

**DISTRICT PRIMARY EDUCATION PROGRAMME
(DPEP)**

G.O.I. PRE-APPRAISAL MISSION

RAJASTHAN

1st June to 12th June, 1998



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GOI PRE-APPRAISAL MISSION

RAJASTHAN

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The Government of India launched pre-Appraisal Mission to appraise the district and state component plans of first phase DPEP districts of Rajasthan. The Mission comprises of Dr. S.M.I.A Zaidi, NIEPA, New Delhi, Dr. S. Hom Chaudhuri, PUG (NEHU), Aizawl, Dr. Zubair Meenai, Jamia Millia Islamia, New Delhi, Dr. M.D. Usha Devi, ISEC, Bangalore, Dr. Deepa Das, Ed.CIL's TSG and Shri S.M. Imran, Civil Work Consultant. The Mission visited Rajasthan during June 1-7, 1998. Mission had discussion with the State Project Director and his team at Jaipur on June 2, 1998 and also discussed the plans of 8 districts with their respective core team members at Jaipur on June 5-6, 1998. Mission in 2 groups visited two districts namely Alwar and Sikar on June 3-4, 1998 and held discussion with the district core team and visited block head quarters and village places and interacted with people. Mission members also held discussions with officials of Rajasthan State-Textbook Board, Shiksha Karmi Project, Lok Jumbish Project and Institute of Development Studies at Jaipur. Mission also interacted with Director SIERT, State Director, Primary Education and officials of other departments. The itinerary of visits is given in Annexure.

Mission highly appreciates the enthusiasm and hard work put in by State Project Director and his team and also by district core teams. All help and assistance was provided to Mission members during their stay at the state headquarter and districts. Mission gratefully acknowledges the hospitality accorded by State and District officials to make their stay very comfortable in the state. Mission is also thankful to Chief Secretary GOR and Secretary Education GOR for sparing their valuable time to interact with Mission members. Mission is thankful to members of DPEP Bureau for their briefing and comments/suggestions on the draft report. The task of pre-appraisal Mission could not have been accomplished without the continuous support and help from the Appraisal and Supervision Unit of Ed.CIL's TSG, and for that Mission is thankful to all members of the unit. Special thanks are due to Dr. Subhash Gujaria, Consultant, Shri Sanjeev Khurana, Shri K. Ranju Anthony, Shri Dev Bahadur and Shri Dhirender Patwal for their assistance in bringing the report to its present shape.

Section 1 : State & District Background and Issues

Rajasthan situated in the north-west of the country was formed as a State in 1956. The State came into existence as a result of integrating erstwhile princely States of Rajputana and centrally administered territory of Ajmer Marwar. The State is administratively divided into 6 divisions, 32 revenue districts, 237 community development blocks and 37890 inhabited villages. Panchayati Raj system has been adopted in the State about 4 decades back and at present it has a well knit system comprising of 32 Zilla Parishads, 237 Panchayat Samities and 9185 Gram Panchayats.

The State suffers with extreme social and economic backwardness, very low literacy rate particularly among women, low per capita income, high infant mortality rate and unfavourable sex ratio. The peculiar geographic character of this desert state makes it even more difficult to provide basic services to its population such as health, education, water supply and roads. In the field of primary education and even for literacy the greater barrier is because of low status accorded to women as a result of which Rajasthan was at lowest place in female literacy in country out of 32 States and Union Territories as per 1991 census figures.

Keeping in view the area, Rajasthan is the second largest state after Madhya Pradesh, having a total area of 3,43,239 sq.km. which is about 10.37 % of the total area of the country. As per the 1991 census the total population of the state was 44005990 which was about 5.2 % of the country's population and makes Rajasthan as ninth biggest state in this regard. This comprises of 23042780 males and 20963210 females. In this way the sex ratio in the state is as low as 910 females per 1000 males. Having a vast area and relatively lower population the density of population is quite low in the state. It stands at 129 persons per sq.km. which is less than half of the population density of the country. State has sizeable population belonging to Scheduled Castes and Scheduled Tribes as 17.29 % and 12.44 % of the total population belongs to these two categories respectively.

The literacy rate for 7+ population was 38.55 % in the state in 1991 which ranks Rajasthan on the second place from bottom and ahead of Bihar only. The male

literacy of the state was 54.99 which is 5th lowest in the country while Rajasthan is at the bottom in the country as far as female literacy is concerned which is only 20.44 %. Female literacy of Rajasthan is only about half of the female literacy of the country.

In 1996-97 there were 33801 Primary Schools, 12692 Upper Primary Schools, 3501 Secondary Schools, 1404 Sr. Secondary Schools in the state. In these institutions there were 95044 teachers in Primary schools, 91643 teachers in Upper Primary Schools, 41967 in Secondary and 37544 teachers in Sr. Secondary Schools. If one looks at the number of female teachers in primary schools in state one finds that they are less than one-third of the total number of primary school teachers as out of 95044 only 27282 are females. The total enrolment at primary level was 66.56 lakhs in 1996-97 out of which 42.85 lakh were boys and 23.71 lakh girls which shows relatively low participation of girls in primary education.

Despite the fact that the gross enrolment ratio (GER) at primary level (I-V) was about 93.05 % in 1996-97 the gender disparity is alarming as GER for girls was as low as 71.07 % as compared to the respective figures of 114.54 % for boys. However, this relatively satisfactory Gross Enrolment Ratio appears meaningless if one looks at the dropout rates in primary classes (I-V). About 53.57 % children dropout without completing primary level of education. The figure for girls is 59.33 % as against 51.16 % for boys.

Several attempts have been made in the State to improve the educational status and these have generally been aimed at achieving universal literacy and the goal of universal primary education. Apart from total literacy campaigns launched in many districts two important projects launched in Rajasthan are Lok Jumbish and Shiksha Karmi whose objective is to move towards achieving universalisation of elementary education. As an important step towards achieving the goal of UPE, it is proposed to launch District Primary Education Programme (DPEP) in the state with the help of Government of India. In its first phase the programme will be launched in 10 districts of Rajasthan namely Alwar, Bhilwara, Jhalawar, Jhunjhunu, Kota, Nagaur, Sikar, Sirohi, Sri Ganganagar and Tonk.

1.1 District Profile

The districts selected for launching DPEP in the first phase of Rajasthan lie mostly in the eastern and southern part of the state while one district is the northern part. These 10 districts vary in their size demographically as well as area wise. Sri Ganganagar is the biggest district having an area of 20634 sq.km. and a population of 2622777 according to 1991 census. Sirohi is the smallest among 10 districts with just 5136 sq.km. area and 654029 population. Thus Sirohi is about one-fourth of Sri Ganganagar in area as well as population. Among the other 8 districts the population of Jhalawar and Tonk is less than a million, Bhilwara, Jhunjhunu and Sikar are between one and two million while Kota, Nagaur and Alwar have more than 2 million population (details can be seen in Annexure Table 1).

Area-wise Alwar, Jhalawar, Jhunjhunu, Sikar, Sirohi and Tonk are relatively smaller districts whose area vary between 5 thousand and 8.5 thousand sq.km. The districts Bhilwara (10455 sq.km.), Kota (12436 sq.km.) and Nagaur (17718 sq.km.) are bigger in size while Sri Ganganagar, as mentioned above, is the biggest of the 10 districts. The density of population also varies across these districts. Out of 10 districts three districts have population density less than the population density of Rajasthan i.e. 129. These are Nagaur (121), Sirohi (127) and Sri Ganganagar (127). Other 4 districts namely Bhilwara (152), Jhalawar (154), Kota (163) and Tonk (136) have density of population above the state average. The rest three districts namely Alwar (274), Jhunjhunu (267) and Sikar (238) are densely populated districts from Rajasthan standard as their population density is around twice the population density of the state.

The sex ratio in Rajasthan is below the national average. Despite that, according to 1991 census, there are 3 districts where sex ratio is below even the state average of 910. These are Alwar (880), Kota (887) and Sri Ganganagar (877). Further two districts Jhalawar (918) and Tonk (923) have sex ratio better than the state but below the national average of 929. The other 5 districts namely Bhilwara (945), Nagaur (942), Jhunjhunu (931), Sikar (946) and Sirohi (949) have more favourable sex ratio than even the national average.

Rajasthan has sizeable Scheduled Caste population (17.29 %). As presented in the Annexure Table 1, in 1991 among the 10 districts population of SCs ranges from 15.37 % in Jhunjhunu to 32.28 % in Sri Ganganagar. Out of other 8 districts only 2 districts Bhilwara and Jhalawar have less %age of SC population as compared to state average. All other districts have relatively more SC population than that of the state. As far as Scheduled Tribes population is concerned though Rajasthan has sizeable population (12.44 %) their population is relatively less in these 10 districts barring Jhalawar (11.89 %), Tonk (11.88 %) while it is quite high in Sirohi (23.89 %). In other three districts namely Alwar, Bhilwara, and Kota the population of ST, though below the state average, is above the national average of around 8 %. In two districts namely Jhunjhunu (1.93 %) and Sikar (3.36 %) ST population is less while in Nagaur (0.22 %) and Sri Ganganagar (0.29 %) it is very very low.

According to 1991 census the literacy rate of Rajasthan (38.55 %) was about 14 % points below the literacy rate of the country. Despite this half of the 10 districts, namely Bhilwara (31.65), Jhalawar (32.94), Nagaur (31.80), Sirohi (31.94) and Tonk (33.67), have lower literacy than that of state as a whole. Highest literacy among the 10 districts is in Kota (47.88) followed by Jhunjhunu (47.60). The female literacy is lowest in Rajasthan when compared to other states and U.Ts in the country. Still 6 out of 10 districts have lower female literacy than the state average of 20.44. These districts are Bhilwara (16.50), Jhalawar (16.18), Nagaur (13.29), Sikar (19.38), Sirohi (16.99) and Tonk (15.24). Kota district exhibits highest female literacy (29.50 %) among 10 districts though this is about 10 % points below the female literacy of the country (Annexure Table 2).

The status of primary education for the districts is given in Annexure Table 3. As far as the number of primary schools is concerned Alwar has the highest number (1835) followed by Nagaur (1378) and Sri Ganganagar (1363). This is despite the fact that Sri Ganganagar has the highest population. Sirohi being the smallest district has lowest number (407) of primary schools. Similarly the number of primary school teachers is highest in Alwar district (5442) and lowest in Sirohi district (868). Alwar is followed by Nagaur (3579) and Sikar (3443) while Sri Ganganagar is at the fourth place with 3306 primary school teachers though it is biggest district in size. The same trend can be seen across these 10 districts in enrolment at primary school/stage. Alwar

has the highest primary enrolment with about 371 thousand students followed by Sikar (317 thousand) while it is lowest in Sirohi (117 thousand).

The participation rate of relevant age group children in primary education for the 10 districts is presented in Annexure Table 4. The figures pertaining to year 1996-97 reveal that barring Alwar, Kota, Sikar and Sri Ganganagar the participation rate in other six districts is lower than the same for the state. The Gross Enrolment Ratio (GER) in Rajasthan at primary level was 93.05 % in 1996-97. Among the districts GER was lowest in Bhilwara (83.31 %). Only two districts namely Alwar (101.18) and Sikar (100.21 %) have GER above 100 % while in another two districts Kota and Sri Ganganagar it is above 95 %. However, for boys the GER is about 100 % in all districts barring Jhunjhunu and Kota. It is highest in Alwar district (113.80 %) followed by Jhalawar (107.49 %). The gender disparities in GER are highest in Bhilwara (43.78 % points) while it is lowest in Jhunjhunu (1.06 % points). It is interesting to note that Jhunjhunu is the only district where girls participation in primary education is better than that of boys. However, if one looks at the boys and girls GER in the state the gender disparity is as wide as 43.47 % points.

Despite the fact that participation rate in primary education is not too low in the 10 districts as GER in all these districts are above 80 %, the dropout rates at primary level are alarming. The dropout rates calculated for 1993-94 cohort range from 44.58 % in Nagaur to as high as 67.49 % in Sirohi. Barring 3 districts namely Jhunjhunu, Kota and Nagaur the dropout rates at primary level are more than 50 % in all districts. The data on dropout rates presented in Annexure Table 5 show an interesting trend which that in 4 out of 10 districts the dropout rate of boys is more than that of girls. It means the performance of girls is better than that of boys in these districts which are Jhunjhunu, Kota, Nagaur and Sikar. However, highest gender disparity in dropout rates is found in Jhalawar (16.44 % points) followed by Nagaur (14.83 % points). Sri Ganganagar district exhibits lowest gender disparity (0.55 % points) in dropout rates followed by Kota (1.83 % points).

1.2 Issues

Some issues that merit attention in achieving the goal of UPE in the 10 districts of Rajasthan are given below :

1. Heterogeneity of the population composition is a feature to reckon with across the districts. This has its own implications on the achievement of UPE as the participation levels of children from the SC, ST and minority sections has been persistently low. The challenge lies in motivating the community to send their children, particularly girls, to school and enable them to complete five years of primary school. While the school related issues need to be addressed, the most important factor would be to build requisite community commitment to primary education. Special interventions in difficult pockets covering specific groups would be necessary to improve the overall primary education scenario in the districts.
2. The overall literacy rates in the districts range between 31.6% and 47.88% which are substantially below the national literacy rate. Kota and Jhunjhunu have the highest literacy rates in the state (47.88% and 47.60% respectively). The female literacy rates are a matter of concern as there are five districts (Bhilwara, Jhalawar, Kota, Nagaur, Sirohi, Tonk) with female literacy rates below 10%. Jhunjhunu has the highest female literacy rate of 22.04%. Six of the districts (Alwar, Bhilwara, Jhalawar, Nagaur, Sirohi, Tonk) together have 18 blocks with female literacy rates below 10%. These rates touch the below 5% mark in some blocks in the case of SC and SC (female). The literacy rate of ST women in Riyan block of Nagaur district is 0.00%. In majority of the blocks in the select districts the female literacy rate is within 15%.
3. The GER stands below the cent percent mark in most districts and dips to lower levels in the case of SCs, STs and girls. The gender gap in this respect is highest in Sirohi. Jhunjhunu shows higher GER of girls as compared to boys. Large proportions of children who enrol usually do not complete the primary cycle. In Sirohi, Bhilwara, Jhalawar, and Tonk nearly two thirds one fourth girls and SC ST

children dropout from schools. The internal efficiency of the primary education system can be attributed to low enrolments and high dropouts.

4. Though every revenue village has a primary school, there are many schoolless habitations. The total number of such habitations is 5526, the highest number being in Nagaur (1350). The other dimension of this serious issue is the large number of habitations which do not meet the state (GOR) norms for setting up new primary schools. Alternative Schools are proposed to be set up in some of these habitations to improve their access situation. It is important to identify the habitations for provision of Alternative Schools based on the size of the eligible child population.
5. Certain social situations and practices are closely related to the issue of childrens participation in primary education. Prevalence of child labour in most districts (Bhilwara, Ganganagar, Jhalawar, Nagaur, Tonk, etc.) and children of the migratory groups in Kota and Tonk pose serious challenges to any efforts at bettering children's access to schools. Girls' engagement in house work and responsibility of sibling care are common in all the districts. Their education is further impeded by social resistance, parental inability to appreciate the value of education, the practice of purdah, early marriage and prevalence of gender bias.
6. The sizeable numbers of buildingless schools and overcrowded classes in most of the districts have adversely impacted on the school environment and the teaching learning process. The access situation is going to worsen with the projected increase in enrolments during the project period.
7. Though the PTR is favourable (53:1) there are imbalances in the distribution of teachers. This is mainly on account of the positions lying vacant (2243) against sanctioned posts. There are 397 single teacher schools in Alwar, Jhalawar and Sirohi. Teacher appointment and redeployment are imperative and would need to be taken up on priority to ensure quality primary education. The proportion of female teachers is on the lower side in most of the districts and this has been pointed out as a major cause that deters parentsom sending their daughters to school - especially girls.

8. The distance to school and the many natural barriers that come on the way to school are deterrents that keep children from the schools. A sense of physical insecurity in the case of girls comes in the way of girls' education.
9. There are 7.55 lakh (31.6% of the school going population) children out of school in the eligible age group who would have to be brought under the fold of primary education. Given their background and the community apathy to education, particularly girls' education, the tasks ahead are not simple. The SAS has pointed out many factors that have either kept these children out of school or compelled them to leave school to add to the number of out of school children. A very large AS component has been envisaged as a means of addressing the educational needs of these children.
10. The lack of infrastructural facilities in the schools coupled with teacher absenteeism and lack of commitment among teachers has adversely affected the school environment. The non detention policy in the state has reduced teacher accountability as a result of which there has been a degeneration in the quality of education provided \ available in these schools. The community's lack of interest in primary schooling has stemmed from such lack of quality education in the schools.
11. The teaching learning methods used in the schools as well as the TLM used are not effective and need to be reviewed. Teachers' training has not been regular and the training content does not go into motivational aspects and building sensitivities that are essential for ensuring proper learning in the classrooms among all segments of children. The BAS findings when available will shed light on the actual levels of learning achievements. Tentative findings shared by the Director, SIERT, revealed that learning achievements have not been very encouraging. A few districts have pointed out that the language of instruction in schools is too difficult for the children to follow. This may be partially responsible for the low achievement levels among the children.
12. The state has dual management of primary education - the primary schools in the rural areas being under the administrative jurisdiction of the Zila Parishad and the primary schools (urban areas) and the primary section in the Upper Primary

Schools areas are under the administrative control of the DEO. The Mission was informed of the state's initiative to streamline the management of primary education systems at the higher levels of administration.

13. Poor school supervision and monitoring is one of the major concerns. There is no monitoring \supervision mechanism in place at present. In Rajasthan these vital aspects will have to be undertaken by the existing institutions such as DIETs and the DPEP created structures at the block and cluster levels, viz., Block Resource Centre and Cluster Resource Centre. This is going to be a formidable task.
14. With concerted and focused efforts directed at the SCs, STs, minorities and girls Rajasthan can expect to improve the overall participation levels of children in the 6-11 years age group in primary education.

Section 2 : Planning Process

The process of developing district plan, as suggested under DPEP, should be participatory in nature. It is to ensure that people at all level, right from district down to the grassroot level, are involved in this exercise. People's participation is therefore key to the planning process in DPEP. It is expected that the district plan will evolve as a result of consultations among all sections of population, taken from all regions i.e. blocks and villages of the district. This is necessary to make the plan district specific highlighting specific problems and issues of the district and working out intervention strategies to address these specific problems and issues related to primary education. Peoples participation in the planning process is also necessary to ensure proper implementation of the programme as well as the sustainability of the programme in the long run.

Mission commends the efforts made in the districts to involve almost all sections of population across the length and breadth of the district. A lot of consultation at various levels was ensured through the meetings conducted at the district, block and village level. Thus all sections of population such as officials, public representatives, educational administration, teachers, NGOs, parents and local community participated in these meetings. The problems and issues related to primary education mentioned in the district plans have been identified as a result of this participatory exercise.

Mission appreciates that the participatory exercise undertaken in the districts to formulate district plans have been documented very well in all the districts. The following table presents district-wise number of meetings conducted at various levels and the number of persons participated in these meetings.

Table : Participatory Exercise (Meetings held)

Sl. No.	District/State	LEVEL					
		District		Block		Village	
		Meetings	Participants	Meetings	Participants	Meetings	Participants
1.	Alwar	6	613	14	498	28	872
2.	Bhilwara	9	15-50*	11	20-45*	22	15-50
3.	Jhalawar	5	320	6	253	18	615
4.	Jhunjhunu	2	84	8	667	33	--
5.	Kota	9	270	8	270	10	289
6.	Nagaur	7	--	11	653*	--	--
7.	Sikar	5	--	8	174*	6	247
8.	Sirohi	6	367	5	706	3	155
9.	Sri Ganganagar	3	51	12	898	16	1396
10.	Tonk	5	--	10 ^u	--	--	--

All districts have beautifully documented the issues and problems that were raised by people during these consultative (participatory) meetings and have also presented the suggestions given by people to address these problems and issues. In some districts even a questionnaire was administered to collect the views of teachers and community members on problems and issues related to universalisation of primary education. On the basis of these issues and problems the intervention strategies were formulated which in Missions view is quite appropriate and praise worthy.

District Planning Core Team

For developing the district plans District Core groups were formed in November 1997. The persons were selected through interview conducted by SPO in each district and 4 to 5 persons were thus taken to form core groups in each district. The district team members were given one-week training at Lal Bahadur Shastri National Academy of Administration, Mussoorie in two batches during November 15-22, 1997 and December 15-22, 1997. The district core groups generally comprise of

* Number of persons participated per meeting

* Includes participants at District level meetings also

^u Includes meetings held at village level also

secondary/higher secondary school headmaster, education officers, DIET faculty members.

Apart from the training imparted to the core team members at Mussoorie they were also oriented at the state level from time-to-time to give them technical and professional guidance during the process of plan formulation. In November 1997 all teams were oriented at Rajasthan Council of Primary Education (RCPE) office, which is the society registered under Societies Registration Act on 3rd November 1997 to carry out the activities of DPEP in the state. Further on January 9-10, 1998 all district core teams were oriented at HCM Institute of Public Administration (RIPA), Jaipur and again in February at the same institute.

Mission appreciates the steps taken in the state to select and train the district core teams in a meaningful way. Mission, during discussion with the teams at Jaipur and the two districts visited namely Alwar and Sikar, found the core teams very enthusiastic and competent which is highly commendable. **Mission however suggests that the district core teams should be sustained and their services should be utilised during the implementation of the programme as well as for developing subsequent AWP&Bs.** This is because the teams have been trained for the job and the capacity building of these teams should continue to make them professionally more competent.

Educational Data

For any meaningful planning exercise an appropriate database is a necessity. The districts have presented educational data on various indicators under Educational Profile presented in the district plans. Mission, after going through the district plans, has the following suggestions to improve this section in the district plans.

- **All data tables should mention the date/year and source which in many cases is missing.**
- **Internal consistency should be ensured while presenting data on various items at different places.**

- **While reporting data on number of schools, teachers, enrolment and dropout/retention rates for the district, it should be clearly mentioned whether the figures pertain to only government (state and local bodies) schools or they include private recognised (aided and unaided) schools also.**
- **All data related to primary education should be given block-wise in order to show inter-block variations.**

Though substantial data has been provided in the district plans still there are a few items on which districts have generally not given data in the educational profile though some of these have been used in the later chapters on Problems and Issues as also on Strategies. Mission therefore suggests that data on the following items should also be given in the district plans and all these data should be presented block-wise.

- **Data on access i.e. number and %age of habitations (with population) having primary schools/sections within specified distance, as per the Government of Rajasthan norms.**
- **Data on availability of buildings for primary schools with their condition and number of rooms.**
- **Data on infrastructure facilities like availability of drinking water, play ground, urinals, toilet, toilet for girls, electricity etc.**
- **Data on dropout/retentions rates for boys, girls SC, ST. Though this information has been provided in the plans but it should be presented block wise which most of district plans have not given.**

Target Setting

In order to achieve the goal of universalisation of primary education DPEP has set specific targets of cent per cent enrolment, retention upto 90 % and improving achievement by 25 % over and above the base line. The districts have set targets for enrolment on the basis of Gross Enrolment Ratios (GER) in a phased manner i.e. targets for all 5 years of the programme from 1998-99 to 2002-03. However, the same have not been set for retention in a phased manner. Mission therefore suggests the following.

- **Targets should be set for GER separately for boys, girls, SC and ST for all the 5 years of the programme.**
- **Targets for retention should be set separately for boys, girls, SC and ST for all the 5 years of the programme (i.e. 1998-99 to 2002-03).**

'Praveshotsav' and Micro-planning

Government of Rajasthan launched a state-wide programme known as 'Praveshotsav' during the month of July 1997. The objective of the programme was to enroll all children of 6-11 age group in schools. In order to ensure cent percent enrolment, house-to-house survey was conducted and data at the micro-level has been collected. The data generated during this 'Praveshotsav' have been used by some districts to develop district plans. The programme is expected to be repeated this year also in the month of July and will hopefully become an annual feature. Many districts have reported the 1997 data on enrolment, retention and teachers as collected during the 'Praveshotsav' 1997. The Mission appreciates the step taken by the GOR and suggests that the data generated as a result of 'Praveshotsav' should be streamlined in the DPEP district in such a way that it may become a base for micro-planning exercise being undertaken during next 4-5 years of the programme.

The state has a rich experience of micro-planning exercises undertaken under Lok Jumbish project. **Mission suggests that this rich experience of LJP should be used by all DPEP districts to undertake micro-planning exercise ~~on annual basis during the programme~~. It is suggested that all district plans should spell out clearly how and when the micro-planning exercise will be take-up** as no district has mentioned about it in the plans and no amount has been budgeted for this purpose. This is not only important but is also necessary because without micro-planning exercise the identification of habitations for opening new school, alternative schools and ECE centres can not be done as also deciding about the location of these schools/centres.

Studies

Social Assessment Study

The Institute of Development Studies, Jaipur was assigned the task of conducting SAS in these districts. The IDS was responsible for formulation of the proposal, selection of different organizations for undertaking the study in each district, construction of research tools, training of Principal Investigators, monitoring of the research output at different stages of the research work, individual and group meetings for clarification and guidance and sharing of experiences. The SAS has delineated the disadvantaged groups, causes of low enrolment, dropout and achievement.

Baseline Assessment Study

The BAS was conducted in 10 DPEP districts by SIERT, Udaipur under the guidance of Prof. Ved Prakash of NCERT, New Delhi. The local DIET of the districts were involved in training of field investigators and survey work. The set of question papers and other relevant material related to the study was given by NCERT to SIERT.

Review of the draft report, Final Report and Sharing Workshop have still to be finalised

State Finance Study

The Centre for Applied Research and Study (CARS) Jaipur has been entrusted with the work of conducting the state finance study. However, the study is yet to be completed and no initial trends are available.

Section 3 : Project Concept and Composition

3.1 ACCESS

With the overall enrolment ratio of 97.98 (1997) in the ten districts under DPEP coupled with the fact that every revenue village has a primary school, access does not appear to be an issue of major concern. The rise in GER is spectacular when seen against the state GER of 65.6 % in 1991. If enrolment in non-formal education (NFE) system is taken into account, the picture looks brighter. However, the data on out of school children (State Component Plan, p.9) disturbs the picture. Around 32 % of children in the relevant age group are stated to be outside the education system. Bhilwara and Tonk together have 54% of their girl children outside school, while Alwar, Nagaur, Jhalawar and Sirohi have 41 to 48 % of left out girls child. The other four districts, Sri Ganganagar in particular, also have substantial proportion of boys and girls outside school. The data seem to contradict the figures of enrolment as well as the GER of all three districts (Table 3.1).

Analysis of habitations show that 32 % of the total habitations in the ten districts do not have any schools. Of these schoolless habitations, 79 % are extremely small hamlets. Nagaur, Sri Ganganagar and Kota together account for around 62 % of these small habitations. Hence, the state of Rajasthan faces the major task of providing universal access to elementary education to the children, girls in particular, residing in the sparsely populated small habitations. To ensure wider access, the main strategy has been to set up (a) formal primary schools (exclusively in schoolless habitations with a population size of minimum 250 in general habitations and in arid zones as well as in SC / ST habitations with a minimum population of 150 as per the State Government norm) and (b) alternative schools (in both categories of habitations, having population less than minimum population norm).

3.1.1. New Schools

Opening of 1070 new schools has been proposed in 10 districts. While around 87 % of these schools are proposed to be funded by the DPEP, the remaining 13 % are expected to be constructed through convergence programmes (Table 3.2). Sikar and Jhalawar are the only two districts that are left with 84 and 10 uncovered eligible habitations respectively. **Sikar and Jhalawar should work out a convergence strategy to open new schools in the uncovered habitations.**

The tentative locations of the new schools have been finalised on the basis of block wise lists of schoolless habitations. The relevant tables, however, do not show the population size as per GOR norm. The district of Bhilwara has not followed any selection criteria. The Bhilwara district plan document (P. 43) shows a sketchy list of 108 eligible habitations to be covered by schools in different blocks. But it has proposed 127 schools, which is in excess of 19 schools. **A clear picture would emerge if all the proposals of all districts, Bhilwara in particular, are supported by location specific details of habitations that qualify for primary schools.** The plan proposals donot reflect any pattern in the phased construction of new schools over a period of initial three years under DPEP (Table 3.3).

3.1.2 Alternative Schools

A total of 2084 Alternative Schools have been proposed in small hamlets, leaving a wide gap of 53 % of such hamlets without access to education for their children. Only Jhalawar and Tonk propose to provide complete access. Sri Ganganagar has the maximum number of hamlets, remaining unserved (84% of district total) (Table 3.2). The only consolation is that 779 of 823 such hamlets are being served by NFE centres. Still 44 hamlets in this district shall be without any educational facility - formal or non-formal. **Sri Ganganagar, as a border district, is under Border Area Development Programme (BADP). It may develop a suitable strategy with BADP to provide alternative schooling to the children of 823 hamlets.**

Nagaur (the jat dominant district) has a problem similar to that of Sri Ganganagar. The magnitude is almost of same level. The gap of 809 unserved hamlets may be bridged to a great extent by way of recasting the entire plan document. A thorough scrutiny of the demographic data, an examination of the location of existing schools and NFE centres and interaction with NGOs may lead to a strategy of providing suitable cost effective alternative schooling facilities to the large number of unreached pockets. The other six districts should also make similar effort to ensure complete access.

Tonk has proposed 300 AS centres against its total number of 254 small habitations. This needs rectification. There is a complete lack of blockwise analysis of hamlets eligible for alternative schooling. The Praveshotsav programme (the state wide annual school entry drive), about to commence shortly with the vast army of teachers for collection of relevant data on access and other issues should bring out detailed information on small hamlets and these should be scrutinised, used and incorporated in the district plan document. A thorough microplanning should follow to cross-check the data.

No proper thought has been given to the gradual phasing in the start of alternative schools. Table 3.3 shows that 4 districts have proposed to start AS centres in the very first year. **The attention should be given to phasing in view of the novelty of the alternative schooling programme.**

The Alternative Schools are patterned after the Shiksha Karmi school model with a 6 hour duration of schooling per day, run by a Para teacher, having equivalence in all educational respects. Since these are in reality "formal schools with a difference", it has been proposed to provide annual school improvement grant and TLM grant per teacher to each of these multigrade centres at par with the formal primary schools. It has also been proposed to provide the cost of construction of shed on a matching basis, the formula being, 50 % contribution by DPEP in general habitations and 80 % in SC/ST and desert habitations. The community share is expected to be in the form of

labour or cash. **It has been further proposed that only 60 % of the AS centres will be entitled to DPEP contribution. This restrictive approach has a touch of arbitrariness. There should be a clear policy decision regarding this aspect.**

The Para teacher, preferably a native young lady, with a qualification norm of XII, relaxable to VIII pass, shall be appointed with a year's probation by the VEC who will have the authority to terminate the services. The selection process, as outlined in the state plan document (p.158), seems to be lengthy and circuitous with VEC playing a low key role. This aspect needs further examination. The para teachers will be given foundation training of 30 days and a refresher training of 10 days duration in the first year. 15 days' refresher course from the second year will be a regular feature. They will be paid a monthly honorarium of Rs. 1350 by the VEC for which the fund will be transmitted to a joint account held by the VEC.

Since there will be a system of continuous internal evaluation of children at a cluster level monthly monitoring, the proposal to link these centres with the district level common examination (half yearly and annual) shall go against the very objective of decentralised evaluation system.

3.1.3 New Teachers

Each new school will get two regular teachers instead of the original proposal of one regular teacher and one para teacher. The NCTE directives on trained qualified regular teachers and a few state specific considerations must have prompted this change in the proposal. The increased outlay on this account need to be examined. A total of 2140 new teachers are proposed to be inducted for 1070 new schools. The decision to induct the second regular teacher will lead to the addition of Rs. 3.4 lakhs per teacher for 5 years to the salary cost. This will require a drastic slashing of the district budgets that have crossed the ceiling.

Since the selection process takes six months, it has further been proposed to induct para teachers at local level with the involvement of VEC for a period of six months with a 8 day induction training for which a training module is proposed to be developed. The adhoc arrangement may not have a salutary effect on the teaching learning process. There may be a possibility of extension of services of these para teachers in the event of an unavoidable delay in the proper placement of regular teachers. An alternative may be to select properly qualified candidates of neighbouring habitation and place them on probationary basis, till their ultimate placement through regular selection mechanism. The Mission recommends that for ensuring adequate access :

- **A list of the habitations selected for setting up new schools and alternative schools be incorporated in the relevant chapter of the revised documents. Demographic characteristics like (a) population size and (b) social group composition (General or SC/ST) be clearly indicated against each habitation.**
- **The districts of Bhilwara and Tonk do the necessary correction in the number of formal schools and alternative schools and get reflected in the revised budget proposal.**

3.2 RETENTION

Retention is a crucial issue in all the districts. The dropout rate ranges from 44.58 % in Nagaur to 67.49 in Sirohi. Extremely inadequate infrastructure, poor maintenance of school buildings, absence of basic amenities, teacher apathy and absenteeism coupled with unbalanced teacher position have contributed substantially to the very low retentive capacity of the school system.

In recent years, there has been a state wide drive to bring children to the schools without any appreciable effort at increasing the physical space and providing amenities in schools. The result has been overcrowding and a few related educational problems, paving the way for dropping out.

Further, lack of opportunity on the part of the community to participate in and oversee the management of the system has created an environment that prompts a child to leave the school before completion of the cycle. The presence of a huge number of drop out children, many of whom are engaged as child labour, make the task of ensuring their return to the schools more daunting. A number of strategies have been formulated to meet this challenge. The major interventions are as follows:

1. Revamping Infrastructure
2. Augmenting Teachers' Strength
3. Community Mobilisation
4. Incentives
5. Early Childhood Education
6. Girls' Education
7. Initiating Back to School Programme
8. Integrated Education for the Disabled
9. Tribal and Scheduled Caste Education

3.2.1 Revamping Infrastructure

The existing schools have a number of inadequacies. A quick analysis of the physical conditions of the schools shows (Table 3.1) that 22 % of schools are in a dilapidated State, 30 % of schools require certain repairs, around 72 % of schools are without any toilets, 41 % schools do not provide drinking water and 161 students on average are on the roll of schools which are mostly two room structures. To revamp the existing infrastructure, apart from DPEP fund, resources from various district level programmes have been proposed to be tapped.

- **Building for Schools without Building**

Overall 4 % of schools, sanctioned years ago, are without buildings of their own. The range varies from 1.25 % of schools in Nagaur to a substantial 18 % in Sikar (Table 3.4) Sirohi and Bhilawara are the only two districts that have not been able to attend

to the problem of 'open air schools'. The construction of 46 % of buildings are proposed to be financed under schemes like DRDA, JRY etc.

All the districts except Sri Ganganagar have proposed to construct single room structures. This would not improve the situation at all and the expenses would be wasteful. **To create adequate space for these existing 'Open-air Schools', a minimum two or three room structure is needed.**

- Additional Classrooms

The additional room requirement is apparently based on the current need assessment as all the districts referred to the problem of overcrowding. No disaggregated data have been provided. A total of 5580 classrooms are required to be added to the existing schools.

Seven districts have proposed significant construction work (38 %) under convergence scheme., While Alwar, Jhunjhunu, Nagaur, Sikar, Sri Ganganagar and Tonk propose to construct all the required additional rooms, Bhilawara leaves a gap of 76 % of its requirement. And the gap is very wide (1596 rooms). Kota should, with an effort, bridge its gap. But Jhalawar and Sirohi have to look for contribution from other sources.

The three districts, unable to create in needed space, will have no way of tackling the problem of overcrowding. Their problems of high drop out would remain unsolved unless renewed attempt is made to raise resources.

- Major Repair

The magnitude of the requirement is very high in respect of Nagaur. 67.5 % of its schools require roof repair. It proposes to attend to only 4 % of its needs. Five district are going to fully complete the needed repair. Sikar, Jhalawar and Bhilawara will leave a substantial proportion of their dilapidated buildings in a state of disrepair. While 29 % of the total repair work will be done through convergence fund, 17 %

will be under DPEP. **Repair work should get priority in the district plans of the four districts – Nagaur, Sikar, Jhalawar and Bhilwara. If left unattended, students' absence from classes cannot be checked.**

- **Provision of Basic Amenities**

Drinking water, one of the most basic amenities is going to be provided to all schools by eight districts. Jhalawar and Jhunjhunu have to try to remove this lack. 51 % of the total fund requirement is expected to come from district level development agencies and 33 % from DPEP (Table 3.5). While seven districts propose to provide toilet facilities to the needy schools, Jhalawar, Jhunjhunu and Sirohi shall have high proportion of their schools without this basic amenity. Convergence fund is expected to come in a big way (43%) for toilet construction. DPEP fund will take care of 34.5 % of required construction.

Since the convergence in civil works has come as an after thought not as a well worked-out strategy in the plan documents, there is a possibility that quite a few proposals may not be implemented.

The Mission recommends that

- **A need based planned scheme be worked out for each district and the annual work plans reflect the details of scheme wise convergence activities.**
- **the quantum of developmental fund (DRDA, JRY etc.), to be utilised for infrastructured development, be indicated as there has been an understanding that an average of last three years' expenditure from these sources on primary education in each district would be available for convergence activities during the project period.**

3.2.2 Augmentation of Teachers' Strength

At present, as against the sanctioned post of 42,723 teacher, 2243 posts (5.25 %) are lying vacant. The process of filling in of posts has not yet started. **There is no**

indication as to when the posts will be filled up. Further, teacher absenteeism and lopsided deployment of teachers, two factors that reduce the effective teachers' strength, call for urgent attention of the state. All the districts are affected by the malaise.

With full strength of existing teachers, the teachers-pupil ratio (TPR) comes to 1:53 on average. This is based on the enrolment of students. If average attendance of student is taken as a criterion, the TPR will be much more favourable. In fact, this should be the criterion in view of the fact that the existing schools cannot simply accommodate the enrolled children given the state of infrastructure. The spurt in enrolment must have a corresponding provision for added space in schools. Since this has not been attended to, effective attendance will be much lower than the expected level. Further, it would have been appropriate if blockwise need analysis of teachers had started with enrolment drive carried on for the last few years. A unidimensional effort has its attendant problems. This need based analysis would have helped the authority to work out conclusively the number of teachers required as per state norm of 1:50 TPR and start the process of inducting new teachers, if required.

Table 3.6 shows that the expected enrolment in formal schools has been worked on the basis of projected population (6-11) in third, fourth and fifth years of project period. The expected enrolment in Alternative Schools and other NFE centres during this period has been taken into account while estimating the projected enrolment in the formal system. The TPR in third year of the project comes to 1:45 with the augmentation of teachers' strength due to the induction of new teachers (2140) in the new schools. Only three districts – Jhalawar (1:56), Nagaur (1:62) and Sikar (1:54) may need additional teachers in third year if proper institutional arrangement is made for the total coverage of the expected student population in the districts. As per plan, Jhalawar will have the problem of providing formal schools in 10 habitations, Alternative Schooling Centres in 117 hamlets, of constructing 356 additional rooms and of repairing 194 existing schools. Nagaur has an uphill task of repairing 65 % of its schools and of reaching the children of 809 hamlets. Sikar will find it difficult to set up new schools in 84 habitations and Alternative schooling centres in 160 hamlets. Keeping in view the continuing gap in existing infrastructure as well as the constraint in providing new institutional arrangement in the districts and the traditional

resistance to girls' education, it will be too much to expect complete coverage of the relevant age group in the immediate future.

The Mission recommends that

- **The existing vacancies be filled up before the beginning of the project.**
- **The process of redeployment of teachers be started without delay.**
- **Since the additional teacher is a school based interaction, the state, through its monitoring mechanism, assess the trend of enrolment, attendance and retention of children from class I to V on a yearly basis and work out student strength vis-a-vis teachers' strength thereby preparing a strategy for inducting additional teachers, if need be.**

3.2.3 Community Mobilisation

Various strategies for community mobilisation have been proposed in the plans for proper environment building. The rich experience of the TLC and Lok Jumbish is proposed to be built upon. Through such efforts community participation is expected to be achieved.

Pravesh Utsavs (Enrolment Drives) have been a regular annual feature that precedes admission to primary schools. In preparing for these mass scale mobilisation drives the Department of Education, GOR, has been training thousands of teachers every year to conduct the house to house survey for collection of educational data. There has been marginal involvement of the community in this large scale effort. **It has been proposed by the Mission that the training of teachers for the Pravesh Utsav to be held during 1999 - 2000 should cover the VECs which would have been formed by then. This would be one way of ensuring community participation. This practice should be followed in the years to come.**

Though no separate budgetary provision has been made for micro planning in the district plans (except in Jhalawar) the State Component Plan has provided for

production of data capture formats for the purpose. The Mission was of the view that

- DPEP resources should supplement the expenditure being incurred by the Department of Education for the conduct of Pravesh Utsav and for ensuring proper follow up thereof
- The production of data capture formats should be a district activity and not a state activity-if at all the production of data capture formats are deemed necessary to be supported by DPEP

There are provisions for development of material for advocacy and awareness generation in the State Component Plan. **The financial provisions for this activity may be reviewed for enhancement as the present amount would not be sufficient for the production of print and audiovisual materials. Similar provisions should be made in the district plans so that contextualities can be taken care of.** Kalajathas, Balmelas, Women's melas and orientation of panchayat members are the main community mobilisation activities going to be undertaken. **Though the Meena Campaign (to attract girls to school) with UNICEF support finds mention in the State Component Plan there is no mention of the same in the district plans. If this commission is an oversight it needs to be clarified.** Community mobilisation for environment building should commence from the very first year of programme implementation and precede other activities. **From the beginning the community mobilisation and environment building efforts must focus on retention issues, particularly that of the 9+ girls.** It is envisaged that the VECs would eventually play a dominant role in this and also work towards eliciting high levels of people's participation in primary education.

In order to facilitate conceptual clarity about community mobilisation and participation the Project Director was apprised of the need for holding state level workshops on the subject.

It is desirable that some details be worked out regarding the functioning of the Community Mobilisation Team (CMT) and the Inter-sectoral Facilitating Team (IFT)

and their interface with VECs. Some budgetary provisions be made for their functioning.

The Mission further suggested the incorporation of :

- Publication of Newsletters at the State and District level
- Grants to NGOs (for any kind of activity under DPEP)

VEC

It has been proposed to set up VECs for all schools in the villages of the 10 districts. This issue was discussed at length to arrive at the number of VECs that would be formed. **Though it was broadly agreed that every village would have a VEC, a need was expressed for forming VECs in far flung habitations. This issue was left with the State for resolving.**

The composition\membership of the VECs should include one parent of a child with special needs. Though the role of the VECs has been visioned and given in the plans, the process of their formation needs to be clearly articulated. Their power and functions should be in line with the provisions of the State Panchayati Raj Act (post the 73rd & 74th Constitutional Amendment).

The VECs should be operational by the end of 1998 to facilitate the implementation process. The process of VEC formation needs to be costed.

The Mission pointed out the relevance of forming State and District resource Groups for Community Mobilisation and VECs. The Master Trainers for training of VEC members will be drawn from among the members of these resource groups. Hence, budgetary provisions for the training of these resource groups should be made accordingly. The two days training proposed for the VEC members was felt to be inadequate to empower the VEC members to perform the role expected. The Mission suggested that the duration of training be increased to at least four days. The trainings could be planned in phases. Provision for special training of the women VEC members was also suggested to the Project Director.

There is a proposal to register a District Education Committee as an umbrella organisation to oversee the activities of VECs. The Mission was of the view that no such committee would be necessary and VECs should be perceived as partners in the implementation process and be given the autonomy of operation. This has been agreed upon.

The involvement of VECs in micro planning as also the critical role these bodies would play in sustaining DPEP efforts after the close of the project was emphasised by the Mission.

3.2.4 Incentives

Incentives have been proposed for different categories of persons in the district.

1. In the first place, SC/ST girls in blocks where the female literacy rate is below 15% will be given educational incentives at an average unit cost of Rs. 65.00. The class wise unit cost for the items proposed to be provided are:

Class	Items	Unit Cost (Rs.)
I & II	Bag, slate, chalk, note book, pencil etc.	50.00
III	Bag, note book, pencil, eraser, pencil box etc.	65.00
IV & V	Bag, note book, pencil/geometry box, pencil, eraser etc.	90.00

It is suggested that : --

- Each girl be given a bag as a one time incentive
 - For the girls in the eligible class the geometry box should also be given as a one time incentive
 - These incentives may be extended to the girls attending the AS centres attached to Madarsas
2. The Mission welcomes the proposal to give an annual award to the best VEC at the block level

3. Cash incentives of Rs. 250.00 per head have been provided for the para teachers attached to the AS centres who are successful in retaining 75% of the students enrolled in their centres.

The Mission is of the opinion that this incentive should not be provided on the following grounds:

- **Cash incentives are not permissible under the DPEP guidelines**
- **It is not possible to cost such an open ended scheme.**

3.2.5 Early Childhood Education

The need for pre school education has been perceived as a means of freeing girls from sibling care responsibilities and enabling them to be in school apart from the fact that it helps immensely in preparing children for formal school. The ICDS run Anganwadi Centre is the only ECCE service available in the districts. However, the pre school education component of these centres is a weak link and calls for considerable strengthening.

Given below are the number of existing Anganwadi Centres in the districts and the number proposed to be covered as per the plan for the ICDS III which is going to start in phases in the state :

District	No of Functional AW Centres	Proposed No of ECE Centres to be started as per ICDS III
Alwar	662	1219 *
Bhilwara	1022	317
Jhalawar	461	260
Jhunjunu	277	960
Kota	531	NA
Nagaur	1454	500
Sirohi	601	200
Sikar	159	344
Ganganagar	786	15
Tonk	814	432

* In view of the large numbers, it was suggested that new centres be started only in the five educationally backward blocks of the district.

Rajasthan has proposed to address the issue in the following ways :

1. Strengthening the existing (functional) Anganwadi Centres by providing
 - 6 days training to the Anganwadi Workers on ECE
 - pre school kits that would be produced and supplied by the DWCRA groups (they have prior experience in producing the same) at a cost of Rs 500.00 per kit.
 - an honorarium of Rs 200.00 per month to the Anganwadi Worker for the additional two hours that she will have to work to ensure that the timings of the Anganwadi Centre and the primary school synchronise. The Mission suggested that the amount of Rs 200.00 be used to pay Rs 150.00 to the Anganwadi Worker and Rs 50.00 to the Helper as both are going to be required for running the centre for the two additional hours.
2. Starting ECE Centres in the sites identified for the ICDS III project and running them till such time that the project takes off in the district. This is likely to limit the reach of ECE services to villages\habitations with 1000 population in conformity with the ICDS norm and would not reach some of the smaller habitations having a genuine need for the service. The point was made by the Mission and it has been agreed upon to start ECE Centres in smaller habitations (upto 50 per district over the project period) which would be taken over by the Department of Women and Child Development, GOR. This would take care of reach as well as sustainability.

Recommendations

- **Thatched sheds at a cost of Rs 10,000.00 per shed and additional rooms in new schools are proposed to be provided for running ECE Centres near the primary school. It has been proposed to support 60% of the construction activities with DPEP resources with 40% coming by way of community contributions. The Mission is of the view that all the centres should receive similar financial support in the construction of sheds\rooms for ECE rather than limiting the support to 60% of the proposed centres.**
- **The training duration of 6 days appears to be inadequate and it needs to be reviewed for increasing the number of days.**

- **It is suggested that a provision to document the effectiveness of this intervention in promoting girls' education through action research be built into the plan.**

3.2.6 Girls' Education

The planning team members along with the officers in the State Programme Office are seized of the alarmingly low levels of female literacy rates, and the limited participation of girls in primary education. This is attributable to the patriarchal values that have accorded an inferior position to women to lead to differential treatment of women and girls.

Rajasthan has consciously opted not to generate demand for girls' education through empowerment of women. The strategy is essentially to work directly on issues of girls' education. In response to the prevailing situation of girls' education the State Component Plan has detailed out policy measures to be adopted as well as numerous programmatic interventions that are expected to impact on the present levels of girls' enrolment, retention and achievement in primary schools.

There is mention of appointing more female teachers, particularly the Para Teachers who would be recruited for running the AS Centres. The proposed 30% representation of women in the VECs would encourage greater participation of women in determining the course of village level education. In identifying the schoolless habitations for starting new schools, AS Centres and ECE Centres, priority is going to be given to those habitations where girls' access to primary education has been marginal. Efforts will be made to ensure a congenial teaching learning environment in the classroom and school, for girls through trainings and proper monitoring and supervision.

Gender sensitisation workshops for State and District level project personnel as also district level functionaries of the Education Department have been proposed. The strategy of qualitatively improving the pre school education component of the existing Anganwadi Centres and starting new ECE Centres in convergence with the DWCD

will encourage more girls to enroll in schools and ensure their retention. The AS Centres are expected to cater to the educational needs of the out of school girls in a big way. The proposal to provide inputs for formal education at Madarssas is going to reach out to girls from the minority community who have remained outside the purview of primary education. The provision of educational incentives and separate toilets for girls (urinals) will also impact on the enrolment and retention of girls at the primary level. As a part of the community mobilisation efforts it has been proposed to conduct women's melas and orient members of panchayati raj institutions on gender issues. **The latter may be attempted through dovetailing with existing PRI training programmes in the State by developing an appropriate training module, handbook and materials rather than DPEP taking up the training.**

A few districts have proposed to work through the Balika Shiksha Sahayogi in a concerted manner for improving girls' participation in primary education. Escorts have also been proposed in SC/ST habitations in a few districts so that the insecurity problem is duly addressed.

Recommendation

- **While it is intended to integrate gender sensitisation in all training programmes proposed for teachers, BRC, CRC, VEC, etc., it is not clearly articulated in the plans. The Mission suggests that this approach be clearly stated in the write up such that programme implementation is facilitated in the future.**
- **In view of the experiences of the DPEP - I States, it is suggested that separate two days trainings be provided to the women VEC members so that they are enabled to take a more proactive role at the grassroots level**
- **The State Component Plan has listed numerous strategies, most of which have not found a place in the district plans. This was brought to the notice of the Project Director. Following this the District planning teams have begun reviewing their plans for incorporation of gender specific activities in the write up and cost tables.**

- **The Alwar district plan included some gender specific activities in the plan write up which were not costed. The Core Planning team was apprised of this commission for necessary follow up.**
- **The Mission has suggested that Gender Resource Groups be constituted at State and District to facilitate programme implementation, monitoring and supervision. These groups could eventually evolve as the think tank for this functional area.**
- **As the district plans in their present form did not contain many specific interventions to match their situations, it was the view of the Mission that some focused interventions be incorporated in the plans. These could be micro projects at the cluster level and be taken up on a pilot basis for subsequent scaling up after necessary review and impact assessment.**
- **It is suggested that district specific gender aware material development workshops be provided. Production of films with a gender focus for community mobilisation and training purposes also need to be incorporated in the district plans.**
- **The one time gender sensitisation of district level functionaries of the education department should be repeated in the fourth year.**

3.2.7 Back to School Programme

This is a flexible target specific programme with the aim of bringing special categories of learners to a level of competence for their ultimate main streaming in the formal education system. The target group may be dropout children, working children, left out boys and girls of the age group 6-14. A well planned programme of this type should involve a process that may begin with a situation analysis of the target groups, assessment of the needs of various groups and of the number to be targeted, interaction with the community and with NGOs, and then development of suitable training material and TLM followed by training and placement of instructors.

Table : Alternative Schooling Centres (4 hourly)

Sl. No.	District/State	Centres	A/S Para teachers
1.	Alwar	176	176
2.	Bhilwara	80	80
3.	Jhalawar	130	130
4.	Jhunjhunu	105	105
5.	Kota	205	205
6.	Nagaur	40	40
7.	Sikar	70	70
8.	Sirohi	100	100
9.	Sri Ganganagar	40	40
10.	Tonk	100	100
	Total	1046	1046

The districts propose to open centres from the first year. Though microplanning is supposed to be the basis for selection of centres, no time frame has been indicated for this crucial exercise. Hence, this experimental programme should start from the second year. The honorarium, proposed in plan documents, is Rs. 1000.00 per month for the A/S instructors. It is being revised as Rs. 600.00 p.m. for the first year and an addition of Rs. 100.00 p.m. from 2nd year onward till the 5th year.

The Mission recommends that

- Detailed target group specific programme be developed in each district and incorporated in the revised plan document.
- A few centres in a select block or two be started on a pilot basis from the second year and scaled up on evaluation.
- Shed construction cost be not provided to the centres.

3.2.8 Integrated Education for the Disabled

This component has not received the required attention in the State Component Plan as well as in the district plans except in Kota. As a result, no strategy for children with special needs is available in the plans. This is an area for which strategies and interventions along with costing will require to be incorporated in the plans. The Mission offers some recommendations for the consideration of the State.

Recommendations

- **It is proposed to start the IED interventions on small scale from the second year. In the following years, till the fourth year , the programme may be extended to some blocks depending on the experience of the first block. As the objective is to provide access to children with special needs, it would be useful to integrate the concerns of this category of children in the community mobilisation activities, teacher training and development of TLM. To support the teachers in the school with these children, specially trained resource teachers could be positioned at the BRC. Select CRCs would serve as resource centres for IED, depending on the schools that have children with special needs.**

The following steps are suggested in grounding this activity :

1. Personnel at SPO\DPO be assigned charge of IED to co-ordinate the activities (possible to hold dual charge)
2. Constitution of State Resource Group with at least three experienced persons
3. Identification of one block in select districts to launch the IED programme in the second year
4. Integrate identification of children with special needs in the data capture formats proposed to be used for the house to house survey. This is to be preceded by a one day orientation on identification of children with special needs for those undertaking the survey
5. Integrate identification of children with special needs in the training of Anganwadi\ECE workers to facilitate early detection
6. Networking with NGOs working in this areas, build on the experiences of IEDC and PIED (SIERT, Udaipur) in this regard and converge with other departments such as Welfare, Health, primarily for aids and appliances. Associate the IED trained faculty in the DIETs with this programme for academic and other support.
7. Identify the CRCs for developing them into IED resource centres
8. Position and train the resource teachers (if untrained). These teachers will be mobile and ensure that they visit regularly during the month. They may be provided TA for the purpose.
9. An inbuilt monitoring and supervision mechanism would be desirable

3.2.9 Tribal and Scheduled Caste Education

Tribals

Alwar, Jhalawar, Kota, Sikar, Sirohi and Tonk have a sizeable ST population with Ganganagar and Nagaur having a relatively very small tribal representation. Educationally this population section has been lagging behind as is evident from their low literacy rates (Female Literacy Rate being as low as 3% in Tonk), the significant gender gap in enrolment. The gender gap in the drop out rates are more or less marginal.

District	Literacy (%)		Enrolment (%)		Dropout (%)	
	Male	Female	Male	Female	Male	Female
Alwar	41.96	5.86				
Jhalawar						
Kota						44.65
Sikar	43.72	8.55	112.12	78.72	45.51	46.78
Sirohi					83.44	91.25
Tonk	39.88	3.00	122.87	59.40	60.33	78.19
Ganganagar						
Nagaur	45.69	7.12				

The district plans have provided for educational incentives to SC and ST girls in blocks having a female literacy rate of upto 15%. It has been mentioned that the proposed AS and ECE centres would cover some of the tribal areas. In Sirohi it is proposed to engage Balika Shiksha Sahayogi and provide escorts in SC/ST habitations for security of the children going to school. Other than this no intervention has been proposed for the tribals.

In the opinion of the Mission, a well designed strategy for addressing the educational backwardness among tribals needs to be incorporated in the State Component Plan as well as the plans of those districts with substantial tribal representation. The successful achievement of programme goals critically hinge on the augmentation of SC children's participation in primary education.

Recommendations

- **Language has been stated to be as a constraint in the teaching learning process in the tribal dominated areas. Apparently, the children find it difficult to understand Hindi as they are using a different language at home. Steps to overcome this communication problem need to be evolved.**
- **The community mobilisation strategy should build in a strong tribal perspective both in terms of intensity of reach and quality of messages. Tribal fairs and markets may be used as venues for community mobilisation purposes. Care must be taken to use tribal dialects and art forms for effective communication.**
- **Some of the following activities may be considered for inclusion in the plans :**
 - ⇒ advocacy and opinion building efforts with tribal leaders
 - ⇒ study on dialect used by the tribals to help develop appropriate TLM and supplementary reading material
 - ⇒ development of bridge language inventory
 - ⇒ documentation of tribal literature
- 1. The Mission suggested that the Unit Cost of educational incentives may be reconsidered for reduction. One way of doing this is by providing school bags every alternative year instead of annually as proposed. The other means of cost reduction is possible by providing either a school bag or pencil \geometry box.

Scheduled Caste

As much as one sixth to one quarter of the total population in the districts comprise scheduled castes. Their low literacy levels and poor participation of the children in primary education are cause for concern. Focused interventions for the SC children are limited to providing SC girls some educational incentives in areas where the female literacy rate is below the 15% mark and making the services of Balika Shiksha Sahayogis and escorts available in SC habitations to provide an impetus to girl s education.

Recommendation

- **Concentrate in the SC dominated pockets while designing and implementing the community mobilisation strategy. As these are difficult pockets DPEP may consider working through existing community based groups and NGOs. It is possible that these bodies will be better equipped to work closely with the population groups in question in order to motivate them.**
- **As girls' participation in the primary level is extremely low in certain pockets and the gender and social gaps conspicuous, it is suggested to work intensively to address these issues in select clusters on a pilot basis from the early stages of programme implementation. Depending on the outcome of such focused efforts, budgetary provision for scaling up may be made accordingly.**

Convergence

Rajasthan has evinced keen efforts at convergence of services with different government department and other agencies and programmes. Convergence has been attempted with the :

- DRDA for school related construction
- DWCD for strengthening ECE
- NFE for rejuvenating the AS Centres
- UNICEF for Guru Mitra Programme and Meena Campaign
- UNESCO for starting the Community Learning Centres in three districts
- SKP for running AS Centres in remote and difficult habitations

As the costing was dependent on the availability and assured flow of funds from these sources, the Mission sought to ascertain the feasibility of convergence through discussions with the State and District planning teams. There was a lack of clarity on this issue.

The question of convergence with the DRDA and the NFE programme were taken up at the meeting with the Education Secretary, GOR. **It was suggested that a similar pattern of fund flow evident from the records of the last three years will be**

maintained by the districts while DPEP will largely bear the cost of repairs and maintenance as an additionality. On the question of the proposed convergence with NFE it was decided to support the proposed AS models with DPEP resources as it was considered desirable to continue with the existing NFE Centres.

Recommendation

- **The Mission has clearly indicated to the respective planning teams that the cost tables must reflect the sum of money coming in from other sources for the implementation of the programme.**
- **The write up must explain the modalities of convergence apart from the financial sharing etc. It must bring out clearly how DPEP will continue to be involved in activities such as running AS Centres by SKP.**
- **As Lok Jumbish is presently operational in 10 of the DPEP blocks, a clear 'withdrawal' and 'take over' strategy needs to be spelt out in the plan write up.**

3.3 QUALITY IMPROVEMENT

Several interventions have been proposed by the state to address the issue of quality improvement in primary education. These interventions are expected to be effected on uniform pattern as state component plan in addition to interventions proposed at the district level. Primarily the proposed interventions fall in the area of:

- improving school facilities through provision of teacher grant and school improvement fund;
- development of curricular materials; and
- teacher training.

The state has proposed grant of Rs. 500/- per annum acquiring teaching-learning materials according to his/her felt needs and Rs. 2000/- per annum towards school improvement. However, the district have proposed to set apart Rs. 500/- out of this

for purchase of library books. As this amount is meant for improving school facilities jointly by the VEC and the school according to locally felt needs and further that there is no provision of supply of standardised package under DPEP, **the Mission strongly recommends that the district should utilise Rs. 2000/- towards improving school facility only.**

The interventions proposed in the direction for formal primary education include :

- development and production of teaching learning materials (TLM).
- strategies for learner's evaluation ;
- Planning for training and development of training modules.

Development and Production of TLM :

Currently the SIERT is responsible for developing of school text books through the mechanism of both in-house and external expertise. The printing and distribution of the Text Books are taken care of by the state Text Book Board which also reviews the books annually. The LJP is also involved in the activity of developing textbooks for formal primary schools. It has prepared MLL based books in Mathematics for class I and II which are being currently used in LJP schools. Language and EVS text books are being field trialled. The state has recognised the need for adopting MLL strategy under DPEP for addressing issues of quality and equity. However, in the light of the results flowing from different DPEP states which have adopted MLL strategy, the state does not seem to have a definite stand on adopting MLL strategy. As such a workshop has been proposed to finalise the issue of core curriculum under DPEP. The state has set up a "think tank" in the form of core team (14) and academic team (15) consisting of experts drawn from various spheres of Education. It is not clear whether the core team would function as a "State Resource Group" or only as a Committee. The core team is expected to make recommendations to the academic team after a comparative study of SIERT curriculum, MLL based curriculum and the curriculum followed in other DPEP Hindi speaking states. As a part of TLM, it is also proposed to develop workbooks, supplementary reading materials and teacher support materials. From the way the development of TLM is conceptualised, it appears that

there may be three kinds of situations : i) already existing MLL based text books; ii) modified textbooks which need further amendment; and iii) preparation of new text books.

The focus however, is on developing learner centered text books. There is also a focus on building gender concerns into the textbooks. The core committee is expected to finalise curriculum strategy for DPEP evaluation within 3-4 months which appears to be doubtful in the light of the load assigned to core committee in the areas of curricular development and teacher training activities. **In view of this mission strongly feels that the state should soon take a definite stand on adopting curricular strategy for DPEP.**

Yet another proposal relating to this area is developing contents for inculcating citizenship values. This needs to be reexamined as separate contents for the same in Textbooks may not actually ensure developing such values. **The mission recommends that social and gender sensitivity may be built into the contents of the core text books in an integrated manner rather than introducing as a separate module.**

The state also proposes to develop workbooks, supplementary reading materials and teacher support materials. The strategy adopted for developing workbooks mainly include identification of subject experts, orientation of writers / reviewers, workshop for actual development and finally whetting of the drafts. Firstly the concept of workbooks needs elaboration. Secondly it is not clear whether text books and workbooks would be developed at the same time and by the same resource group. Thirdly the proposed orientation for writers / reviewers does not seem to have given focus for learner – centeredness, and also the details regarding the strategy calls for more explanation. Fourthly the proposal to organise series of workshops at the state and at regional level which will be steered through core team does not seem to give the 'participatory decentralised approach' to preparing workbooks. The primary teachers appear to be only special invitees in the workshops and are neither included in the orientation programme nor in identifying the inputs for workbooks. Finally whetting of drafts is proposed to be done by the academic committee and subject experts in a workshop mode. The duration of workshops proposed is 4 to 7 days. If

both text books and workbooks are to be developed, the duration of the workshop appears to be inadequate. **The mission feels that the state should clearly explain the concept and purpose of workbooks. Further the mission strongly feels that adequate representation for primary teacher should be given from the very beginning and that their inputs should form major component in these books.**

The state has also proposed to trial the textbooks / workbooks in sample schools in each district after printing them through the Text Book Board. There is also a proposal to evaluate the text books after six months through questionnaire and semi-structured interviews of teachers, students and parents. It is not clear as to who would conduct this evaluation and further the research instruments proposed to be used for evaluation appear to be far inadequate to capture the content sensitivity. While the development, printing and trialling of core textbooks is going to be completed in the first year, the revision and adoption is proposed during the second year. The work books are proposed to be developed in four months and the printing, trialling and revision are expected to be completed within 12 months. However, it is not clear whether these two activities would be phased simultaneously. It is also proposed to undertake constant revision and review of the core textbooks and workbooks through SIERT. However, whether the SIERT would do this independently or under the direction of SRG is not clear.

The proposal to provide supplementary reading materials of 70-80 pages for standards III and V with the objective of inculcating moral and citizenship values appear to be directed towards increasing the curricular load for children. This appears to be contradicting as at one point there is an attempt at decreasing the workload while at the other point there is also an attempt to introduce this as a separate content in the core textbook itself. However, the idea of developing these materials through a visioning workshop seems to be too over ambitious. It is not clear whether the workshop is aimed at identifying 'available supplementary reading' materials or for developing new materials. **The Mission is of the view that the State should thoroughly examine this proposal before operationalising it.**

There is a proposal to develop teacher support materials as well. A workshop is being proposed to develop only the format and type of teacher guide by the resource team.

However, who would actually prepare these guides and whether there will be additional supplementary reading materials along with this guide is not clear. There is also a proposal to use the teacher support material even at CRC. It is not clear whether the same support materials would suffice the CRC coordinator as he / she is expected to perform much more activities than mere teaching. Somehow the focus of child-centredness and activity centredness seems to be downplayed in the development of workbooks and teacher support materials. **The Mission recommends that the duration of workshop for developing workbooks and teacher guide and support materials needs to be increased and further it is desirable to schedule these activities simultaneously.**

In view of the variety of activities visualised for curricular improvement, the need for constituting key resource group at the State/district level after identifying experts in the field appears to be imperative. In addition, training of these key resource persons also assumes significance for orienting them to the manners of DPEP.

State has also proposed to introduce comprehensive system of learner evaluation through DIETs, BRCs and CRCs. Although the idea of introducing a comprehensive evaluation of the learner appears to be desirable, the mechanisms of doing the same through hierarchical arrangements may in reality create more problems. If the textbooks are going to be designed along the lines of MLL which would also have continuous and terminal evaluation component built into them, teacher herself / himself would be able to assess the competencies mastered by children at various levels and in various subjects. The CRC coordinator can keep track of the learning attainments achieved by individual schools under each cluster so that appropriate remedial teaching activities can be planned by him / her in consultation with teachers. The idea of maintaining academic progress of the child in the school and sharing the same with the community is desirable and is surely going to increase the credibility of the school and accountability of the teacher as well. However, having a large scale public examination with printing of question papers, valuation of answer scripts may increase cost and scope for malpractices. Sirohi district has proposed to set up a separate evaluation cell in the DIET. Some other districts have proposed to assign major responsibility of learner evaluation to DIETs. In view of the existing capacities

of the DIETs and the prevailing situations therein, this proposal needs thorough re-examination.

The state has also proposed follow-up action impact assessment of training through visioning exchange and response from the students and community after four months. Who would do this and how will it be done are not clear. Although the idea of follow up training programme to see its impact is desirable, it is not clear whether the DIETs have capacity to analyse the results and build them into their subsequent training programmes.

Distance Education

Distance Education Programme (DEP) has been proposed by the State under DPEP to strengthen and supplement the ongoing interventions for quality improvement in the area of preparation of training modules, teaching learning development of TLMs, organisation of training programmes community mobilisation etc. from the second year onwards. The state has proposed a budget of 62.31 lakhs during the project period from 2nd year onwards. Nearly 60 % of the budget is allotted for purchasing hardware like the colour TV, VCP and ACP for the SPO, DIETs and BRC. The idea of buying these for DIET needs to be as they may already possess these hardware. The next priority under this is the development and procurement materials. 3 workshops are proposed for development and production of self-instructional materials related to teacher training module. It is not clear for which teacher training programme the module is proposed as already the teacher training is planned in face-to-face situation. In addition, it is also proposed to develop both audio and video programmes. Again it is not clear who would develop these programmes and how would it be done. There is also a proposal to develop capacity among state/district level functionaries in the areas of print, audio and video through skill development training workshops. Who would do these and where would it be done are not clear.

Teacher Training

Considering the centrality of teacher in the entire educational process, the approach to training under DPEP has been holistic in terms of inculcating pedagogical and

professional skills as well as developing personality among teachers. The major assumptions underlying the training are :

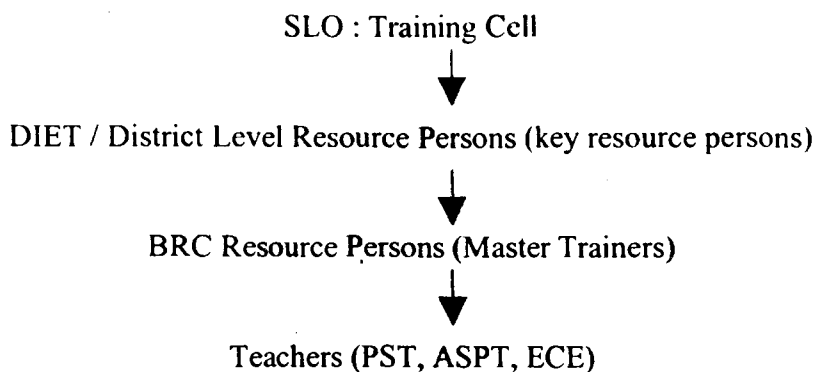
- teaching will emerge as a real activity through cooperation, sharing and progressive outlook;
- the attainment of MLL / decided competencies will be the aim of classroom teaching;
- teaching - learning will be a joyful activity;
- a joint endeavour to bring about perspective change in primary education.

The basic objectives of teacher training include among other things improving teachers' classroom performance, motivation, school effectiveness through changes in teaching learning processes and practices. The proposed strategy of teacher training focuses on content identification in emerging issues like the MLL, competency based training, multi-grade teaching, child-centered, activity centered teaching, language for ethnic minorities, continuous comprehensive evaluation etc. The five major areas proposed to be addressed by training are : concepts, skills, information (DPEP), attitude and personal quality. The training programme of teachers and other educational functionaries are proposed to be planned and implemented after considering aspects like constitution of SRG and training cell, identification of training needs, preparation/printing of training modules, training methodology, training material, resources, equipment, duration, venue, honorarium and follow up action.

It is proposed to constitute a separate a state resource group (SRG) for training with the help of experts drawn from SIERT, Sandhan, NGO, LJP, SKB, teachers, HCM-RIPA and DPEP. The SRG is expected to coordinate planning and implementation of all training activities. Besides there is also a proposal to set up a training cell with 4-5 subjects experts / consultants at the state level to operationalise training activities. The training cell would be responsible for developing training modules, impart training to key resource persons and review training programmes with the support of state level institutions engaged in similar activities.

There seems to be lack of clarity with respect to role assigned for these two bodies. The composition of the teams, strategy of operationalisation, the tasks assigned to members need further justification and elaboration.

It is proposed to organise training in a cascade model :



The cascade model needs reexamination in view of the transmission loss as well as in the light of the results flowing from DPEP states which have adopted such models. The strategy for assessing training needs of teachers and functionaries is through workshop mode. However, sequencing of workshops seem to be top-down with the SRG identifying the training needs first followed by teachers themselves identifying these needs.

Whether the state proposes to develop new training modules or proposes to adopt the available training modules of SIERT, LJP, SKB or other DPEP state is not clear. If it adopts the latter then the entire training needs assessment exercise may prove futile. Nonetheless, it is desirable to build some innovative strategy and techniques into the training modules. Although the proposed training methodology does take care of participative and experiential learning, the focus and practical classroom realities in different social contexts appears to have been down played. Training materials at the state, district and block levels are also expected to be developed.

The state has proposed a tentative duration for various training programmes.

DIET faculty	-	6 days
BRC/coordinators	-	10 days
CRC coordinators	-	10 days
Resource persons at BRC	-	6 days

Primary school teachers	-	6 + 3 days in the first year, 6 days in subsequent years
Para teachers of AS	-	30 days in the first year, 10 days in subsequent years.
Orientation of VEC members	-	2 days

Although the state has rightly recognised the need for training inspecting officers, the same does not figure in any of the training interventions proposed. The issue of imparting 30 days in the first year for para-teachers appears justified in view of their low qualifications. However, the cost of training in view of their large numbers and their sustenance is a matter of serious concern. Alternatively details of the cost may be worked out for imparting distance mode training through mediated technologies.

It is not clear as to who would develop training modules for BRC / CRC coordinators. There is also no indication of development of Handbook / Manual for CRC / BRC coordinators.

The Mission recommends that the State should clearly define the role of SRG vis-a-vis Training cell in relation to development of training modules and conduct of training programmes.

3.4 CAPACITY BUILDING PROGRAMMES AND INSTITUTIONAL DEVELOPMENT

The proposed strategies include broadly (i) strengthening existing institution and (ii) establishing new institutions. The institutions identified for strengthening under DPEP are SIERT and the State Text Book Board at the State level and the DIET at the district level.

SIERT : The SIERT, which forms a wing of the Directorate of Primary and Secondary education is primarily involved in the development of curricular materials for teachers and children, training modules conduct of training and in research and evaluation. It manages and monitors several of the on-going interventions in school education, including the DIETs. Considering the prime role allotted to SIERT in the

quality improvement programme under DPEP, the need for strengthening it obviously gets justified. Additional staff as well as additional infrastructure facilities are proposed. There is also a proposal to provide intensive training for two existing faculty in the use of multi-media. However, considering the multitude of activities done by the SIERT and the prevailing state of affairs in terms of specialisation and division of work, it appears doubtful whether SIERT would be able to manage this additional load efficiently. It is also noticed that nearly 50.0 % of the money allotted for various projects during the previous year had remained unspent. The details regarding selection & recruitment of additional staff for SIERT need to be worked out and also the kind of functional relation between the proposed training cell/SRG at the state level and SIERT need further collaboration.

As a part of staff development programme for resource person the state has proposed to arrange exposure visits to leading training institutes within and outside the country. However, this proposal requires relook in view of the limited benefits, it can offer.

Rajasthan State Text Book Board

The State Text Book Board is also expected to be responsible for production and distribution of curricular materials under DPEP. It is proposed to strengthen its infrastructure with DTP equipments.

District Institute of Education and Training (DIET)

The DIET is identified as a key resource institute at the district level under DPEP. It is expected to train teachers, resource persons, co-ordinators of BRC and CRC as well as provide resource support to teachers in evolving appropriate teaching and evaluation strategies and production of TLM. As of now there are 27 DIETs in the state including all the ten districts under DPEP-I. The DIETs do not seem to be functioning satisfactorily with many vacancies lying vacant as in the case of Jhalawar, Tonk and Sirohi. Teachers do not seem to be favourably disposed towards DIETs (Jhalawar) with frequent transfers and unsuitable faculty being posted. The state itself has acknowledged the sorry state of affairs in DIETs and has attributed the same to lack of autonomy on the part of DIET in selection and recruitment of faculty. In fact

Jhalawar has proposed to open a separate DPEP cell in DIET. In view of this the state has to re-examine its policy of operationalising DIETs. Six day training is proposed for DIET faculty. The duration seems to be inadequate in orienting the DIET faculty for DPEP activities. **The mission recommends that the State should soon take decision regarding granting autonomy (academic and administrative) to individual DIETs in the matters relating to selection, recruitment and transfers of faculty.**

Centre for Educational Management (CEM)

The state has envisaged setting up of a Centre for Educational Management for strengthening management and professional capacities of functionaries working in different agencies of education, like the Panchayat Raj and Rural Development, Directorate of elementary education, LJP and SKB. However, there is no proposal to set up separate CEM, rather the state proposes to put it up as a joint venture with LJP & SKB. The CEM is being established with the following objectives:

- to provide technical support for planning and management of education;
- to evolve mechanism to promote and facilitate people's participation in decentralised educational management;
- to integrate new management perspectives successfully practised under LJP & SKB;
- to provide strong support system and guidance to all innovative programmes and projects.

The CEM is expected to offer training for school mapping, microplanning, reduction of dropout outs and quality improvement in education. Although the idea of starting CEM in convergence with LJP and SKB appear to be sound from the point of strengthening linkages and coordination among different agencies of education, yet it would be feasible if the CEM focuses initially on DPEP activities and started as a separate institute. This would also help in the CEM concentrating on the kinds of initial orientations necessary for planning and management of DPEP programme and subsequently address to professional training needs. **Therefore the mission is of the**

view that possibility for setting up a separate CEM/SIEMT may be explored by the state.

Block Resource Centre (BRC): The state has envisaged new institutional structure at the sub-district level (block) for ensuring necessary academic and technical support to primary education. The BRC is seen as an intervention for both providing academic and supervision support to primary schools and CRCs. The state has proposed to set up BRC for each of the block under DP&EP by appointing a co-ordinator and 3-4 resource persons. However, the modalities for selection and recruitment of co-ordinators may be thoroughly examined in view of the kinds of activities envisaged for BRC. Obviously the training should address building capacity in this direction. The details of training requirements also need to be worked out along with development of Manuals for BRC co-ordinators. The need for action research at the block level has to be highlighted in the training programmes. Only Alwar has been able to identify the area for action research.

Cluster Resource Centre (CRC): CRCs are seen as one more intervention at the sub-block level to provide academic and supervision support to schools and teacher. In addition they are also seen as strategies for community mobilisation as well as in strengthening managerial capacities of the community members. It is expected that the CRC facilitator would spend more than half of his working days in the supervision of schools located in his jurisdiction. In this direction the state has proposed strategy to empower him with adequate financial support in terms of conveyance allowance to promote his mobility in addition to providing a separate building with furniture. In view of the kind of role envisaged for the CRC facilitator, capacities relating to public relations, leadership, communication, observation, supervision, guidance and counselling need to be strengthened.

In view of this the Mission recommends that the state, in addition to outlining the training strategies with area specific focus for BRC and CRC coordinators should also indicate as to who would prepare the training modules for them.

3.5 CIVIL WORKS

Civil works forms a large component of the district plans. New primary schools, additional classrooms, BRC's, CRC's, drinking water, toilet, sheds for ECE & AS centers are proposed to be constructed as part of DPEP interventions. No construction is proposed at the state level. The implementation strategy has tried to build on the experience of DPEP States and that of Lok Jumbish. The strengths of the civil works plan are:

- all construction to be undertaken through community participation
- adequate technical support to the community
- convergence efforts

The issues confronting the district are:

- large gap in existing infrastructure leading to overcrowding
- requirement of additional infrastructure due to dispersed population
- Dilapidated state of existing infrastructure due to inadequate funds for maintenance and apathy on part of the community

Planning

Planning effort for the civil works component has been fairly intensive. Active participation of the building advisor, as member of the SLO, in the planning process is a welcome step. The involvement of a civil works expert as part of the district core team would have further enhanced the quality of district plans.

The district plans reflect the infrastructure needs, fund availability through convergence (based on the trends of the previous years) and the proposal for civil works through DPEP. However the process has suffered due to lack of understanding at the district level of the 24% ceiling of civil works. Some of the districts were under the impression that the funds for civil works were not transferable to quality issues. i.e. the 24% ceiling is not the upper ceiling but the absolute amount for civil works. As a result most district have a plan size of around Rs. 9.6 (24% Of Rs. 40 crore).

Even in case of larger total plan sizes the civil works amount is around Rs. 9.6 crore as in the case of District Alwar.

The mission clarified that the 24% ceiling was the upper limit of expenditure on civil works and it is to be calculated on the total plan size and not the absolute figure of Rs. 9.6 crore.

Although the present shortfall in civil works has been indicated in all district plans the source of this information or how these figures have been generated have not been mentioned. This is particularly relevant in case of additional classrooms, where the no. of existing classrooms is not provided. A no. of additional classrooms have been proposed to take care of the enhanced enrollment and retention due to DPEP interventions. As the CRC's would also function as additional classrooms, they need to be included while determining the gap in additional classrooms.

Single classroom have been proposed for building less schools as well as some new schools. OBB and State norms do not permit single classroom schools.

The mission recommends that all new schools as well as buildings for building less schools should have at least two classrooms.

A lumpsum of Rs. 3 lacs has been proposed for civil works in each DIET irrespective of the actual needs or condition of the existing buildings.

The mission recommends that the civil works proposal for DIETs should be based on the needs of additional space due to DPEP interventions. The status of existing infrastructure should also be considered. The arbitrary ceiling of Rs. 3lacs may be reconsidered.

Supervision Strategy

The proposed supervision strategy and staffing pattern is well conceived. Critical issues like training and mobility have been addressed. The proposed staffing pattern consists of:

1. One JEN per block . The JEN would be supported by one supervisor for every four works (each above Rs. 1 lac). While the JEN would be on contractual basis, the supervisors are proposed to be contracted by the VEC and paid out of the contingency amount of the estimate.
2. At the district level there will be one AEN and one JEN. Their major responsibility would be monitoring and ensuring quality. The district team would also be responsible for providing technical support to the Block JEN's. The AEN would be on deputation and the JEN would be on contract. As personnel on deputation to a project are taken on a scale above their existing scale, the SLO & district core teams felt that there would be no difficulty in filling these posts.
3. The SLO civil works team would consist of a building advisor, 2 AEN and one draughtsman. In addition it is proposed to hire on contractual basis a consultant if required. The SLO would be responsible for the preparation of designs, utilization of innovation fund, construction manual, training of engineers and monitoring.

A motorcycle allowance of Rs. 1000/- per month would be given to all JEN's. The AEN's would have to use the vehicles available to them from the common pool. Training activities have been proposed at the state level, particularly in the area of cost effective technology.

The supervision load on the Block JEN is reasonable. On an average each JEN would have to supervise 8 major works and 159 minor one, in each phase consisting of six months. The no. of minor works would eventually be lesser as some of these works would be at the sites of major works thereby reducing the no. of supervision visits required.

District	No. of engineer	Works above Rs. 1 lac		Works below Rs. 1 lac		Works /engineer /phase	
		Total	Each phase	Total	Each phase	Above Rs. 1 lac	Below Rs. 1 lac
Alwar	14	449	75	1266	211	5	90
Bhilwara	11	348	58	1153	192	5	105
Jhalawar	6	363	61	887	148	10	148
Jhujhunu	8	338	56	2530	422	7	316
Kota	5	262	44	1216	203	9	243
Nagaur	11	321	54	1740	290	5	158
Sikar	8	421	70	1293	216	9	162
Sirohi	5	522	87	980	163	17	196
Sri Ganganagar	9	519	87	158	26	10	18
Tonk	6	390	65	2000	333	11	333
Total	83	3933	656	13223	2204	8	159

Note: Each phase consists of 6 months.

Design, Area, Cost

Three school designs, BRC and CRC designs have been proposed by the SLO. The school designs include one classroom, activity room, teachers room, ECE room and verandah. There is provision for future expansion. The inclusion of ECE room is a welcome step as this would promote enrollment & retention of the girl child.

The area of classroom is proposed is less than the national norm of 320 sft. per classroom. This needs to be amended. There is an unusual variation in the sft. cost per building this varies from Rs. 1666.66 in case of 2 room school to Rs. 2663.35 per sft. in case of BRC's. This needs to be rationalized and the unit cost reflected in the district plans.

The area schedule and cost per sft. is as follows:

S. N.	Description	Unit Cost	Area	Cost per sft.
1	New Primary School consisting of one activity room, one classroom, teachers room, ECE room and verandah.	Rs. 2.5 lacs	1500	Rs. 166.66
2	New Primary School consisting of one activity room, two classroom, teachers room, ECE room and verandah.	Rs. 3.75 lacs	1850	Rs. 202.77
3	CRC consisting of one meeting hall, resource room, verandah	Rs. 1.75 lacs	750	Rs. 233.33
4	BRC consisting of training hall, dormitories, resource room, library, kitchen, store, toilet & verandah	Rs. 7.4 lacs	2810	Rs. 263.35
5	Additional classroom and verandah	Rs. 1.25 lacs	520	Rs. 240.00
6	AS Shed	Rs 0.1 lacs	320	Rs. 31.00

Community Participation

All construction activity proposed is to be undertaken by the community. Bhavan Nirman Samiti (BNS) a sub committee of the VEC would be responsible for the construction at the village level. While at the block level a BRC construction committee, a sub committee of the BLEC, would supervise the construction. Contribution by the community as well as individuals is encouraged though not mandatory. Technical support would be provided by the JEN's at the block level.

While the responsibility of the BNS has been mentioned its composition has not been indicated.

The mission recommends that the BNS being a sub committee of the VEC, should consist of not more than six people. This would ensure a more effective management. In addition a separate training of 3 days for major works and 1 day for minor works which includes technical training be incorporated for all BNS. This training should be carried out in a phased manner and should be given just before commencement of construction.

The strategy for utilizing the contribution is not clear at present. Effort should be to channelise this amount to increase the coverage.

The State may also consider adopting the strategy of DPEP Andhra Pradesh where the unskilled labour component is contributed by the community either in cash or through shramdaan.

Convergence

In view of the present infrastructure shortfall, convergence is critical to the success of DPEP. A no. of schemes like JRY, EAS, Apna Gaon Apna Kaam, Battees Zille Battees Kaam etc. are being implemented in the State. It is absolutely imperative that the present trend of expenditure on primary school facilities is maintained and if possible increased.

The mission recommends that based on the trends of past three years a minimum expenditure level on primary school facilities per year be established for each DPEP district. There should be an agreement at the State level to maintain this expenditure level and this in turn incorporated in the district plans. In addition the State may also consider the concept of matching funds through convergence as in the case of DPEP Uttar Pradesh.

Most ongoing schemes cater to the provision of new infrastructure. The resources available at present for maintenance/ repairs is inadequate. Most district plans reflect the state of dilapidation of the existing infrastructure. This has also been cited as a major reason for the low retention of students.

In view of the above scenario the mission recommends that maximum possible resources be made available through DPEP for repairs and maintenance while the funds from convergence be utilized for providing new infrastructure. Further a rehabilitation strategy may be worked out to carry out this task. The experience of Lok Jumbish in this aspect is very relevant. The State may also consider consulting other DPEP states particularly DPEP Gujarat in this respect. Repairs may also be used as the start up activity. This has two distinct advantages:

- **as repairs require take lesser time to complete they act as effective visible indicators of DPEP**
- **no prior clearance is required, as such repairs can be taken up at the commencement of the project.**

Construction Manual

A draft construction manual consisting of the community processes, civil works management strategy, specifications and design has been prepared by the SLO. The mission has the following observations to offer:

- *The present manual is targeted towards the technical supervision staff. A separate manual for the community will have to be prepared. This manual would focus on providing specific technical information & processes to the community in a user friendly format and may be based on the model VEC manual prepared by the TSG.*
- *Responsibilities of all players should be clearly delineated, leaving no scope for any form of ambiguity. Time schedule for all activities may be established and incorporated in the manual*
- *The installments of fund release proposed is different from the approved installment pattern. The State may consider adopting the pattern of 50%,35% &15% for large works & 75%, 25% for smaller works as this system is tried and tested. This would also eliminate any delay on account of getting approval of the new pattern.*
- *Introducing another level, i.e. the District School Campus Development Society (DISCS), in the flow of funds may lead to unnecessary delays. The State may reconsider this issue as the fund flow is very critical in ensuring the progress of civil works as per schedule.*
- *Check measurements linked to the release of payment has been found to be a severe constraint in any community based construction programme. The State may consider the utilization certificate as the basis of release of subsequent installments as is the case in other DPEP States.*

Section 4 : Management Structures

A well-defined project structure and system have been envisaged at the state level under DPEP. The establishment of the structure has already been initiated in its early form at the pre-project stage. With the project taking its final shape the envisaged structure will gradually develop into a streamlined organization.

A two dimensional structure will be set up for project management – One official and the other participatory. The official structure will comprise of administrative personnel either regular staff sent to RCPE on deputation from other government departments or persons hired on contract basis. The participatory wing will comprise of external administrative personnel or officials providing a necessary support system to DPEP, non-officials, consultants, educationalists, representatives of the Panchayat institutions and community members.

This structural framework is expected to evolve a spontaneously designed work culture on the basis of the following principles:

- Integration of participatory government/non-government agencies and official DPEP personnel.
- Co-ordination of academic and managerial aspects of programmers.
- In the highly developed team work there will be a clear delineation of authority and accountability along with participatory decision making and experience sharing.
- Spontaneous vertical and lateral relationship will be cultivated internally as well as externally.
- Decentralization of powers and responsibilities will give sufficient freedom and autonomy to each level within well-established procedures.

- Co-ordination of existing educational management structures and organizations with the project machinery.

Rajasthan Council of Primary Education

The state level body to implement the District Primary Education Programme RCPE is an autonomous society registered society under the Societies Registration Act in November 1997. The functions of the council are undertaken directly by the council office at Jaipur through its staff. The stipulated functions as determined by the council can also be undertaken and accomplished by other institutions, agencies or individuals supported by the council.

The Governing body, headed by the Education Minister, Primary and Secondary Education Department and consisting of several ex-officio members directly or indirectly connected with the task of education and child development and some other private members who have distinguished themselves in the field of education. The Governing Body is responsible for the overall policy making matters, and for guiding, reviewing the project.

The executive Committee is similarly structured with the Education Secretary as its Chairman and the Director, DPEP as its member Secretary. The affairs of Primary Education as proposed by DPEP are finally decided by the Executive Committee, which is scheduled once in each quarter of the year.

The state level office will strengthen, support and monitor the activities undertaken by the DPEP districts in the state. The most important characteristic of the state level management will be its mission mode. It will constantly keep in touch with the district core teams and other DPEP officials working at the grass root level. On the other hand state level management will join hands with the national state or even the localized government / non-government agencies working in the field of elementary education. NGO's engaged in the work of sustained growth and general well-being of children, will be identified, approached and asked to converge their activities with the corresponding fields of action in the DPEP plan.

Management at the state level will be responsible for getting things done in all the possible fields of DPEP activities – construction of school buildings procurement of necessary equipments, enrichment and revision of text books and teaching – learning material strengthening of pedagogical and educational institutions, devising proper mechanism for teachers’ empowerment, gender equity, enrolment, retention and school effectiveness.

(i) Formal Primary Education : Activities related to enrichment, review and reinforcement of textbooks and teaching-learning material, round the year in-service teachers’ training and teacher empowerment etc. will be taken up. One Programme Officer, alongwith need based consultants will take care of these activities.

Formal primary Education wing of the RCPE will keep in constant touch with the officials of Directorate of Primary Education, Rajasthan, the SIERT the CEM and the DIETs. It will concentrate its efforts on improving the quality of primary education, expanding access to education for all the children in 6-11 age group and to reduce the occurrence of dropouts.

(ii) Alternative Schooling : Despite the concerted efforts for providing educational facilities to all the children, there are always possibilities of a sizeable number of children being left out of the schooling system. Either because of inaccessibility on educational facilities or because of their specific individuals inhabilities they can not cope up with the rigidities of school timings, attendance rules, other curriculum requirements. As a result they are not enrolled in the school or if enrolled soon get dropped-out.

One programme officer, along with need based consultant will form this wing at the State Level Office to monitor and guide all the activities and interventions related to Alternative Schooling in the DPEP districts. Distinguished persons having sound experience of dealing with various forms of Alternative Schooling may be retained as consultants under this programme.

- (iii) **Community Mobilization – State Institutions Capacity Building :** For environment building and awareness campaigns, for evolution of village education committees and micro-planning, for gender equity and for providing equality of opportunities to disabled children this wing at State Level office will start functioning at an early stage.
- (iv) **Civil Works :** Experienced persons having rich engineering background in the field of large scale construction work, utilization of locally available building material and manpower will be engaged under this programme which will be headed by a senior level engineer, designated as the Building Advisor. He will be adequately supported by two Assistant Engineers, and one Draftsmen. The construction work in phased manner will be accomplished during the first three and a half years of the project period. Major and minor repair work will also be completed in the same duration. Hence this programme will become operationalised right from the commencement of the project.
- (v) **Women Empowerment and Early Childhood Education :** These two major DPEP interventions shall be combined together at the State level for the simple logic that women in both the rural and urban areas will find in early childhood education a suitable forum to discuss and evolve various strategies to work together for child care and their own empowerment.

The programme will maintain strong linkages with ICDS and Women Development Activities presently going on in the state. In all community mobilisation programmes the gender perspective and women empowerment activities will be essentially integrated. Women activists and social activists associated with the cause of women empowerment will be invited to joint the programme at all levels.

- (vi) **Management Information System :** RCPE shall evolve an efficient work culture at the State level office so that each of the DPEP wings are properly facilitated in compiling necessary information in formulating micro planning measures, in decision making and in controlling and guiding various functions for achieving the targeted goals. An experienced person shall be deputed as

Manager, MIS to head this wing. he will be assisted by one Programme and three Data Entry Operators.

- (vii) **Monitoring, Evaluation and Research** : All the programme officers will be expected to constantly explore better methodology through innovations in their respective fields of operation. The Director will initiate, encourage and guide the process of self evaluation and find more efficient ways of accomplishing the goals. External and independent agencies may also be asked to make periodical evaluation of the progress in various fields of action. MER in fact will be integrated in all the major programmes undertaken by the RCPE. Through seminars, workshops and meetings the achievements will be assessed, the uncovered and unaccomplished or partially accomplished areas will be constantly reviewed and suitable additional efforts will be initiated to remove the deficiencies.

Each unit will be responsible for review and implementation of the programmes related to the unit and in their area of responsibility. Each unit will be headed by a senior expert who will be generally assisted by at least one additional expert.

Depending on the actual needs of a particular unit the services of experts consultants can be obtained on purely contract basis. The duration of consultant experts will not exceed 40 man months in a year.

District Project Office : The DPO will be manned by one DPC and five Programme Officers.

District Governing body and Executive Committee

The Governing body under the chairmanship of Zila Pramukh will look after the policy matter and review of progress made by district project office in the matters related to enrolment, retention and quality education. It will meet twice a year.

Similarly, the executive committee will be constituted consisting of about 20 members and headed by the district collector. It will meet in once in each quarter of the year. The executive committee will have comprehensive powers to monitor and review the implementation of district plan. It will meet in once in each quarter of the

year. It will guide the DPC in the matters of convergence with other parallel organisations and departments. It will also help the District Project Office in procuring suitable sites for new school buildings for CRCs and BRCs.

In addition to the governing committee and executive committee there will be an independent and separate district education committee registered under the Societies Registration Act. Under this committee the various VECs will function and will look after the construction work of school buildings and CRCs.

A District Project Coordinator, an Additional Project Coordinator, an MIS incharge, a Women development and ECCE incharge, a teacher training incharge, a documentation and media incharge and part time experts for field programmes would form the core of the District Project Office. The DPO would also need to maintain functional linkages with the DIET, the Zila Parishad and other district level bodies. However, such an arrangement has not been well defined.

Block Resource Centre (BRC)

The role of Block Resource Centre is mainly related to the in-service training of teachers. The BRCs will also provide supervisory support system to the CRC and to the individual schools. The BRC shall collect educational data, analyse it for optimum use and consolidate educational facilities. The BRCs will also function in the improvement of teaching – learning material and for devising proper mechanism for the working of Alternative Schooling. Every BRC will be provided with a coordinator on regular basis and three resource persons will be engaged on contract basis.

Round the year training programmes for all primary/upper primary teachers will be conducted at the BRC. In each block of Rajasthan the number of teachers/para teachers, Anganwari workers and Preraks is estimated to be about 400 to 500. In fifteen to twenty batches all the teachers can be accommodated in the induction training and refresher training programmes.

Each BRC shall have a coordinator and three Resource Persons one each for language, mathematics & EVS. Recruitment will be made through deputation from

parent department mainly the Department of Education and the Department of Panchyati Raj and Rural Development. Additionally required resource persons will be appointed on contractual basis or on daily honorarium basis.

Cluster Resource Centres (CRC)

The CRC has to play a pivotal role in capacity building of teachers and in school effectiveness. In addition to the role of mobilising the community and creating proper environment in the villages and urban blocks, the CRC will provide strong supervisory support to the schools and to the teachers.

Every CRC will be provided with one CRC Coordinator who will spend more than half of his working days in the supervision of schools located in his particular cluster. A cluster will consist of 12 to 15 Formal Primary Schools, approximately 4 to 6 Alternative Schools and equal number of Anganwari Centres and ECE centres.

Village Education Committee (VEC)

This has to take care of strengthening the schools by providing supervisory support. The main role of VEC is school mapping and micro-planning aiming at increasing the enrolment of the villages both for boys and girls. It will be responsible for construction of school building, additional classrooms and toilets etc. The VEC will also make efforts to create financial support through people's participation, especially for the construction of school boundary and other education facilities. Through the VECs every school will be provided with a financial support of Rs. 2000/- per year which will be utilised for strengthening infrastructural facilities. The VEC members will be given due weightage in the decision making process at Cluster Level. All the proposed districts have had TLCs. Sikar is in the post-literacy phase. This in effect means that VEC have already been formed and are functional to a certain extent. The state has yet to take a decision as to whether it will use the same VECs or will form new VECs for DPEP.

Issues

- a) **Dual Management:** Primary education in the state is characterised by dual management. Primary schools in rural areas are under the control of the Zila Parishad whereas the primary schools in urban areas as well as primary sections of upper primary schools in all areas are under the control of the department of education. This dual structure creates problems in management as the morale and accountability of teachers is severely affected.
- b) It is proposed that six hourly SS schools, in remote and difficult areas, will be transferred to the Shiksha Karmi Board, the Board will run and manage these schools. For this required funds would be transferred to Secretary SKP. These schools will be supervised jointly by SKP and DPEP. Such arrangement does not seem to pragmatic and technically feasible. Joint supervision mechanism does not seem to be a very efficient mode.

The SPO has agreed to incorporate Funds Flow, Distribution of functional units, Formation of resource groups, Management development programmes and Supervision and assessment mechanism of the state in the State Component Plan.

State Project Office - Proposed Staff Structure

S.No.	Staff	Number
1.	Director	1
2.	Programme Officer - Formal Primary Education	1
3.	Programme Officer - Alternative Schooling	1
4.	Programme Officer - Community Mobilising & Institutional Capacity Building	1
5.	Programme Officer - Gender Perspective & Early Childhood Education	1
6.	Building Advisor - Civil Works	1
7.	Assistant Engineer - Civil Works	2
8.	Draftsman - Civil Works	1
9.	Manager - MIS	1
10.	Programmer - MIS	1
11.	Data Entry Operator - MIS	3
12.	Assistant Accounts Officer - Accounts	1
13.	Junior Accountant - Accounts	2
14.	Cashier - Accounts	1
15.	Administrative Officer - Administration	1
16.	Administrative Assistant - Administration	1
17.	Research & Evaluation Assistant	1
18.	P.S. to Director - Auxiliary Staff	1

19.	Receptionist-cum-Telephone Operator - Auxiliary Staff	1
20.	Steno-cum-Computer Operator (for Additional Director & Programme Officers) - Auxiliary Staff	5
21.	Driver - Auxiliary Staff	3
22.	Assistants on contract	6
23.	Chowkidar	2
24.	Consultants @ Rs. 10,000/- per month for 40 months per year = 200 person months	
	Total	39

District Project Office - Proposed Staff Structure

S.No.	Staff	Number
1.	District Project Coordinator	1
2.	Secretary	1
3.	Peon	1
4.	Additional Project Coordinator (Full time)	1
5.	Secretary	1
6.	Peon	1
7.	Finance-cum-Administrative Officer	1
8.	Junior Accountant	1
9.	Clerk	1
10.	MIS Incharge	1
11.	Research Assistant	1
12.	Data Entry Operator	2
13.	Civil Works Incharge (Engineer) A. En.	1
14.	Junior Engineer	1+1 JE per block
15.	Women's Development Incharge & ECCE	1
16.	Teacher Training Incharge	1
17.	Documentation and Media Incharge	1
18.	Group C - Common Pool of Services	3
19.	Steno - Common Pool of Services	3
20.	Peons - Common Pool of Services	4
21.	Part Time Experts for Field Programs	Upto 36 Consultants

BRC Level - Proposed Staff Structure

S.No.	Staff	Number
1.	BRC Coordinator - Management	1
2.	Resource Persons - Mathematics	1
3.	Resource Persons - Language	1
4.	Resource Persons - EVS	1
5.	Typist	1
6.	Peon/Chowkidar	1

CRC level - Proposed Staff Structure

S.No.	Staff	Number
1.	CRC Coordinator - Management	1

MIS

Management Information Systems for DPEP consists of Educational Management Information Systems (EMIS) and Project Monitoring Information System (PMIS). The PMIS essentially serves as a progress monitoring tool. It monitors the trends in key project areas such as civil works, appointment of teachers, training of personnel, release of funds etc. The EMIS assesses and monitors the educational scenario at the primary stage through key performance indicators.

At the SPO level, the state is contemplating minor changes in the EMIS so as to incorporate school mapping data also. The state proposes to form a review committee, which would meet on a monthly basis to review the implementation of MIS. The state proposes to appoint a Manager, MIS, one Programmer and 3 Data Entry Operators in the MIS unit. The main functions of the MIS unit at the SPO level would be to finalise the changes in EMIS, plan and execute the various training and workshops related to EMIS, analysis and feedback of DPO report, report generation and distribution and monitoring & evaluation.

At the DPO level also a review committee would be formed to continuously monitor and review the progress of MIS. MIS unit at the district level consists of a MIS incharge, a Research Assistant and two data entry operator. The main functions of this unit would be data collection, entry and editing, conduct training related to EMIS and data entry, analysis of data and its usage and report generation, transmission and distribution.

MIS at BRC/CRC/VEC level would be restricted to data collection and training to CRC Coordinator and VEC staff.

Monitoring, Evaluation and Research

Monitoring of the DPEP. Rajasthan would mainly be concerned with conducting periodic checks of the strengths and shortfalls and taking corrective measures, building a system of accountability, demonstrating achievement of the programme and to provide learning experiences for others involved in similar projects. DPEP

Rajasthan would follow the following steps a) identification of areas for monitoring b) time frame for each activity c) feedback d) review and e) identification of weaker areas and remedial steps. The main features of the monitoring process would be a) identifying units involved in the DPEP implementation including linkages and commitments, b) identifying indicators on which feedback is required c) identifying personnel both at the SLO and at the district level and defining their role in monitoring d) determining periodicity of reporting e) analysing information f) sharing of information with key personnel and g) setting up data storage and retrieval facilities.

The SPO has yet to put the process in motion.

The SPO has proposed to conduct concurrent and impact evaluation. The concurrent evaluation is proposed to be conducted by the MER cell at the SPO. However, the impact assessment would be assigned to some external agency.

The SPO also proposes to build on the Baseline survey by conducting a Midline and Endline survey. The midline survey is proposed for the third year while the endline is proposed after the project duration. Reflection cum Planning Meetings would be organised at the SPO in which state level functionaries and the DPCs would reflect on the findings of MER. Such findings would also be placed before the State Planning Board and Governing Council to facilitate mid course corrections if required.

The SPO has identified certain areas as priority areas for research. Some of the research projects are slated to be taken up by the MER Unit of the SLO. External agencies may also be identified for conducting research. The state plans to develop the capacity of functionaries of the DPEP at all levels in research and evaluation through training programmes.

Section 5 : Project Costs and Procurement

The total cost estimates as proposed in 10 district plans and state component plan are of the order of Rs. 44499.28 lakhs which includes Rs. 42466.41 lakh for 10 districts and Rs. 2032.87 lakh proposed for the state component plan. The following table shows the district-wise costs as proposed in the district plans along with their respective population in 1991.

Total : Project Cost and Population

Sl. No.	District/State	Total Project Cost (Rs. in lakh)	Total Population (in lakh)
1.	Alwar	5014.93	22.96
2.	Bhilwara	4626.76	15.93
3.	Jhalawar	3958.87	9.57
4.	Jhunjhunu	4005.45	15.82
5.	Kota	4114.21	20.30
6.	Nagaur	4438.40	21.44
7.	Sikar	4326.97	18.43
8.	Sirohi	3962.87	6.54
9.	Sri Ganganagar	4071.92	26.23
10.	Tonk	4000.03	9.75
	District Total	42466.41	--
11.	State Component	2032.87	--
	Grand Total	44499.28	440.06

Barring two districts namely Jhalawar and Sirohi the total project cost for all districts exceeds the ceiling of Rs. 40 crores. Incidentally these are the two smallest districts having population of 9.57 lakh and 6.54 lakh respectively. Another district which has a population of 9.75 lakh, namely Tonk, proposes the project cost which almost coincides with the ceiling as the amount proposed is Rs. 4000.03 lakh. For other 7 districts the project cost is beyond the prescribed ceiling of Rs. 40 crores ranging from Rs. 4005.45 lakh for Jhunjhunu to as high as Rs. 5014.93 lakh for Alwar. However, demographically the biggest district namely Sri Ganganagar, having population of 26.23 lakh, the proposed project cost i.e. Rs. 4071.92 lakh is less than relatively smaller districts like Alwar, Bhilwara, Kota, Nagaur and Sikar.

All the costs have been divided into recurring i.e. investment cost and non-recurring cost. The following table presents the investment and recurring costs along with their %age to the total project cost for the district as also for the state component plan.

Table : Investment and Recurring Cost

(Rs. in lakhs)

Sl. No.	District/State	Investment Cost		Recurring Cost		Total Cost
		Amount	%	Amount	%	Amount
1.	Alwar	4733.53	94.39	281.40	5.61	5014.93
2.	Bhilwara	4186.48	90.50	440.28	9.50	4626.76
3.	Jhalawar	2623.87	66.02	1350.70	33.98	3958.87
4.	Jhunjhunu	3738.05	93.32	267.40	6.68	4005.45
5.	Kota	2830.49	68.80	1283.72	31.20	4114.21
6.	Nagaur	3222.05	72.60	1216.35	27.40	4438.40
7.	Sikar	3931.21	89.82	445.76	10.18	4376.97
8.	Sirohi	3894.55	98.28	65.32	1.72	3962.87
9.	Sri Ganganagar	3651.92	89.69	420.00	10.31	4071.92
10.	Tonk	3517.48	87.94	482.55	12.06	4000.03
	District Total	36329.63	85.55	6136.78	14.45	42466.41
11.	State Component	1779.26	87.52	253.6	12.48	2032.86
	Grand Total	38108.89	85.64	6390.38	14.36	44499.27

The investment and recurring costs presented in the above table are exactly as have been given in the summary cost tables in the district plans. After discussion with the district planning teams the Mission is of the view that teams are not very clear as to what items are recurring and non-recurring in the proposed cost estimates. This is perhaps the reason that the recurring cost in Sirohi, Alwar and Jhunjhunu are as low as 1.72 %, 5.61 % and 6.68 % of the total project costs of these districts respectively. Barring Jhalawar (33.98 %), Kota (31.20 %) and Nagaur (27.40 %) in the other 4 districts the recurring cost is less than 15 % of the total district project cost.

In DPEP the strategies for UPE are categorised into four main objectives namely improving access, improving retention, capacity building and quality improvement. The districts, as are expected, have presented project costs under these 4 categories in one summary cost table. The following table presents district-wise costs on the access, retention, capacity building and quality improvement alongwith their respective %ages to the total district project cost as also for the state component plan.

If one looks at the total costs which include 10 districts and state component plan the %age of budget ear-marked for access is 27.76, retention 18.09, capacity building 33.91 and quality improvement 20.24. Objective-wise analysis of the cost is as follows:

- On access Kota proposed to invest highest amount which is of the order of 40.53 % of the district project cost followed by Jhalawar 33.27 % and Sri Ganganagar 32.61 %. Alwar has kept minimum (21.40 %) proportion of the district project cost for improving access.
- On retention Sirohi has kept maximum (26.41 %) while Sri Ganganagar (7.54 %) has kept minimum. For all other districts the %age investment on improving retention varies between 14.05 % and 24.05 %.
- Sri Ganganagar has proposed to invest as high as 42.32 % on capacity building while on this account Bhilwara proposes to invest only 14.50 % of its total project cost which is lowest in 10 districts.
- Maximum emphasis on quality improvement has been given in Bhilwara where 35.39 % of the district project cost is proposed to be invested on this account while it is minimum (13.73 %) in Jhalawar district.

The DPEP financial parameters restrict the investment on civil works to the limit of 24 % and on management to the limit of 6 % to ensure that atleast 70 % of the project cost is invested on education related activities. The following table presents the component wise costs and %ages proposed by districts and state component plan on these heads.

Table : Project Cost by Objectives

(Rs. in lakhs)

Sl. No.	District/State	Access		Retention		Capacity Bldg.		Quality Imp.		Total
		Amount	%	Amount	%	Amount	%	Amount	%	Amount
1.	Alwar	1072.83	21.40	862.76	17.20	2043.15	40.74	1036.19	20.66	5014.93
2.	Bhilwara	1301.75	28.13	1016.05	21.96	1637.81	14.50	671.15	35.39	4626.76
3.	Jhalawar	1317.04	33.27	796.96	20.13	1301.50	32.87	543.37	13.73	3958.87
4.	Jhunjhunu	959.54	23.96	871.58	21.76	1264.14	31.56	910.19	22.72	4005.45
5.	Kota	1667.23	40.53	770.22	18.72	1059.93	25.76	616.83	14.99	4114.21
6.	Nagaur	1218.82	27.46	623.81	14.05	1654.06	37.27	941.71	21.22	4438.40
7.	Sikar	1314.43	30.37	696.41	16.09	1541.87	35.63	774.26	17.91	4376.97
8.	Sirohi	1055.15	26.62	1046.49	26.41	801.18	20.22	1060.05	26.75	3962.87
9.	Sri Ganganagar	1327.98	32.61	307.06	7.54	1723.30	42.32	713.58	17.53	4071.92
10.	Tonk	1069.27	26.73	961.83	24.05	1165.82	29.15	803.11	20.07	4000.03
	District Total	12304.04	28.97	7953.17	18.73	14131.76	33.28	8077.44	19.02	42466.41
11.	State Component	50	2.46	97.74	4.81	953.97	46.93	931.15	45.80	2032.87
	Grand Total	12345.04	27.76	8050.91	18.09	15085.73	33.91	9008.59	20.24	44499.28

Table : Project Cost by Component

(Rs. in lakhs)

Sl. No.	District/State	Civil Works		Management		Other Programmes		Total
		Amount	%	Amount	%	Amount	%	Cost
1.	Alwar	959.35	19.13	133.14	2.65	3922.44	78.22	5014.93
2.	Bhilwara	960.00	20.74	185.44	4.00	3451.32	75.26	4626.76
3.	Jhalawar	950.94	24.02	159.73	4.04	2848.20	71.94	3958.87
4.	Jhunjhunu	963.00	24.04	138.79	3.47	2903.66	72.49	4005.45
5.	Kota	987.67	24.00	146.74	3.57	2979.78	72.43	4114.21
6.	Nagaur	982.66	22.14	147.05	3.31	3308.69	74.54	4438.40
7.	Sikar	981.36	22.68	142.85	3.30	3202.76	74.02	4376.97
8.	Sirohi	950.20	24.20	136.60	3.45	2567.07	72.35	3962.87
9.	Sri Ganganagar	960.00	23.57	142.74	3.51	2969.18	72.92	4071.92
10.	Tonk	957.65	23.94	145.25	3.63	2897.13	72.43	4000.03
	District Total	9652.83	22.73	1478.33	3.48	31335.25	73.79	42466.41
11.	State Component	50	2.46	611.25	30.07	1371.61	67.47	2032.86
	Grand Total	9702.83	21.80	2089.48	4.70	32706.86	73.50	44499.28

Mission appreciates that all the districts have adhered to the ceiling on civil work and management barring Jhalawar (24.02 %) Jhunjhunu (24.04 %) and Sirohi (24.20 %) where cost on civil work is slightly more than the prescribed limit of 24 %. Putting all districts and state plan together about 21.80 % of the budget is proposed on civil work and 4.70 % on management.

As far as the costing is concerned though detailed cost tables have been presented in the district plans but details of the unit costs on various items have not been given at all. Mission therefore suggests that the details of all unit costs should be given in the district plans to justify the amount. This includes unit costs on equipments, furniture, salaries, trainings, workshops, melas, rallies, exhibition, meetings, maintenance cost etc.

The Mission has the following suggestions with respect to costing. These should be taken into account for revising and finalising the costs of the district plans.

- The ceiling of Rs. 40 crores per district should be strictly adhered to and costing should be revised accordingly to slash the total project costs in case it exceeds Rs. 40 crore.

- Districts have proposed to recruit additional teachers in the existing schools from the first year. As per DPEP guidelines additional teachers can be taken only from third year of the project. So the costing should be revised accordingly and additional teachers be taken from third year onwards.
- The non-recurring expenditure per Alternative School @ Rs. 5000 and recurring costs on games @ Rs. 500 per year proposed in the district plans should be slashed as these A.S. are proposed to get Rs. 2000 school improvement grants and Rs. 500 per teachers for TLM every year.
- For additional rooms constructed under DPEP, an amount of Rs. 2500 has been proposed for furniture. Since it is out of the norms of GOR (for additional room in the existing school) it should be slashed.
- An amount of Rs. 1000 per school (one-third of the total schools every year) on replacement of furniture in existing schools has been proposed. As it does not come under DPEP parameters it should be slashed as school improvement grant is meant for such expenses.
- Districts have proposed incentive to A.S. para teachers @ Rs. 250/- per teacher per year on achieving 75 % retention and achievement. Such incentives are not allowed under DPEP so it should be slashed.
- Some districts have proposed appointing escorts for girls for all primary schools on a monthly salary of Rs. 500/-. It should be slashed as the districts have not given any justification for that. District teams could not even justify it during discussions with the Mission.
- All districts have proposed a lumpsum amount of Rs. 27 lakh during the project period for construction of boundary walls for primary schools. It should be slashed as no proper justification has been given in the plans nor even the district teams during discussion could justify it.
- Exposure visits for AS teachers have been proposed by the districts to the extent of 2 days visit within district, 3 day visit outside district and 6 days visit outside the state. Mission suggests to limit it to only one visit preferably inter-district and the costs should be revised accordingly.
- The cost of salaries on DPO should be revised by keeping in view the revised staffing pattern on which mission and SPO agreed.

Costing in State Component Plan

The cost estimates proposed in the state component plan were discussed with SPO Mission therefore suggests that costing should be revised in the light of discussions with Mission on the following items:

- **Staff salaries at SPO should be revised keeping in view the revised staffing pattern on which Mission and SPO agreed.**
- **Detailed costing on strengthening of Centre for Educational Management should be presented with proper justification.**
- **Detailed costing on strengthening of SIERT should be presented with proper justification.**
- **Details of all unit costs should be given which includes salaries, furniture, equipment, training programmes, workshop, seminars, meetings, study / exposure visits etc.**
- **Exposure visits to international training institutions for staff development on which Rs. 100 lakh has been budgeted during the project period should be slashed as it is not allowed under DPEP.**
- **There are certain items on which budgets have (be) proposed in state component plan e.g. printing training modules, production and printing of proformas for micro-planning. Since these will be given to the districts their costs should be budgeted in the district plans and not in the state component plan.**
- **The State Component Plan in its Annual Work Plan & Budget (December 1998 – March 2000) proposes (on Page 13-14) that DPEP will put a considerable amount of financial resources at the disposal of Government Organisation) like Directorate of Primary Education and Directorate of Panchayati Raj and Rural Development, Directorate of Women and Child Development and Social Welfare Department. It is because these departments are primarily responsible for strengthening and maintaining the educational facilities in the state and take care of a balanced and wholesome growth of children in various age groups and at various levels. Since under**

DPEP financial parameters any amount can not be put at the disposal of state Directorate/Department Offices, all such cost items should be slashed.

Procurement

The districts plan have mentioned that in Rajasthan the Directorate of Supplies & Disposal is responsible for the purchase of stores required by all Government Departments. The plans propose that purchase committees will be constituted with the approval of Director of Supplies & Disposal at various levels for procurement of items under DPEP.

State level purchase committee will be responsible for purchase of the value of more than Rs. 5 lakh. District level purchase committee will be responsible for the items of the value of more than Rs. 3000 but less than 5 lakh in a financial year. At the lowest level school level purchase committee will undertake immediate and petty purchases where value of any particular item does not exceed Rs. 250. This committee may purchase the same without any quotations provided that the total value of such purchases during any financial year does not exceed Rs. 3000/-.

Mission suggests that the procurement procedure as prescribed in DPEP should be adopted by all these committees for procuring various items.

Section 6 : First Year Annual Work Plan & Budget

The first year of the programme in the 10 districts of Rajasthan is 1998-99. It is expected that the programme will start by December 1998 and so the first year of the programme is of 4 months duration i.e., December 1998 to March 1999. This has been kept into consideration by the districts while developing the first year AWP&B. District plans propose the following activities to be undertaken in the first year.

- As can be expected all districts have proposed to establish District Project Office and recruit people on all positions of D.P.O. It is also proposed to make all BRCs and CRCs functional within first year itself and so all positions at BRC and the posts of CRC coordinators are proposed to filled up. However, all salaries costed in the first year are for 4 months. This may be possible only when all positions are filled up and all persons join in December, 1998 itself. Mission highly appreciates the enthusiasm of districts to place the system in order at the earliest but suggests that **state should start the recruitment process well in advance to ensure that all positions at SPO, DPO, BRC and CRC are filled up by December, 1998.**
- Plans also propose to conduct training of the DPO staff, BRC staff and CRC coordinators in first year itself which in Missions view is not only justified but also necessary to ensure that programme implementation starts ~~taking~~ place at the earliest.
- The district plans propose to make MIS units of DPO functional in the first year by not only acquiring necessary hardwares and softwares but also imparting necessary training the MIS staff at DPO so as to enable them to undertake the work related to MIS at the earliest.
- Another activity to be undertaken in the first year, as mentioned in the plans, is to start the process of VEC formation and complete the process by March 1999. It has also been proposed to give training to VEC members as also to Bhavan Nirman Samiti (BNS) members. In this regard **Mission suggests that the districts should clearly discuss the process ~~of~~ to be adopted for the formation of VECs which**

is not given in the plans. This is necessary because the process of formation of VECs, which are expected to be capable enough to undertake the assigned responsibilities, is long and time consuming. Unless the process starts well in advance it will be difficult to form all VEC in the district by March 1999.

- Mobilisation and Awareness campaigns have been proposed to start in the first year itself. Mission is of the view that environment building is quite necessary to universalise enrolment and improve retention and as such it should start in first year itself in full swing. In this regard Mission suggests that **district plans should work out and present detailed schedule of awareness building related activities i.e., who will do them at what level as it has not been very clearly spelt out in the plans.**
- All districts have proposed to start civil work in the first year. This includes the construction of BRC buildings, CRC buildings, buildingless schools, some new school buildings, sheds for Alternative Schools and ECCE and drinking water facilities. The construction activities are proposed to start in December, 1998 and complete at different points of time in year 1999-2000. Mission is of the view that such proposals need to be thoroughly seen by looking at its feasibility. There are many pre-construction activities which need to be completed before December 1998 if actual construction work has to start by this time. Mission suggests that **for all types of civil works detailed scheduling of pre-construction activities should be worked out in the plan to show that the proposal of starting construction work in December 1998 is realistic.**
- Some trainings have been proposed in the districts in the first year which includes training of DIET faculty, Resource Persons and Master trainers of BRC etc.

First Year Costing

Keeping in view the activities proposed in the first year (i.e. 4 months) of the programme the total budget proposed by 10 districts is of the order of Rs. 3149.48 lakh which is about 7.42 % of the total project cost of these districts. However the

state component plan proposes a budget of Rs. 452.73 lakh in the first year which is about 22.27 % of the total project cost of the state component plan.

The following table presents the district-wise total project cost, first year project cost and %age of first year cost to the total project cost for all 10 districts and state component plan.

Table : Total Project Cost and First Year (1998-99) Cost

(Rs. in lakh)

Sl. No.	District/State	Total Project Cost	First Year Project Cost (1998-99)	First Year Cost as % of Total Project cost
1.	Alwar	5014.93	389.00	7.78
2.	Bhilwara	4626.76	297.61	6.43
3.	Jhalawar	3958.87	226.23	5.71
4.	Jhunjhunu	4005.45	290.76	7.26
5.	Kota	4114.21	235.01	5.71
6.	Nagaur	4438.40	332.48	7.49
7.	Sikar	4326.97	401.38	9.25
8.	Sirohi	3962.87	164.99	4.16
9.	Sri Ganganagar	4071.92	517.06	12.70
10.	Tonk	4000.03	294.96	7.40
	District Total	42466.41	3149.48	7.42
11.	State Component	2032.87	452.73	22.27
	Grand Total	44499.28	3602.21	8.09

As given in the table, out of the total project cost of Rs. 44499.28 lakh, which includes 10 districts and state component plan, an amount of Rs. 3602.21 lakh has been proposed for the first year which is about 8.09 % of the total cost.

Various districts have proposed to invest various proportions of their total budget in the first year. Sirohi (4.16 %) has proposed the lowest proportion while Sri Ganganagar (12.70 %) proposed highest proportion to be invested in the first year. All other districts propose to invest between 5 and 10 % of the total project cost in the first year. Mission is of the view that the proposed first year costs are too ambitious keeping in view that the said amount is to be spent in only 4 months rather than one full year. **Mission suggests that the first year activities and costs should be revised to make them more realistic and realisable.**

Section 7 : Benefits and Risks

Benefits

- A qualitative change in all dimensions of primary education in 10 districts of Rajasthan is envisaged through the inputs of DPEP. The programme would directly affect more than 30 lakh children in the 10 districts.
- Out of school / Drop outs of the primary education sector would be accommodated in the system through the systematic phasing of investments in the districts.
- Special focus groups, the disadvantaged who were hitherto marginalised from the educational system would, given a properly thought out strategy, be integrated into the mainstream. As a result, a significant section of child population in the 10 districts would benefit out of the programme.
- With emphasis on new pedagogic practices of child – centered, activity based, participatory and joyful learning, the quality of primary education in the districts would be raised.
- New methodology, continuous orientation training and refresher training to the teachers would lead to improved inputs and better classroom transactions. Support and supervisory structures in the form of establishment of BRCs and CRCs would greatly facilitate the execution of the renewed pedagogy.
- DPEP in the 10 districts of Rajasthan would build the capacity of the district administration in planning and programme management.
- Community mobilisation strategies envisaged under the programme would raise the involvement of the community. The participatory management of primary education right from the grass roots upwards would greatly facilitate the participation of the people in other social sector development projects and programmes.
- Gender disparities being high in Rajasthan, a programme of the nature of DPEP would make a perceptible dent in the situation.

Risks

- All efforts of the DPEP are directed towards primary education. However, the rewards expected to be reaped may even out if such focussed strategies are not followed up at the upper primary level of education.
- Most of the initiatives of the DPEP hinge on participatory structures and community mobilisation & participation. If such crucial elements are not forthcoming, there is every risk of the programme regressing.
- In 18 blocks of the 10 districts under DPEP, the Lok Jumbish Parishad is already operating. It is expected that DPEP would take over the educational initiatives of the LJP in such 18 blocks. However, the LJP has a different mode and strategy from the DPEP. Also, the structure and processes the LJP has set in motion, may not be carried forward by DPEP in the process losing out on crucial goodwill of the people.
- The SPO has proposed a Centre for Educational Management instead of a separate SIEMT. However, there is no clear cut plan and time frame for its establishment.
- As the state finance study is not yet available, no observations can be made on the financial sustainability of the programme by the state. However, on cursory examination, it has been revealed that the recurring cost of the DPEP has been put at approximately 14%, which means the investment cost of the project is roughly 86%, hence the liability on the Government of Rajasthan is fairly limited.

IMPLEMENTATION
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Table 1
Demographic Profile (1991)

Sl. No.	District/State	Population (1991)	Area (Sq. km)	Density of Population	Sex Ratio	% of SC Population	% of ST Population
1.	Alwar	2296580	8380	274	880	17.77	8.05
2.	Bhilwara	1593128	10455	152	945	17.11	9.02
3.	Jhalawar	956971	6219	154	918	17.22	11.89
4.	Jhunjhunu	1582421	5928	267	931	15.37	1.93
5.	Kota	2030831	12436	163	887	20.06	9.66
6.	Nagaur	2144810	17718	121	942	19.73	0.22
7.	Sikar	1842914	7732	238	946	17.73	3.36
8.	Sirohi	654029	5136	127	949	19.24	23.89
9.	Sri Ganganagar	2622777	20634	127	877	32.28	0.29
10.	Tonk	975006	7194	136	923	20.19	11.88
	Rajasthan	44005990	342239	129	910	17.29	12.44

Table 2
Population and Literacy (1991)

Sl. No.	District/State	Population			Literacy Rates		
		Person	Males	Females	Person	Males	Females
1.	Alwar	2296580	1221534	1075046	43.09	60.98	22.54
2.	Bhilwara	1593128	819159	773969	31.65	45.95	16.50
3.	Jhalawar	956971	498934	458037	32.94	48.22	16.18
4.	Jhunjhunu	1582421	819448	762973	47.60	68.32	25.54
5.	Kota	2030831	1076184	954647	47.88	64.03	29.50
6.	Nagaur	2144810	1104576	1040234	31.80	49.35	13.29
7.	Sikar	1842914	947232	895682	42.49	64.13	19.88
8.	Sirohi	654029	335517	318512	31.94	46.24	16.99
9.	Sri Ganganagar	2622777	1397133	1225644	41.82	55.29	26.39
10.	Tonk	975006	506928	468078	33.67	50.54	15.24
	Rajasthan	44005990	23042780	20963210	38.55	54.99	20.44

Table 3
Primary Schools, Teachers and Enrolment (1996-97)

Sl. No.	District/State	No. of Primary Schools	No. of Teachers			Enrolment Primary Stage (000)*		
			Boys	Girls	Total	Boys	Girls	Total
1.	Alwar	1835	4089	1353	5442	233	138	371
2.	Bhilwara	1311	2145	1161	3306	133	74	207
3.	Jhalawar	993	2104	647	2751	92	46	138
4.	Jhunjhunu	1052	2076	854	2930	181	112	193
5.	Kota	780	2036	935	2971	137	102	239
6.	Nagaur	1378	2945	634	3579	203	94	297
7.	Sikar	1182	2771	672	3443	204	113	317
8.	Sirohi	407	868	318	1186	80	37	117
9.	Sri Ganganagar	1363	2140	1166	3306	109	72	181
10.	Tonk	785	1608	539	2147	99	58	157
	Rajasthan	33801	67762	27282	95044	4285	2371	6656

* Include Pre-Primary also

Table 4
Gross Enrolment Ratio at Primary Level (I-V) (6-11) (1996-97)

Sl. No.	District/State	All Communities			Schedule Caste			Schedule Tribe		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1.	Aiwar	113.80	87.38	101.18	122.93	97.88	110.93	117.67	97.56	108.08
2.	Bhilwara	104.8	61.02	83.31	107.8	55.7	82.2	93.9	42.7	68.8
3.	Jhalawar	107.49	75.47	92.26	108.51	68.91	80.86	118.87	77.01	99.26
4.	Jhunjhunu	91.49	92.55	91.99	116.19	112.68	114.48	110.66	106.91	108.86
5.	Kota	99.15	92.45	95.85	83.43	71.14	77.67	88.39	79.61	84.31
6.	Nagaur	102.32	66.86	85.12	112.00	58.00	86.29	--	--	--
7.	Sikar	106.02	94.07	100.21	121.17	94.93	108.52	112.12	78.72	96.22
8.	Sirohi	110.0	64.0	88.14	--	--	--	--	--	--
9.	Sri Ganganagar	101.6	94.2	98.2	125.0	133.0	128.0	121.0	95.0	109.0
10.	Tonk	107.06	61.81	85.21	116.09	57.98	88.03	122.87	59.40	92.66
	Rajasthan	114.54	71.07	93.05	107.1	46.5	78.7	107.00	45.5	77.7

Table 5
Dropout Rates at Primary Level (I-V) (1993-94 Cohort)

Sl. No.	District/State	All Communities			Schedule Caste			Schedule Tribe		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1.	Alwar	64.20	68.47	65.52	--	--	--	--	--	--
2.	Bhilwara	60.46	65.66	62.29	62.10	67.64		67.45	71.50	
3.	Jhalawar	54.31	70.85		--	--	65.56	--	--	56.80
4.	Jhunjhunu	48.54	44.07	46.67	52.31	51.91	52.15	54.38	39.64	48.58
5.	Kota	45.31	43.68	44.6	--	44.06	--	--	41.65	--
6.	Nagaur	49.41	34.58	44.58	47.13	28.52	42.38	72.89	66.67	71.30
7.	Sikar	58.49	53.75	56.68	65.39	69.73	69.90	45.51	46.78	45.47
8.	Sirohi	63.56	73.78	67.49	67.72	83.54	73.25	83.44	91.25	85.76
9.	Sri Ganganagar	53.18	53.73	53.23	64.01	72.23	67.12	56.84	--	62.70
10.	Tonk	60.80	64.70	62.02	60.24	74.47	64.61	60.33	78.19	65.02
	Rajasthan	51.16	59.33	53.57	--	--	--	--	--	--

DISTRICT VISIT REPORTS

Alwar

A team of three mission members (Dr. S. Hom Chaudhuri, Dr. Deepa Das, Mr. Syed Md. Imran) visited Alwar on 3rd and 4th June 1998.

On 3rd June, the team had an intensive discussion with the District Planning Core team on various aspects of the planning exercise as reflected in the district plan document and then went to the DIET, met with the Principal and a few faculty members and took a round of the campus, including the hostel facilities for trainees. Interactions focused on the issue of the capacity of the DIET to take up the dual role of DIET and BRC. The next meeting was with the District Collector which was followed by a session with the representatives of Zilla Parishad, Sarpanches of select Panchayat Samitis as well as the Core Planning Team members and other district level officials (CEO, DEO, DWCD, etc.) with the District Collector in the Chair. It was an open-house discussion wherein the participants expressed their views on the need for community participation, wider coverage of small habitations and problems of girl child. The unique problems of heterogeneous groups were also highlighted and possible solutions, as perceived, were offered. The woman Sarpanch present articulated her concerns about the predicament of the girl child. The day ended with another round of discussions with the core planning team which focused on costing issues.

4th June began with the third round of examination of the plan document. The team, then, went to the block headquarters of Kishangarh Bans for a meeting Chaired by the SDM, attended by a cross section of people's representatives of Panchayati Raj institutions and government officials. The education problems of the depressed sections of the block were raised by the respective members. This provided an insight into the unique problems of the inhabitants of the block.

The team, then, proceeded to two villages - Ghasoli (having Meo population) and Bhajeda (Gujars being the predominant group). At Ghasoli the team raised some

basic education issues and the villagers came out with their grievances on the poor management of the Upper Primary School (integrated) and lack of understanding between the villagers and the school management. The team saw the school building as well as an Anganwadi centre. Bhajeda (Gujar dominant) had its tale of disenchantment with the teaching-learning process in the integrated middle school. It was heartening to note that a Shala Vikas Samiti (school development committee) has been functional in this village for the last three years. This Samiti has already provided a school gate, toilet and drinking water and is in the process of providing electricity and ceiling fans with its own resources. A gesture was made by a leading member of the village to donate a three room structure for setting up a primary school. The village has contemplated to start a committee to look into the problems of attendance and other related issues of school. In Rathi Bans, an adjacent habitation, there is yet another example of community commitment to children's education. Here 80 children are receiving non-formal education for which the community has arranged 1.5 bighas of land and constructed a building to house the centre.

The team also visited the madarssa of Maharampur and interacted with the religious teacher (maulavi). Initiative has already been taken to provide formal education with the help of the teacher from the nearby primary school.

The last round of discussion with the District Collector and the Core team post the field visits centered around the question of recasting certain chapters of the plan document, scaling down of cost estimates and concretising the convergence strategy for civil works. The team made the following observations:

- That the planning exercise was participatory in nature was borne out by the interactive sessions the team had at the district block and village levels. Certain level of awareness has been generated about DPEP through these planning exercises.
- There is a high level of awareness among the villagers of the need for quality education and there is also a genuine demand for a suitable strategy for wider access and better retention. However, there is a visible resistance to girls' education.

- Micro-planning exercise for identification of location of new primary schools and alternative schooling centres and evolving village plans is an imperative and needs to be stressed and costed.
- The management of the Maktabas and Madarassas catering to the educational needs of children belonging to the Meo community (having a dominant presence in Kishangarh block in particular) have evinced interest in providing formal education upto standard VIII along with the traditional learning. The top management functionaries have to be involved in evolving a clear strategy in this regard and this needs to be reflected in the plan document. The Core planning team members were apprised of the key figures with whom they should interact in finalising the strategy.
- The maintenance of the school buildings is extremely poor, as observed by the team and corroborated by the District Collector in view of the non availability of fund. The district authority has been channelising the district level developmental fund for creating additional educational structures to the tune of Rs. 1 to 1.5 crores annually for the last three years. The District Collector is willing to continue providing such assistance during the tenure of the programme and desires that the repairs and maintenance cost be borne by DPEP. In the light of this, it would be required to work out a convergence strategy and detail out the funds available for civil works from existing schemes.
- The DIET building has adequate space for faculty, conduct of trainings and housing trainees. Hostel facilities for male and female trainees are available (48,50 seats respectively). Half of the girls' hostel has been provided to the TLC. It has been agreed by the District Collector to vacate the space so that the available space can be utilised for BRC activities.
- The DIET faculty members, save one are in place. The educational technology cell needs revamping. The computer, provided years ago lies unutilised for want of computer literate faculty. The faculty members need to be trained in computer application to overcome this situation. The upkeep of the DIET is called for.
- The ECE (ICDS) structure, particularly the roofing material used, is unsuitable for young children. Given the climatic condition of the district ecologically sound structure as well as building material is welcome. The ECE material available with the Anganwadi worker is inadequate and needs to be supplemented.

- The community expressed a preference for separate primary schools to the existing primary sections integrated with the Upper Primary Schools.
- The dual system of management of institutions in villages is affecting teaching-learning processes as well as the accountability of teachers. This calls for reflection and eventual streamlining of the management mechanism, aimed at proper environment building and establishing mutual trust between the community and the education system.

Sikar

A sub-team consisting of Dr. S.M.I.A. Zaidi, Dr. M.D. Usha Devi and Dr. Zibair Meenai visited Sikar - a district proposed to be covered under DPEP on the 3rd June 1998. In the forenoon the team held extensive discussions with the district planning core group members on the plan proposals. After lunch, the team visited the DIET. During the visit, the members were briefed on the activities of the DIET by the principal, Mr. A.P. Sharma and held discussions with the DIET faculty. The team also went around the DIET and observed pre service training in progress. The DIET at Sikar, has sufficient infrastructure in terms of building, equipment and personnel. During a year, the DIET is engaged for on an average 960 programme days. The DIET has six units pre service teacher education, DRU, Inservice field interaction, innovation & coordination, curriculum material development and evaluation planning & management & work experience. Except for the post of FTI & Art Education all other posts are filled up.

The team also had occasion to interact with the district level functionaries and peoples' representatives at Lachmangarh Panchat Samiti headquarters on the 4th June 1998. At a well attended meeting arranged at the Modi degree college, the team had occasion to interact with and listen to the views of the CEO Zila Parishad, the 3DO, the Sarpanch of the Panchayat Samiti, Chairman, Nagar Palika, DEO, Project Officer PRDA, Sathins, Gram Sevikas, Education Extension Officer, Sarpanchs & Prachetaks etc.

After this consultation, the team had another meeting at the upper primary school in village Basni. This meeting was largely attended by the people of the village along with some district level officials. It was heartening to see a large number of women in the meeting who were willing to share their views on the primary school system.

The team also called on the District collector and apprised him of the objectives of the mission.

Observations :

- There is a lot of enthusiasm among the people towards primary education.
- The planning process has been marked by a close interaction between the planners and the local officials, elected representatives & the common people.
- The total literacy campaign has generated enthusiasm and demand for primary education.
- People are willing to contribute both financially and in terms of their labour to create better infrastructure for primary education.
- The DIET is well furnished with the full complement of staff. However, it would need special inputs, before it takes on the responsibility of DPEP.

SUMMARY OF SAS AND BAS

Social Assessment Study

The Institute of Development Studies, Jaipur was assigned the task of conducting SAS in these districts. The IDS was responsible for formulation of the proposal, selection of different organizations for undertaking the study in each district, construction of research tools, training of Principal Investigators, monitoring of the research output at different stages of the research work, individual and group meetings for clarification and guidance and sharing of experiences.

The disadvantaged groups identified in different districts are :

- *Scheduled Castes* : Nayaks, Raigars, Balais, Kanjars, Lavan Sikh, Mahajabi Sikh, Kamma Sikh, Bavri, Balmiki, Oad, Chamars, Harijans, Mehevals, Dhobis, Khatiks, Dhanka, Basira, Kolis, Sargara, Gamoti.
- *Scheduled Tribes* : Meena, Bhils, Bhil Thakur, Sansis, Garasiya, Bhoka
- *Nomadic Tribes and Migratory Groups* : Kalbelias, Keers, Bagarias, Gadiya Lohar, Banjare
- *OBC's* : Nai, Suthar, Kumbhar, Gujars, Gadris, Saini, Kumawat, Lodhas, Naths, Bairagis, Luhars, Telis, Yadavs, Jangid, Mali, Charan, Dakot, Nayak, Kalal, Daroga, Bhoi, Rebari, Kalbi, Mali, Chippa, Vishnoi, Ahirs, Banjare.
- Jats, Rajput, Ravana Rajuts, Brahmin
- Girl children, Handicapped children, Slum Dwellers, Child labourers specially in brick kiln, construction work and stone quarries.
- *Religious minorities* : Julahs, Mirasis, Mewati Muslims, Meo Muslims, Nagori Muslims, Fakir, Chobdar, Bisaity, Teli, Qasai, Leelgar, Qazi.

The disadvantaged groups vary from one area to another. The nature of deprivation and disadvantage is the result of convergent causalities consisting social exclusion, low social placement, ascribed occupation without opportunity of mobility, social and personal compulsions of certain expenditure, resulting into secondary poverty,

geographical isolation and non-exposure to contemporary changes, lack of access to services, continuity of ignoble cultural practices, exploitative agencies and institutions, etc. In this process certain groups have moved up while certain groups have moved down.

The causes of low enrollment

The causes of low enrollment can be categorised as under:

a. **Systematic constraints** : The character of educational system can be indifferent, uninteresting and demotivating for enrollment. Despite the fact there are norms for opening a school in every village having a population of 250 and every tribal area having a population of 150 in Rajasthan, the enrollment is low. The major reasons are : (1) Absence or irregularity of teachers (2) Lack of female teachers (3) Lack of adequate teaching aids, unattractive building, hazardous location of school building non-availability of drinking water, toilet (4) Non-use of local dialect in communication (5) Absence of illustrations in learning from local milieu (6) Burdensome, boring and non-joyous learning process (7) Unsuitable timings (8) Distance of school (9) Negative perception of school and teacher (10) Identification of school with state and bureaucracy (11) Use of teachers for multiple non-educational activities (12) Lack of facilities and low motivation of teachers.

b. Familial constraints :

1) Lack of awareness amongst parents, 2) Seasonal migration of certain families, 3) Care of siblings by children specially daughters, 4) Large size of family, 5) Involvement of children in agriculture, grazing the cattles, fetching water, etc., 6) Child labour – in construction work, stone quarry and brick kiln and factories.. 7) Perceived non-utility of education by parents, 8) Fear of discrimination and harassment in school, 9) Negative perception of Co-education, 10) Apathy, arrogant and unfriendly teachers, motivators and functionaries, 11) Dependency mind set of parents and 12) Conformity attitude of parents – do what others in the community are doing.

c. Cultural and Social Constraints

1) Early childhood marriage, 2) Purdah System, 3) Differentiated gender-role perceptions – education is not for girls, 4) Work socialization – from early childhood.

5) External interventions are seen with suspicion, 6) Institutionalized cultural practices of death feast, marriage expenses, gender role differentiation, village hierarchy based on caste. Any intervention which makes children feel equal despite caste and gender differentiation is seen as threat. 7) Rigid role differentiations of male and female, boy and girl, aged and young, one caste and another, 8) Non-support and resistance of higher caste and local elite, 9) Notions of purity and pollution associated with caste, gender and religion.

d. Administrative Constraints :

1) Non-convergence between different departments, 2) Focus on targets and data collection, 3) Resistance to innovation and lip-service to community involvement, 4) Insensitivity of officials, authoritarianism of functionaries and perceived low esteem of disadvantaged groups by them.

Causes for drop out

1) The environment in school is unattractive, 2) Children migrate with parents during non-harvest season, 3) Apathy of teachers and dull teaching, 4) Burden of books and extensive syllabus, 5) Fear of failing, 6) Fear of teachers, 7) Absence of any facility after class V in the school or in vicinity, 8) Lack of interest of parents – lack of support to girls, 9) Social Restrictions on girls after certain age, 10) Birth of a child in the family, hence need to look after it, 11) Enrollment due to pressure of leaders, teachers, and short lived euphoria during education campaign, 12) Bad experiences in school – individual drop out/group drop out viz child abuse, physical punishment and 13) Delay in sending material – text book, teaching aid, posting of teachers.

Causes of low achievement

1) Delay in distribution of book and other material, 2) Lack of proper guidance and attention to deprived category, 3) Lack of attention to slow learner, 4) Apathy and antagonism of other children, 5) Burden of familial work, 6) Ill – health, 7) Irregularity in attendance due to seasonal work, participation in weddings, deaths and other increased familial obligations like birth of a child in the family. 8) Irregularity in school due to uninteresting, non-useful learning and 9) Irregularity due to inability of comprehension about what is taught

Baseline Assessment Study

The BAS was conducted in 10 DPEP districts by SIERT, Udaipur under the guidance of Prof. Ved Prakash of NCERT, New Delhi. The local DIET of the districts were involved in training of field investigators and survey work. The set of question papers and other relevant material related to the study was given by NCERT to SIERT.

Review of the draft report, Final Report and Sharing Workshop have still to be finalised

Findings

The Director, SIERT, Udaipur presented tentative findings of study in a meeting with pre-appraisal team on 2nd June 1998. Some of the important conclusions which have emerged out of the study are being listed below:

- (i) On the basis of the performance of the students of class one and class four in Language and in Mathematics the following weak areas have been identified which need special attention.

Class I	-	Language
Class I	-	Mathematics
Class IV	-	Language
Class IV	-	Mathematics
- (ii) The performance of students of class IV on Mathematics test has been quite low. For no district the mean achievement is more than 45%
- (iii) Urban area students have performed better as compared to rural area students.
- (iv) No conclusive evidence is available regarding comparatively better performance of SC/ST and other category.
- (v) In case of Boys and girls also no significant difference has been found in the performance of the two groups on all the test in most of the districts.
- (vi) In most of the districts the performance of Shiksha Karmi school students is better than that general school students of rural area.
- (vii) the students whose language spoken at home is same as the medium of instruction are in an advantageous position with regard to achievement in language and mathematics.

- (viii) No conclusive evidence could be established between education and occupation of parents with achievement of their children.
- (ix) In most of the district all the sanctioned posts, have not been filled in. In Kota district 125 posts are lying vacant. It is worth noting here that the achievement of students of this district is lowest in almost all the groups. This is also the district which has got the poorest educational and infrastructural facilities in the schools. In districts of Jhunjhunu, Ganganagar, Tonk, and Bhilwara students achievement is quite good. These are the districts which have better educational and infrastructural facilities and teachers in position.
- (x) More than 50% teachers are either graduates or post graduates in most of the districts. The percentage of Post graduates for all the districts is more than 20%. However, it is interesting to note that higher academic and professional qualifications of teachers have not influenced pupils achievement.
- (xi) The total number of post lying vacant is 344. In addition to these vacant posts the total number of additional posts required for all the ten districts is 399. This means that in all 743 teachers have to be recruited if the desirable teacher – pupil ratio has to be adhered to.
- (xii) Competency based teaching – learning material is available in very few schools in almost all the districts.
- (xiii) Rural area teachers are better placed as compared to Urban area teachers with regard to availability of teaching aids. Science and Mathematics kit are not available majority of teachers.
- (xiv) In most of the districts more than 50% teachers have not received any in-service training during the last three years. Important areas like production and use of instructional material has low priority.
- (xv) In the opinion of most of the teachers the impact of in-service training programmes has been average or high.
- (xvi) The percentage of different types of impairment was found to be between 0 to 2% for all students' groups of all districts.
- (xvii) The incentive scheme of mid-day meals has the poorest coverage, whereas provision of free textbooks and free wheat are the most popular incentive schemes.

ITINERARY

June 1, 1998	16.00	Departure from Delhi
	16.30	Arrival at Jaipur
	17.00	Brief Meeting at SPO with SPD and other staff
June 2, 1998	10.00	Meeting with SPD and other officials at RCPE office
		Discussion on State Component Plan
	15.00	Visit RSTB
		Discussion with Director, SIERT, Director, Elementary Education, Director W&CD, Secretary RSTB
	18.00	Discussion on State Component Plan at RCPE office
June 3 & 4 1998		District Visits – Sikar and Alwar
June 3 1998	08.00	Departure from Jaipur to the District Sikar & Alwar
SIKAR	10.30	Arrival at Sikar
	11.00	Discussion with District Core Group at Circuit House
	15.00	Visit to DIET Sikar
	17.00	Meeting with Collector & CEO
	19.00	Discussion with District Core Group
June 4 1998	08.30	Departure from Circuit House for Lakshmangarh Panchayat Samiti (block)
	09.30	Meeting/Discussion at Local College with Block level official, Panchayat heads, Public representatives and People
	11.30	Meeting/Discussion with Panchayat Sarpanch, public representative and other people at Basni Village
	15.00	Discussion with District Core Group
	18.00	Departure to Jaipur

June 3 1998	11.00	Arrival at Alwar
ALWAR	11.30	Discussion with District Core Group
	15.00	Visit to DIET
	16.30	Meeting with Collector
	17.00	Meeting with Zila Parishad and Panchayat Samiti members and government officials with Collector in the chair
	18.30	Discussion with Core Group on costing issues
June 4 1998	07.30	Discussion with Core Group members
	08.30	Departure for Kishangarh Bans
	09.30	Meeting with peoples' representatives and government functionaries
	11.00	Departure for Ghasoli vilalge
	11.45	Arrival at Ghasoli village and meeting with Community members, teacher, AWW
	13.00	Departure to Maharampur
	13.15	Discussions with Maulvi at the Madarssa
	13.45	Departure for Bhajeda village
	14.15	Arrival at Bhajeda – Attended community meeting
	15.45	Departure for Alwar
	16.30	Arrival Alwar
	17.00	Discussion with Collector
	17.30	Discussion with Core Group
	18.15	Departure for Jaipur
	21.00	Arrival Jaipur
June 5, 1998	09.30	Discussion with District Core Groups on District Plans
	14.30	Visit to Lok Jumbish Parishad, Shiksha Karmi Project Board and Institute of Development Studies, Jaipur
	18.00	Discussion with District Core Groups
June 6, 1998	09.30	Discussion with District Core Groups
	10.30	Meeting with Chief Secretary GOR at State Secretariat
	11.30	Discussion with District Core Groups
	15.30	State Wrap-up meeting with Education Secretary and officers of other Departments
	18.00	Discussion with District Project Teams
June 7, 1998	09.30	Final meeting/discussion with District Core Groups
	12.00	Final meeting/discussion with State Project Team
	16.00	Departure for Delhi