECs is distinctly felt. There is an eagerness to use locally relevant building materials and accept innovative designs. However the child-friendly elements incorporated in the newly constructed classrooms are superficial and limited. They are static inputs having no bearing on the pedagogy. The architecture of the classroom does not correlate very much with the new pedagogy which DPEP encourages.

**6.4.** A serious factor having deleterious effect on the quality of DPEP is the fairly large number of vacant teachers' posts, posts of SI's (CPOs) and even DPOs. The Mission has been told that necessary steps are afoot to fill up teachers' and SI's vacancies. In West Bengal the teachers retire as and when they superannuate, unlike many states where they continue till the end of the academic year. The practice of the same person holding multiple charges may have to be discouraged in the interest of the quality of programme implementation.

**6.5.** Lack of convergence between the different agencies is often a major source of poor programme implementation. Many agencies can function without adequate appreciation of the overriding objectives. DPEP in West Bengal is not totally free of this problem. But there is an increasing realisation of the need for greater coordination and convergence. This is clear from the holding of consultative meetings by the Minister in charge of school education and the formation of a state level coordination committee with the Chief Secretary as the chairman. It is expected that better coordination between the various agencies of the school education department and the convergence of the activities of the different departments will be accomplished by these arrangements.

## **NEXT STEPS**

- A report may be made available to the next JRM of the gap between current or planned provision of school and SSK infrastructure and the projected requirements, together with the resource implications and options.
- The Department of School Education may consider how best to facilitate and support the up-scaling of the SLIP approach to all schools in DPEP districts, in particular the development of community-based solutions to overcrowded schools, the flexible and responsive development of context-specific teaching and learning materials and the mobilisation of volunteer classroom assistants where and when appropriate.
- Integrated and time-bound strategies for the inclusion in schools, transitional bridge course centres and SSKs of all out-of-school-children and the improvement of attendance, completion rates and learning outcomes for all students are necessary but need a clarification of roles and a collaborative, bottom-up planning process.

The relevant authorities may seek ways of optimising DPEP's contributions to these efforts.

- DPEP may continue to seek effective ways of extending and strengthening support to SSKs in order to achieve equity objectives for poor children, girls and other disadvantaged groups as well as the hardest to reach children such as migrants, the disabled and working children. Lessons learned through strategies developed by DPEP for specific contexts, such as community mobilisation on gender issues and for mother-tongue speakers of tribal languages, need to be shared with SSKs without delay and monitored across all schools and SSKs.
- The next JRM should seek to discuss both the results of the External Evaluations of learning achievement, together with other evidence and studies, in the light of equity objectives and also focused strategies by all concerned agencies for identifying and improving the achievements of the children, teachers and schools most in need of support.
- The next JRM may seek to assess the progress of the training of the members of the VECs and WECs. Considering the key role played by them in the implementation of the programme and the sustainability of its initiatives this area assumes greater importance.
- The strengthening of the CLRCs, the extent of teachers' training and the capacity building of the Resource teachers may be looked into by the next JRM as there is heavy dependence on the CLRCs. It also requires to be watched whether the CPOs regress into the conventional mode of inspection functions.
- It would be appropriate for the next JRM to focus on the practice of multiple charges held by key functionaries of the programme.
- There seems to be some procedural snags in the release of project funds by GOI. This area needs urgent intervention and correction. The next JRM may look into the expected improvement of the situation and the consequent impact on programme implementation.

IMPLEMENTATION CENTRE  
Department of Educational  
Planning and Administration  
17-B, New Delhi  
DOC, New Delhi  
Date: 05-12-2003