

DISTRICT PRIMARY EDUCATION PROJECT

First Joint Supervision Mission

AIDE-MEMOIRE

INTRODUCTION

Background

Implementation of the District Primary Education Program started on November 8, 1994 with the release of Rs. 35.29 crore to the State Implementation Societies (SIS) of Assam, Haryana, Karnataka, Kerala, Madhya Pradesh, Maharashtra and Tamil Nadu. To prepare this project, baseline surveys had been undertaken, district, state and national plans prepared and appraised, implementation societies created and core staff appointed. Throughout this preparation process, staff from international agencies, most notably EC, IDA, ODA, and Unicef collaborated closely with staff of national and state governments and specialists drawn from a broad network of research, planning and training institutions. To support implementation through a similar process of professional collaboration, the international agencies that provide financial support to DPEP have committed themselves to field semi-annual joint supervision missions staffed by education specialists appointed by the external funding agencies and DOE/GOI. Mission leadership will rotate among the major funding agencies. In addition, the international agencies have appointed staff to their Delhi offices to help resolve issues that may come up during implementation.

The first joint supervision mission visited India from March 6 to 24, 1995. The mission consisted of Adriaan Verspoor (Education Adviser, IDA, mission leader), John Kurrien (DOE/GOI, Education Planner), A. Panigrahi (DOE/GOI Monitoring and Evaluation specialist), Denzil Saldanha (DOE/GOI Monitoring and Evaluation Specialist), C. Seshadri (DOE/GOI, Teacher Training Specialist), Inge Eichner (EC, Education Program Coordinator), Wim Biervliet (EC, Monitoring and Evaluation Specialist), Sabine Keinath (EC, Education planner), Ulf Metzgar (EC, Teacher Training Specialist), David Theobald (EC, Education Management Specialist), N.K. Jangira (IDA, Education Specialist), Markine Lockheed (IDA, Principal Sociologist), John Middleton (IDA, Principal Education Specialist), Sverrir Sigurdsson (IDA, Principal Implementation Specialist), Alaka Singh (IDA, Operations Assistant), Philip Cohen (ODA, Textbook Specialist) and Geeta Verma (Unicef, Project Officer Primary Education). The mission collaborated closely with a counterpart team of national staff representing DOE/GOI. The mission met with senior officials of DOE/GOI and national institutions involved in the project. Mission members visited sixteen project districts in all seven states participating in DPEP, met with state and district authorities concerned with the implementation of DPEP, including staff of the SIS and other state institutions, and organized workshops to provide feedback on the major themes of the mission to the states and the DPEP Bureau. The mission prepared and discussed with the state authorities informal notes with observations on the state visit for review by the DPEP Bureau and transmission to the states.

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The mission gratefully acknowledges the assistance of the DOE/GOI, in particular the DPEP Bureau, which greatly contributed to the effectiveness of the mission and continued the tradition of professional collaboration. The progress reports prepared by the DPEP Bureau and the reports of the state supervisions by national teams were most helpful in updating the mission on action taken so far.

Mission Objectives

DPEP is a uniquely ambitious educational development program designed to improve the quality of teaching and learning, increase retention and expand access in educationally underdeveloped districts in India. Central to its successful implementation is the development of a national capacity to efficiently manage a program of this scope and to provide high quality professional support to implementing agencies. Therefore the objective for this first joint supervision mission went beyond the usual review of implementation progress to include assistance to DOE/GOI and the participating states with the launch of the program's capacity building program in five key areas:

- planning and management;
- research, monitoring and evaluation of the program's educational impact;
- teacher training;
- pedagogical improvement;
- monitoring and management of physical implementation

This aide-memoire summarizes the mission's findings and presents recommendations for action to the DPEP Bureau. It constitutes the mission's assessment of the progress of implementation to date and discusses in detail issues of capacity building in the five thematic areas mentioned above. In the final section a few priorities for action in the next six months are highlighted. These are presented in more detail in a matrix in annex 1. A summary of observations of the mission on implementation at the state level are attached in annex 2. In its work the mission has been selective and focused especially on activities that will dominate project implementation in FY95/96. The mission did not review at that time issues with regard to project elements that are expected to be taken up somewhat later in the project. This aide-memoire represents the views of the members of the joint supervision mission. They are subject to confirmation and further elaboration by the agencies who are providing financial support to DPEP.

PROGRESS OF IMPLEMENTATION

Overview

The first four months of implementation have seen an acceleration of activities that were started as part of the planning and preparation process. While the full complement of staff is not yet in place, recruitment for vacant key positions is underway. In all states, State and District Project Offices have been established and are functioning albeit with varying degrees of success.

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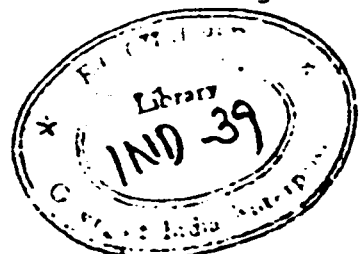
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degrees of effectiveness. Most state governments have deposited their 15% contribution in the account of the SIS. Funds have been released to the district level and in a few states the flow of funds has already reached the school level. Planning workshops on evaluation and teacher training have been organized and a first batch of resource persons for supervision trained. National supervision missions have visited all states to assess progress and help with the start up of project activities. Several states have launched important start-up activities. In Madhya Pradesh these have resulted in a high level of teacher, community and stake holder involvement. Door to door household surveys were undertaken in Kerala and Maharashtra to ensure progress towards the enrollment and attendance objectives of DPEP. Assam has discussed the findings of the baseline studies at the district level and prepared action plans for girls' education and tribal education programs. The adequately staffed and relatively well functioning DIETs in Tamil Nadu are eager to tackle the challenges of DPEP. Madhya Pradesh is testing an innovative approach to networking of state institutions and NGOs to strengthen its capacity for materials development.

Yet, progress remains uneven and the challenges daunting. In many state and district project offices the understanding of the nature and the components of DPEP, its improved pedagogical approach applied to materials development and teacher training and the relationship of DPEP interventions with ongoing activities in the state and project districts is still fragmented. Civil works procedures still require considerable further clarification; designs, construction manuals and arrangements for technical supervision of civil works are still incomplete. Only in a few states have action plans been prepared by state and district institutions (such as DIETs, SCERTs and NGOs) responsible for carrying out DPEP interventions. In some states the key staff of the implementation society combine their responsibility for DPEP with other administrative duties. Women remain underrepresented in project related appointments to date. At the central level the DPEP Bureau remains understaffed, the Technical Support Group is only partly in place and the key professional institutions are not yet fully prepared to play the technical support role to the DPEP Bureau and the state level institutions that is expected of them.

The challenges that DPEP faces at this point are typical for the start up phase of the project and are by no means unmanageable. They need, however, to be addressed expeditiously to prevent the mushrooming of implementation problems as the program moves towards full implementation. The remainder of this aide-memoire discusses the implementation challenges that DPEP currently faces in the key thematic areas that were the focus of the mission and offers suggestions and recommendations designed to help the DPEP Bureau and the states to deal with them.

Planning and Management

In the three months since the project was launched important steps have been taken to strengthen DPEP project management capacity. A contract has been signed with EdCii for technical support services and experts have been appointed. A training program in supervision techniques has been piloted and a first round of supervision missions has been

completed. An action plan for a national evaluation cell has been developed. National planning workshops have been held for program evaluation and teacher training. Fiscal year 1995/96 will be the first full year of operation for DPEP. It will be important to develop management capacity for the core program, as well as for professional and technical support agencies, while at the same time delivering basic project services in participating districts. Based on visits to states and districts, the mission has identified a number of possible capacity building activities for both of these elements of the developing DPEP system. These activities are summarized in annex 1.

The mission wants to highlight specifically three key capacity building needs: (i) strengthening the DPEP Bureau; (ii) implementing the AWPB review process; (iii) accelerating the setting up of national technical resource programs.

Strengthening the DPEP Bureau. During the appraisal of the DPEP program, it was agreed that the DPEP Bureau would be headed by a joint secretary and six deputy secretaries, and 52 support staff. This level of staffing was considered necessary for Bureau to manage DPEP in seven states plus other externally supported primary education projects in four states, with the exception of Mahila Samakhya. The Ministry of Finance (MOF) has thus far authorized only three Deputy Secretaries and 24 support staff. This staffing has been barely adequate to get the program underway. Severe strains on the DPEP Bureau are manifest in delayed approvals of key state actions. In addition, DPEP is planning to expand to Andhra Pradesh and West Bengal with ODA support in the coming year, and additional expansion may be proposed to IDA. The present staffing of the DPEP Bureau is not adequate to maintain program momentum and quality, much less manage program expansion with established standards of quality.

The mission strongly recommends that:

- MOF approve full DPEP staffing as proposed by the Department of Education to maintain quality in implementation of the present program;
- the staffing of the DPEP Bureau be strengthened by assigning present staff full time to the management of program implementation and appointing additional senior staff to oversee further program development.

Implementing the AWPB Review Process. An essential institutional development objective is the development of the capacity of the DPEP Bureau to conduct a thorough review of state and district Annual Work Plans and Budgets (AWPB), prepare national AWPBs (including NCERT, NIEPA, EDCE and the Bureau's activities) and consolidate all AWPBs into an overall annual program. These reviews should be followed by clear written feedback to states from the DPEP Bureau, and from SIS to districts and cooperating agencies. Release of six months of funding against approved plans should follow expeditiously.

The 95/96 AWPB review process further brings with it the opportunity to encourage states to solve particularly important implementation problems quickly. Funding to states

described in the appraisal documents. DPEP Bureau should work out these programs in detail, submit --in states where IDA funding supports DPEP-- these proposals to IDA for review and expeditiously prepare contracts for the highest priority services.

NIEPA together with other management institutes produced a useful profile of training needs in planning and management, and proposed the development of networks of national and state institutions including IIMs and Social Science Institutes to (i) deliver training programs; (ii) train trainers; (iii) develop training capacities in newly evolving state education planning and management institutions. The mission recommends that:

- in FY95/96 priority be given to selected activities that immediately build program management capacity;
- NIEPA's proposal to initiate training of district level planners should be activated earliest with a focus on the training of planners in the new DPEP districts; it could be helpful to involve in this training experienced planners from the first set of DPEP districts; who would then constitute a core of master trainers for subsequent involvement in state level training programs;
- NIEPA, IIMs and other social science institutes could cooperate with state institutions to develop, for each state, model materials for training panchayat and village education committees, incorporating work already begun in some states;
- other training be undertaken selectively where high priority needs are clearly identified, qualified trainers available and training materials ready;
- most of the larger scale training programs be planned for implementation in FY96/97.

EC Capacity Building Mission. The mission notes that issues and activities regarding development of management capacity would be further taken up by the EC-supported Capacity Building (also known as "Needs Assessment") Mission scheduled from April 24 to May 10, 1995. The mission recommends that the DPEP Bureau and the EC consider concentrating the terms of reference of the mission on two themes: (i) planning and management; and (ii) teacher training and pedagogical improvement. The capacity building mission should, building on the strategy papers prepared by the DPEP Bureau, and the discussions in the thematic work shops of the supervision mission, elaborate the capacity building strategy and prepare a detailed program of action. In preparation for the missions states could be requested to prepare an inventory of state level (government and non-government) professional resources in each of the two areas of concentration. The capacity building mission should be jointly staffed by a few leading national specialists and a few EC consultants.

Education Monitoring, Evaluation and Research

As planned, first year DPEP activities for monitoring, evaluation and research have been limited. A major departure from the initial project design is the proposal to establish both a Research Secretariat and a DPEP Evaluation Cell. The mission supports this organizational

for 95/96 should be conditional on compliance with key DPEP Guidelines and requirements. For example, funding to Assam should be conditional on the release of the State's 15 percent share of the budget, and funding for Haryana and Kerala should be linked to the appointment of full time state project directors. In several states fund release could be linked to the progress in staffing DIETs and SCERTs which is expected to be completed by January 31, 1996 (WB DCA Schedule 2, Para. 6). Making the performance management system work at this early stage of the project will go a long way to improve implementation.

Finally, the DPEP bureau should strengthen its capacity to screen request from the states and respond to requests for clearance of equipment lists, tender documents and consultants and contracts. The present arrangement of review by the IDA procurement staff of a large number of documents is clearly not sustainable and will have to be replaced by a "review by exception" procedure as soon as the DPEP Bureau is adequately staffed up with procurement specialists.

The delays in the start-up of DPEP made it impossible to implement as planned the FY94/95 program, which had been designed to focus very heavily on capacity building activities at all levels of the system. Most states propose to implement in FY95/96 the FY94/95 program as well. The mission is seriously concerned about the potential management overload, possible neglect of capacity building activities and poor implementation that may result from this strategy. In FY95/96, national, state and district institutions (including SPOs and DPOs) need to invest time and energy in capacity building activities. This implies that the number and the scope of service delivery activities that can be undertaken in FY95/96 will have to be limited and that a fuller menu of possible DPEP activities may have to be deferred to subsequent years. The mission recommends that:

- during FY95/96 priority emphasis be given to developmental activities (such as review and evaluation of existing programs and materials, revision of MLLs, design, testing and production of training materials, improving planning methods, and testing innovative teaching strategies), and on quality of service rather than on reaching quantitative targets alone;
- the choice of priority activities should in principle be made by districts and states, but that choice should be thoroughly discussed with the DPEP Bureau and confirmed through formal DPEP AWPB approvals.

Strengthening Technical Support. The mission found that several states are developing technical support networks in key areas such as materials development and teacher training. However, state and district capacities in these areas need substantial development, and national resource institutions will need to play a key role in capacity development for the foreseeable future as members of such networks, as well as through direct support to key state institutions. These institutions, in turn, also need to be strengthened to play this national resource role. Capacity development programs for teacher training, teaching of reading and mathematics, and research and evaluation are

change and recommends that detailed activity budgets for each be completed as part of the AWPB exercise.

Monitoring. With respect to monitoring, the principal focus has been on completing the Unicef-supported EMIS package under development by NIEPA using a standard platform (Foxpro), training the DPEP MIS staff in selected states, and trialling the data capture proforma in Haryana. The DPEP Bureau has decided that the EMIS would be included as a module in the Project MIS and a hand over of the package from NIEPA to the DPEP Bureau would take place in April.

During the thematic workshop on EMIS, participants expressed concern over the reliability and relevance of the items in the data capture proforma. The mission recommends that, before finalizing the EMIS, the DPEP Bureau should compose a panel of survey instrument design experts from institutions such as ISL, NSS or IIM to review the document and recommend any changes required to improve its reliability. Workshop participants also identified the absence of data fields for monitoring attendance and limited provision for translation of the document into state languages as major weaknesses. It was agreed that monitoring attendance would be better handled on a sample basis, rather than including it in the EMIS. The mission recommends that:

- the document be translated into state languages using standard translation-back translation techniques;
- the feasibility of preparing bilingual documents be considered
- documents in state languages be trialled with school headmasters (the intended respondents) before finalization;
- budgetary provision for the technical review of documents, translation, trialling or training be included in the national and state AWPBs; NIEPA has indicated a willingness to undertake training of MIS staff in DPEP State and Districts;
- EMIS be operational by September 1995.

Research. The DPEP Bureau has recommended dividing the originally planned "Program Evaluation Research and Studies" component into two separate components. The Research component would establish a Secretariat to organize: (i) training in research methodologies, (ii) publication of a monthly "DPEP Calling" newsletter, (iii) national and international seminars, (iv) documenting available research on primary education, and (v) coordinating the technical review of research proposals for DPEP funding. The mission was pleased to observe that, to date, the Research Secretariat at NCERT has published four issues of "DPEP Calling", organized two research seminars, and published two research synthesis documents. The mission recommends that

- this level of effort be sustained in FY95-96 with successful completion of the International Research Conference on School Effectiveness a priority for the first quarter of FY95/96,
- a short document be prepared that includes a sample cover sheet for proposals, describes the procedures to be followed in applying for research funds from DPEP

and the criteria for awarding research contracts and grants under DPEP, and provides instructions for preparing an activity-based budget.

- the Research Secretariat prepare an activity-based budget for the 1995-96 AWPB

Evaluation. The DPEP Bureau has proposed establishing an Evaluation Cell at EdCil as a first step in building program evaluation capacity for DPEP. This cell would: (i) ensure the quality of national-level evaluations; (ii) build evaluation capacity at the state and district level; (iii) disseminate evaluation results; and (iv) support professional development of evaluation professionals at university research departments and research institutions. In FY95-96, the Evaluation Cell would undertake two evaluations; participation of state institutions in these evaluations is envisioned. DPEP Bureau has also proposed that evaluation cells be established in DPEP State offices, SCERTs and DIETs and DIET key staff be trained in "action research". These would be established in later project years, and the FY95-96 budget does not include provision for the establishment of such cells. The mission recommends that the Evaluation Cell prepare:

- a short document that provides information for evaluation professionals on how to apply for evaluation funds from DPEP;
- a model staffing and workload plan for evaluation cells in DPEP SISs, SCERTs and DIETs.
- An activity-based AWPB for the Evaluation Cell.

In Service Teacher Training

Few currently serving teachers have the skills to apply the child-centered, activity based and joyful teaching/learning methods that underpin the DPEP quality improvement strategy. An effective in-service teacher education program designed to improve teacher performance and classroom management skills is therefore essential to the success of the DPEP quality improvement objectives for which 70% of the available funds has been earmarked. The mission found a clear awareness of the importance of teacher training for the success of the DPEP and interest and willingness to improve existing programs, including new initiatives of cluster level teacher training such as in Maharashtra. While some states have decided on a broad strategy and all have earmarked funds for in-service teacher education programs in the FY95/96 AWPB, little systematic planning for training master trainers and resource persons or for the delivery of in-service training programs has occurred.

Many teachers have been exposed to teacher in-service training programs. However, these programs have largely emphasized subject matter issues, and teachers continue to have difficulty in applying more effective teaching methods (child oriented, activity based) and using teaching aids that are available in many schools. In-service training supported by DPEP has to date mainly focused on awareness building. There is an urgent need to develop new in-service training programs which focus on skill development for classroom application of the new pedagogical concepts, instructional strategies and classroom management techniques in a range of settings, especially multi-grade teaching. To

- all SPOs should consider appointing a training coordinator to arrange for overall planning, liaise with cooperating institutions involved and establish a linkage with external resource institutions to which training can be contracted out as needed;
- a strategy be developed for linking materials development with training; special attention should be given to Standards I-III, and activity oriented teaching/learning, teaching in overcrowded classrooms, multigrade teaching, MLL and classroom and school management.
- additional DPEP in-service training programs be started after BRC staff has been provided with initial training in primary teaching methodology and classroom practice and in the organization and running of intensive teacher in-service programs;
- state and district institutions involved in-service training include provision for monitoring the effectiveness of the programs they deliver in their activity plan.

Pedagogical Improvement

Pedagogical improvement is the result of several inputs working effectively together toward the objective of improving teaching and learning in the classroom. This section focuses specifically on issues associated with the design of MLLs, and development of MLL based textbooks, teachers guides and supplementary materials. These have been identified by virtually all states as priority areas for capacity building in the first year of project.

Capacity Building at the National and State Level. The National Resource Center for MLLs at NCERT and the SCERTs or their equivalent are, in the main, adequately staffed for the preparation of state level MLLs based on those prepared nationally. However, the skills required for the preparation of teacher training modules and teaching/learning materials that cover the competencies and that are also appropriate to child centered pedagogy are missing. For example, experienced primary school teachers are rarely involved in materials development.

The MLLs have been developed at the national level, they are currently being revised by NCERT. NCERT is also developing model instructional materials. As conceived, the MLL based curriculum not only specifies competencies, it also suggests related effective instructional strategies. In many states the interpretation of the MLL based curriculum remains limited to competencies and the underlying pedagogical approach is not widely understood at the state and district level. The mission recommends that:

- the process of MLL revision is completed soon so that the development of state specific materials can proceed without further delay;
- the related instructional strategies be developed in more detail than has been done so far;
- the pedagogical concepts and applications that undergird the MLL curriculum be widely disseminated to all institutions involved in DPEP

implement these programs effectively, supporting training materials will need to be developed and instructors and facilitators trained. The objective of DPEP is to establish in each participating state a system of continuous in-service training for all teachers that can be delivered through a system of Cluster Schools and Block Resource Centers supported by DIETs and SCERT.

While many SCERTs have adequate numbers of faculty, few of them are ready to take up the challenge of designing and delivering the type of in-service training for primary education as envisioned by DPEP. DIETs are typically understaffed and lack the capacity to develop the in-service programs envisaged under DPEP. And even where they are adequately staffed (e.g. in Tamil Nadu), faculty usually have experience at the secondary education level. Especially, the SCERTs must be strengthened before training reaches the DIET and subsequently BRC and CRC levels. A cascade system of training (from SCERTs to DIETs to BRCs and CRCs) requires a parallel effort of institutional capacity building and mechanisms for feed back on the effectiveness of training from the lower levels. While some time could be gained by combining staff development programs for NCERT, RCEs and SCERT staff, in practice it may be difficult to start new training courses for teachers before the last quarter of FY95/96.

In addition to pedagogical training it will also be important to provide training in planning techniques for staff for SCERTs, DIETs and BRCs to enable them to systematically plan and monitor courses, including the preparation of capacity and training needs assessments. This will give staff of these institutions the opportunity to prepare annual work programs and task budgets that can be considered for funding under DPEP. The AWPB should include training targets for SCERTs, DIETs and BRCs, the number of courses, number of trainees per batch, location, training costs and responsibility for training implementation. This planning will substantiate and clarify responsibility for training design and delivery, including possible mobilization of external institutions such as the regional colleges of NCERT.

Attention should also be given to ensuring the coherence of pre-and in-service training by introducing the same teaching methods and teaching materials in both. Introducing more effective teaching methods in classroom practice is a complex task and will require time, close monitoring and a persistent effort. To launch this task effectively the mission suggests that:

- operationalization of DIETs is given top priority in the state AWPBs for FY95/96 starting with the appointment of an adequate number of faculty having experience in primary education; this, together with the preparation of a plan for faculty development, preparation of training materials and course delivery should be a condition of the release of funds to the DIETs by the SPO.
- TRGs be established in each SCERT and an activity plan for staff development and course delivery --including identification of needs for consultants-- should be prepared as a basis for fund release.

Special Groups. In revising their textbooks states have attempted to remove gender bias. However, resources for developing materials for special groups, other than girls, are generally been lacking. Plans for their development could be considered as part of DPEP activities. The mission recommends that:

- in the revision of MLL based textbooks and supporting materials, gender sensitivity must be given a high priority and a gender sensitive approach to teaching included in teacher training;
- where appropriate, textbooks should be prepared and trialled in tribal languages; this may need to be done at either the state or the district level;
- new competency based textbooks should take into account the needs of first time learners and of children in a multi-grade classroom environment.

Monitoring and management of physical implementation

Project MIS. Timely management information is essential to effective management of programs as large and as complex as DPEP. At the national level Good progress has been made in the development of a project management information system (PMIS) and establishing and staffing the institutions and organizations that are responsible for monitoring and managing project implementation. This is particularly noteworthy considering the short period that the project has been under implementation. At the State and District levels, MIS cells have been established in most offices and LCB documents for equipment purchase have been submitted to the DPEP Bureau for review as required by IDA for initial contracts. Staffing of MIS cells has been unevenly completed, in some cases through deputation and in other cases through contract. There is, however an urgent need to fill vacant posts. The mission recommends that:

- staffing of MIS cells be completed in the next two months and that relevant skills be the prime consideration for selecting staff;
- the DPEP Bureau complete review of equipment purchase documents in the next month to enable States and Districts to obtain necessary equipment;
- a carefully planned training program for SPO and DPO staff be implemented as soon as the equipment and the software is installed.

Expeditious action on procurement, installation and training should allow the second FY95/96 quarterly report (October, 1995) to be produced with the PMIS software. The National PMIS will serve as a core module for monitoring implementation. In addition state and district modules will be needed to permit: (i) planning; (ii) budgeting and (iii) accounting on a daily basis. Madhya Pradesh has already started the implementation of such a system. The mission recommends that

- a workshop be organized to allow Project Directors and MIS personnel from the other States to review this design in detail.

States are responsible for the state specific MLLs within the national framework, for developing and trialling core textbooks, workbooks and teachers' guides, and for organizing their production and distribution. It is clear that in certain DPEP states the division of responsibility for these tasks between the various entities involved is far from clear. Communication between them is often poor. In certain areas there is duplication of effort and in others no one takes responsibility. The result is poor quality and often expensive outputs. An important priority in the start-up period of the project is therefore to rationalize these activities in those states where these problems are severe.

MLL based textbooks produced so far consist of existing materials revised in order to ensure that all essential competencies are included and there is no gender bias. These revised textbooks have rarely been trialled on a scientific basis nor do teachers receive orientation in their use. They are often as overfilled and unattractive as their predecessors. The pedagogical process is hampered, furthermore, by the absence of good quality supplementary materials and teacher guides that can suggest teaching strategies for mastery of key competencies.

A new generation of materials is required. If they are to be effective, it will take time to develop, trial, revise and produce them for state wide distribution and, at the same time, to train teachers to use them. States should review their AWPEs for 95/96 to take into account these technical constraints. It may not be feasible to include orientation in the use of new materials as part of the first round of in-service teacher training because the materials will not be ready in time. The mission recommends that states:

- consider beginning this process of capacity building for the development of this new generation of materials with the development of supplementary materials and teachers guides to pedagogy without delay;
- seek assistance from wherever it is to be found; they should not assume that all their needs will be met on a national basis, but should also look to support from academic institutions and NGOs in their own state and beyond.
- arrange to provide training for academic and technical staff on an on-going basis; staff involved in materials development, production and distribution should visit national institutions and those of other states in order to confer on common problems.

Capacity building at the District Level. The DIET is the focus for pedagogical improvement at the district level. As well as playing a key role in in-service teacher training, the DIET has responsibility for local curriculum and for the development of locally specific materials. Since the development of a capacity for in-service training must be the priority, especially in those DIETs that are not yet operational, it may be necessary in the short term to limit the DIETs involvement in materials development to providing advice and information exchange on the construction and use of low cost, no cost teaching aids at BRC, CRC and school levels. Once DIETs are fully operational staff should be trained in curriculum and materials development.

- all states be encouraged to organize the development of local systems as a match to the National system

Procurement Capacity. As could be expected at this stage, the mission found considerable uncertainty in states and districts as to how goods and services can be purchased under DPEP Guidelines. The recently issued DPEP Implementation Manual contains complete guidelines and procedures that are identical to those agreed to under the IDA Credit. These need to be supplemented with guidance on the nature and applicability of EC guidelines to specific situations. Intensive hands-on training in these guidelines, for both state and district personnel, is now needed. In addition, states are uncertain with respect to bidding procedures (are State Rate Contracts permissible as the equivalency of asking for three price quotations?). The mission recommends that:

- training should be mounted in the first quarter of FY95/96 to enable states and districts to proceed expeditiously with implementation while avoiding procurement errors;
- the applicability of EC procurement guidelines be clarified;
- state rate contracts are to be permitted under the project to provide one of the quotes in the procurement procedure, labeled "Three Price Quotations"; otherwise rate contracts should be avoided in IDA supported states;
- the procurement cell in the TSG should be established by April 15; as soon as the cell is operational they should work together with IDA procurement staff to clarify procurement issues and train state and district staff.

Civil Works Capacity. Civil works constitute only 24% of the DPEP budget and most states have considerable existing capacity to build schools and larger buildings. However, the mission wants to draw the attention of the DPEP Bureau to two areas that may require attention: procurement and supervision. With regard to procurement, a variety of designs for classrooms and BRCs exist, but working drawings and/or manuals are rarely available on site. Considerable confusion exists about permissible procedures, with respect to: (i) approvals of designs (are approvals of designs required from DPEP New Delhi?); and (ii) implementation arrangements to be followed (is each State required to use exclusively the procedures outlined for that particular State in Annex 14 of the SARA?). Training efforts in these matters must be intensified as summarized in the matrix attached as annex 1. Furthermore the mission recommends that that written clarifications be sent to the States on these matters as follows.

- The DPEP Bureau (using appropriate educational, architectural and engineering consulting services) should arrange to inform the States about appropriate classroom designs that have been prepared in different parts of the country. This would be for information only;
- Each state is permitted to use the designs of their choice, but they should establish a mechanism (satisfactory to the DPEP Bureau) whereby the designs are reviewed for educational appropriateness, structural stability, durability by the intended builders, and appropriate cost limits. The designs have to be functional, and the

inventory of state level resource institutions that could contribute to the capacity building program.

5. *Operationalizing SCERTs and DIETs* Progress toward DPEP's objectives of quality improvement and reduction of drop-out is critically dependent on changes in the classroom practice and school management. These change processes at the school and block level need to be supported by competent resource staff at state district level. The problems of many DIETs and SCERT are well known. The DPEP Bureau should insist that each state formulate a timebound implementation strategy for strengthening the DIETs and the SCERTs so that they can play the educational leadership role intended in the DPEP implementation guidelines.
6. *Establishing mechanisms for networking and exchange of experiences.* DPEP is a program so ambitious in scope that the traditional sources of educational and management expertise are unlikely to suffice. There is wealth of experience and resources in India in the NGO sector and in institutions outside the education sector (e.g. social science institutes, IIMs). Important to the success of the DPEP will be to establish linkages with these institutions and contract for services in their areas of competence. The traditional vertical networking approach needs to be complemented by horizontal networking between and within states. The mission recommends that the DPEP bureau and SPOs draw on this expertise as needed for the implementation of the national capacity building program and advises the states to do the same thing at the state and district level.

New Delhi, March 29, 1995

DPEP PROJECT MANAGEMENT
Recommended Capacity Building Activities

Focus	Activity	National	State Project Offices	District Project Offices	Comments
Annual Work Plan and Budget Process		<p>Thorough review of FY 95/96 AWPBs incorporating the recommendations of the mission and written authorization to states for approved state and district activities by April 30</p> <p>Release first six months funding to SIS per DPEP Guidelines by May 15</p>	<p>AWPB prepared and reviewed for all state institutions (SCERT, others) as well as SPO</p> <p>Written authorization to districts for approved activities by May 15</p> <p>Release first six months funding to districts by June 1</p>	<p>AWPB prepared for each district institution involved (DIETS, NGOs, others) as well as DPO</p> <p>Written authorization to participating institutions by June 1</p> <p>Release approved funding to district units by June 15</p>	<p>Each unit in DPEP should operate with an AWPB approved at next highest level</p> <p>Clear approval and authorizations needed for funds to be released to decentralized units</p>
Procurement of Goods and Services		<p>Staff finance and procurement cell of TRG</p> <p>Prepare 3 day national training program for state staff in DPEP procurement and accounting guidelines by May 15</p> <p>Provide trainer to assist with state training programs</p>	<p>3 staff to participate in national training</p> <p>Organize state/regional training for district staff</p> <p>Supervise district office</p>	<p>Participate in procurement and accounting training</p>	<p>Establish broad base of procurement and accounting expertise. Training to focus on the do's and don't's of procurement under the project.</p>
Vehicles		<p>Authorize vehicle procurement in 95/96 according to DPEP Guidelines</p>	<p>Purchase vehicles by July 1, 1995. Assign vehicles as per DPEP guidelines to districts, DIETS.</p>		

Civil Works Planning

Review/approve all state construction manuals and plans as part of AWPB review

Establish and staff civil works cell by April 30, 1995.

Review large construction plans and forward to donor agencies for approval where required

When agency approval received, authorize preparation of tender documents

Review ICB documents and submit to WB for approval

Clarify the applicability of EC procedures

Observe civil works plans as appraised by DPEP and World Bank/EC in 1994

Observe 24% civil works limit for the duration of the project.

Establish mechanism to review classroom designs and construction manuals by June 30, 1995.

Prepare and submit complete construction plans for large buildings

Prepare ICB tender documents using standard DPEP/ agency bidding documents; submit to DPEP Bureau for approval

Manage civil works according to approved plans

Ensure that design and manuals are on site, and that deviations from designs are only permitted with Engineer's approval.

The 24% limit applies for the duration of the project. Annual plans can exceed the 24% limit, but the aggregate for the State cannot.

Technical supervision to be carried out by *qualified engineers at critical construction stages*. Less critical stages can be supervised by laymen.

<p>Installation of Project PMS</p>	<p>Issue specifications for PIMS computers by April 15</p> <p>Complete PIMS software by May 1.</p> <p>Train state PIMS officers (hands on) by June 15.</p> <p>Provide trainer assistance to states.</p> <p>Require use of DPEP Implementation Manual Reporting Forms for July, 1995 quarterly report.</p> <p>Organize two-day workshop by April 30, 1995 to allow Project Directors and PIMS personnel to acquaint themselves with the details of the Madhya Pradesh State system.</p>	<p>Purchase computers for state and district offices by June 15</p> <p>Assign personnel to operate system</p> <p>Replicate PIMS training for state and district PIMS personnel by July 15</p> <p>Prepare July quarterly report using DPEP forms.</p> <p>Decide on specifications of a State system to permit State-specific planning, budgeting and accounting system by July 31, 1995.</p>
<p>Staffing of Project Offices</p>	<p>Strengthen DPEP Bureau to handle both implementation and anticipated program expansion.</p> <p>Appoint procurement and civil works experts to BDCII.</p> <p>Review organization and staffing of SISs to ensure full compliance with DPEP guidelines.</p> <p>Prepare study of SIS autonomy and deputation policies in all states by July 1. Review relevant DPEP policies and inform states of results.</p>	<p>Ensure full time State Project Directors in SIS</p>

<p>Prepare computer rooms by June 15</p> <p>Install computers by July 1</p> <p>Participate in PIMS training</p> <p>Prepare July quarterly report using DPEP forms</p>	<p>Emphasize getting the PIMS working as first priority. School statistics module (EAMS) and state additional modules should wait until PIMS functioning.</p> <p>The introduction of State specific planning, budgeting and accounting systems should be planned in tandem with the overall MIS system to ensure compatibility between the two systems.</p>
<p>Recruit staff as program expands</p>	

<p>Management Communication</p>	<p>Establish system of problem oriented supervision.</p> <p>Organize state visits so as to avoid duplication with joint supervision missions.</p>	<p>Visit each project district at least once every two months</p> <p>Hold quarterly review meetings.</p>
<p>Monitoring, Evaluation and Research</p>	<p>Organize professional review and state level trialling of EMIS - an international research conference by June 20.</p> <p>Transfer EMIS to EDCII.</p> <p>Train state-level MIS staff in EMIS</p> <p>Establish DPEP Evaluation Cell and disseminate request for proposal of evaluation RFPs.</p> <p>Establish DPEP Research Secretariat and disseminate information on research funding.</p>	<p>Organize training for district staff in completing EMIS proforma</p> <p>Complete staffing and equipping SIS MIS units.</p>

Consult regularly with panchayat bodies.

Organize training for headmasters in completing EMIS proforma

Complete staffing and equipping DSIS MIS units

By September 1995, all DPEP Districts should be using EMIS proforma (on paper) for collecting school statistics

By September 1995, procedures for funding DPEP evaluations and research should be disseminated to research institutions

<p>Textbooks and Instructional Materials</p>	<p>Organize regional workshops in RCEs on text on textbook writing, illustrating and trialling.</p>	<p>Organize follow-up workshops of state and district staff, SCERTs, network institutions on textbook writing and trialling.</p> <p>Establish Technical Resource Support Groups for materials and module development.</p> <p>Prepare a program for the development of M.L.s, textbooks and supplementary materials that allows sufficient time for (a) raising the skill levels of those involved and (b) trialling and revising materials (c) orientation of teachers in their use.</p> <p>Prepare a program for the development of teaching/learning materials for special groups: tribals, girls, children in multi-grade classes, disabled children, first time learners, minority language speakers.</p>
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Establish information exchange at and between DIETs on low cost/no cost teaching aids.

Ensure teachers/schools receive the funds allocated to them for materials purchase.

Complete staffing of DIETs.

Curriculum and materials development staff to receive training.

The program should cover activities in a phased manner over the next three years

<p>In service Teacher Training</p>	<p>Make training functional at NCERT</p> <p>Develop and implement staff development program including national and international exposure. (Primary methodology/ planning and management)</p> <p>Document and disseminate good practices in teacher education</p> <p>Organize inter-state exchange of experience in teacher training</p> <p>Development of exemplar training packages (materials, methodologies, etc. for teacher education</p> <p>Develop monitoring and evaluation for quality control in training</p>	<p>Develop and implement staff development program at state level institutions (SCERT and other resource institutions and master trainers</p> <p>Develop and produce teacher in-service training materials</p> <p>Establish Monitoring and Evaluation System for quality control</p>
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Make DIET's, BRC and SCL fully operational during 95/96

Develop and implement staff development program including BRC and SCL staff

Develop district specific training material

Establish monitoring and evaluation system for quality control

SCL provide support to schools to improve classroom practice

BRC/SCL initiate action research for school improvement

**DISTRICT PRIMARY EDUCATION PROJECT - ASSAM
JOINT SUPERVISION MISSION (March 13-16th., 1995)**

A joint supervision mission comprising David Theobald (EC consultant) Team Leader, Prof C. Seshadri, NCERT, DoE/GOI, Prof Kuldeep Kumar, NCERT, DoE/GOI, Mr T Radha, Joint Secretary, Andhra Pradesh, DoE/GOI visited Guwahati and the districts of Darrang and Morigaon between March 13-16th., 1995. The team gratefully acknowledges the assistance and co-operation of the Government of Assam; State & District Project staff, NGO representatives, village representatives, teachers, parents and children in carrying out this mission. Drafts of this note were discussed with officials of the SIS and comments incorporated. This note summarises the findings of the team and will be further discussed with the GOI in New Delhi.

The mission tried to review the following:

- progress in operationalising the state implementation society at state and district levels, focusing on staffing and the establishment of systems for financial control and procurement.
- the implementation actions to date and utilisation of resources released
- the annual work plan and budget for FY 1995/96.
- analyse the readiness of the state and district level institutions, especially SCERT, Textbook Corporations and DIETs and for project implementation.
- the extent to which the project concept has been disseminated to the school, village and block level.

Outcomes:

- state and districts receive feedback on assessment of progress to date and planning for 1995/96.
- capacity building for all persons participating in the supervision exercise.
- DPEP Bureau and funding agencies obtain feedback on progress to date and planning for 1995/96.

Summary of findings and recommendations:

- State and District Project Offices staffed and beginning to function; basic administrative, accounting and procurement systems in place. The State Government is yet to deposit its 15% contribution to the state society's 1994/95 budget.
- A draft Annual Work Plan & Budget for 1995/96 has been produced. There is concern both within the project and among the team that the plan covers too many different activities in too short a period in what is effectively the first year.
- The gender profile of the State society, project staff and resource persons is unequal; it appears that some linguistic groups are represented, but not all. The strategy for increasing the number of women teachers is yet to be implemented.
- The operational capacity of new units (SPO & DPOs), existing institutions (SCERT, DIETS/STC) and proposed new institutions (BPC & CRC) needs further development in order for them to carry out the range of tasks envisaged under the project. A strategy for capacity building is needed relying more on local institutions & organisations.

- Introduction of a new construction system through Village Construction Committees (VCC) and designs involving new techniques may prove difficult to supervise with the current engineering staff strength. Alternative user friendly designs may be developed, in consultation with VCCs, that are within the competency of a VCC and the existing supervision arrangements.
- The delay in establishing DIETS limits the resource base at district level for training, monitoring and research, and may slow down implementation of the project. A strategy for speeding up the functioning of DIETS is needed.
- Plans for several areas (teacher training, NFE & ECE) have been conceptualised. They require further consultation at several levels and more realistic time scales for development and implementation.
- Approvals on construction and computer contracts are still awaited from DPEP Bureau in New Delhi.
- Strategies for improving the existing system of primary education need to be made clearer to ensure improvement of existing services as a foundation for DPEP interventions.
- The project concept is becoming known at state & district levels and there are plans for greater participation at village level in the forthcoming year.

- SIS to approach DPEP Bureau and EDCIL for guidelines and technical guidance related to hardware, software and human resources planning aiming at MIS being operational by September 1995.

Civil Work Lack of clarity on responsibilities, guidelines, bidding procedures and procedures for overall and on-site supervision and monitoring.

- Clarify DPEP Bureau, SIS, DPOs and PWD and Panchayatraj departments role and responsibilities.
- SIS to provide basic designs, material specifications and construction manuals for VEC and headteachers by May 15.
- Reconfirm requirement to submit plans for civil work to DPEP for approval prior to starting bidding and construction.

Teacher training Requirement for overall plan of capacity building for and implementation of DPEP teacher training and of roles played by NCERT, SCERT, DIET and BRC.

- Prepare plan and training strategy including school based approaches as part of AWPB 95/96, clarify responsibility for training design and delivery and mobilize/sub-contract to external resource institutions if required.
- Adjust SCERT and DIET staffing in quantitative and qualitatively terms to meet DPEP INSET requirements.
- Training coordinator to be appointed at SIS.

Research, Monitoring and Evaluation No priority and staffing for research, monitoring and evaluation so far. No use of innovation fund for research. Schools do collect education and school statistics and implement household surveys twice a year. RCE has started DIET in-service training in action research.

- Clarify and disseminate information on Innovation Fund. Enhance use of this fund for action research with DIET assistance.
- Disseminate DPEP Calling at sub-district and school/community level.
- Incorporate data of household surveys in EMIS and provide guidance to SIS, DPOs to use EMIS for planning and management.

Institutional development for pedagogical improvement Textbook Board is under preparation, some technical assistance is required in this. SCERT needs restructuring in view of possible integration of SIEMT and to enhance quality support to DPEP.

Priorities for next six months

1. Making SIS, DPO, and DIETs fully operational.
 2. Strategic planning for AWPB 95/96 including activity budget and activity plans.
 3. Provide clear guidelines for civil construction and procurement to be adhered to.
 4. Development of in-service training strategy and training plan including identification of existing material, revisions if required and ultimately in-house or contracted out development.
 5. Filling up of existing vacancies through redeployment of staff to DPEP in order to meet requirements of additionality.
- Plan for restructuring SCERT and establishing SIEMT within SCERT.

Given the commitment to DPEP at all levels and the direct interest of policy-makers at state and district level as well as schools and Village Education Committee's aspirations to improve access to and quality of primary education in their community, the mission has confidence that DPEP in Haryana will be soon on track.

DISTRICT PRIMARY EDUCATION PROGRAM - HARYANA

March 13-16th., 1995

Introduction

The mission visited Chandigarh, Gurgaon and Jind and Hissar districts in Haryana (March 13-16th). The mission team consisted of N. K. Jangira (World Bank, team leader), Wim Biervliet (consultant to the European Union) and M.A. Khader and Manisha Priyam, GOI facilitators to the mission. The mission met senior GOI officials including the Education Secretary, SIS, SCERT and district staff, met with DCs and ADCs, interacted with teachers and VEC members, prepared a draft report and debriefed the Chief Secretary and senior official during a wrap-up meeting.

Assessment of Progress

DPEP implementation started in December 1994, hence DPEP institutions, procedures and approaches are in the process of being established. Office accommodation and initial staffing are in place for SIS and DPOs. Civil construction for cluster rooms and toilet facilities has started on a limited scale. A start has been made with initial orientation of staff related to their new DPEP assignment and awareness campaigns are on-going, aiming at villages (VECs) and schools. First 94/95 installments of funds have been released from SIS to DPOs and SCERT and from DPOs to DIETs, to selected school (school improvement fund) and to the Panchayat Raj Department for civil construction costing below Rs. 1.5 lakh. per site.

Key issues and Recommendations

Planning and Management The mission found that DPEP is fully integrated within the Haryana provision and structures for EFA implementation. The key issues at stake relate to the autonomy of SIS and DPOs in planning and management including responsibility for staff recruitment and ensuring requirements for 'additionality of funding'. At present the key mode for staffing consists of redeployment of Government Administration and teaching staff to DPEP posts. DPEP managers at state and district level have dual responsibilities for both project management and education administration. There is an emphasis on release of funds with little capacity for utilization.

- Need for review of policies and practices with regard to redeployment of staff, selection of staff considering merit and competencies and ensuring full-time assignment of project directors at state and district level to the Program.
- Job descriptions in competency terms should be phrased and work plans for staff should be prepared.
- SIS to establish and adhere to a time frame for filling up all vacant posts including staff redeployed to DPEP posts.

Capacity at SIS and DPOs for planning, management and implementation is low. AWPB phrased in discrete input-related terms. AWPB prepared so far are not product of systematic processes of consultation at district and sub-district level.

- urgent need for strategic planning including framework plan specifying authority, objectives, resource inputs, processes and modes of delivery leading into activity/task budgets. Large amount of unspent funds 94/95 hence strategic planning to be made conditional for approval of AWPB 95/96 and subsequent fund release.
- Process of finalizing AWPB 95/96 should involve consultations with District Planning Committees.
- Program staff perceive procurement procedures unclear and adhere to GOI regulations. DPEP procurement procedures form not used so far. Concern about evaluation of bids related to quality criteria.
- Train SIS and DPO staff in DPEP in procurement procedures and review present procurement procedures and revise if deviating from DPEP rules and regulations.
- MIS is urgently required. No staffing yet and no expertise available at state level to monitor implementation process.

**DISTRICT PRIMARY EDUCATION PROGRAM - KARNATAKA
JOINT SUPERVISION MISSION (March 13-16 1995)**

A joint supervision comprising Mr. D. Saldanha (DOE/GOI) and staffed by Messrs./Mesdames S. Sigurdsson (World Bank), S.M. I. A. Zaidi (DOE/GOI) and R. Srivastava (DOE/GOI) visited Bangalore and the districts of Kolar and Mandya. This team wishes to thank all concerned authorities that they met during the mission for the assistance and hospitality enjoyed by the mission during its stay in Karnataka. *These mission notes are a record of the impressions of mission staff during their stay in Karnataka. They do not represent official GOI or World Bank views until so confirmed by the appropriate authorities.*

Progress

Both the GOI (85%) and the State (15%) portions of the 94/95 program (738 Lakhs) have been approved. About 50% of this amount has been released to the State. The balance is expected to be released by end-March, 1995. Releases to the Districts are expected to take place by early April, 1995. Annual Workplans and Budgets for the 95/96 fiscal year have been prepared at the District and State levels and submitted to New Delhi. To ensure uninterrupted flow of funds, the State Government authorities recommend that GOI funds be released to the State in April rather than in October of each year.

Principal Concerns and Recommendations.

Planning and Management. The mission found that the organizational system for planning and management are essentially in place, especially at the State and District Office levels. State and District Project teams, especially the Project Director and the Deputy Directors of Education of the districts visited, need to be complemented for the rapid start of project activities. The next few months will be crucial to sustain the momentum of project implementation. The following suggestions are made:

- There are vacant posts in the State and District Office that need to be filled urgently, in particular, accounts and computer operations personnel and several posts in the DIETS.
- Stability of staff holding crucial posts at State and District levels during the initial implementation period of the project is essential for the success of the project. Also, such staff, particularly the Project Director might be relieved of other responsibilities.
- The implementation structure of the project needs to be incorporated within the hierarchies of the Education Department; the Project Coordinators at the District level might work under the supervision of the Deputy Directors of Education, who have done commendable work.
- Academic institutions, NGOs and social activists need to be integrated into DPEP to a greater extent: (i) a Technical/Academic Resource Support Group might be set up at the State level to work in collaboration with the State Project Office and DSERT. This would provide direction and academic and training inputs into the program; (ii) some of these institutions might be involved in a decentralized strategy of implementation of training, monitoring, research and materials production in collaboration with DIETS; (iii) activists who have emerged within villages could be co-opted into VECs so as to be actively involved with the Gram Panchayats.
- There needs to be a shift of focus via decentralisation from the State and District levels to the village level through: (i) release of funds to teachers and schools for innovations at the classroom level as envisaged in DPEP; (ii) effective and participatory constitution of the VECs; (iii) community participation in civil works; (iv) a widely distributed information booklet about the program; and (v) environment building linked to enrollment drives as planned in May/June 1995.

The following points are in addition to those mentioned above.

Monitoring, Evaluation and Research. The National level MIS monitoring formats need to be understood and implemented at appropriate levels. An orientation might be conducted by the

DSERT for the purpose. Aspects of ongoing data capture formats need to be an addition to the national MIS, if at all necessary.

In-Service Teacher Training. DIETs and DSERT need to evolve a scheduled plan of action and relate their training programs and their own materials requirements to this plan of action, lest training become a futile ritual.

Pedagogical Improvement. Some efforts have been made to revise school textbooks for Standards I and II in collaboration with UNICEF and keeping in view the perspective of MLL. These revisions need to be done for the remaining classes and keeping in mind the additional aspect of gender and culture sensitivity.

Programs of early childhood care might be linked to primary education where no such facilities exist, as visualized in the DPEP.

Monitoring and Management of Physical Implementation. Three items warrant special attention here: the introduction of accounting and reporting systems; civil works related issues; and procurement. With respect to accounting and reporting systems, the Karnataka authorities are contemplating hiring the services of National Informatics Center (NIC) on a contract basis to establish and operate appropriate reporting and accounting systems. The mission fully endorses this approach.

With respect to civil works management, the mission fully endorses the concept that the services of Zilla Parishad (ZP) Engineering Department be augmented where possible by appropriate and qualified NGOs to prepare plans for classrooms in order to enrich the designs. The VECs should also be encouraged to participate in the classroom construction process. These participatory approaches are likely to be used in Mandya District, while in Kolar the ZP Engineering Department is likely to organize traditional construction departmentally.

Regardless of construction organization used, the mission stresses the following principles:

- The designs have to be functional, and the working drawings and construction manuals have to be appropriate for the job. The mission noted that the existing drawings are only sketch plans, not construction drawings. All designs should be checked for accuracy/errors, especially with respect to dimensions of rooms and load bearing structures.
- Technical supervision has to be carried out by technically qualified engineers at critical construction stages, such as the laying of foundation and casting of beams and roofs.
- The designs, construction methods and materials should be economical and appropriate for the purpose.

With respect to procurement, the adopted procedures should be in accordance with those agreed between the World Bank and the Government. On return to New Delhi, the mission will seek clarification on whether procurement under rates contracts is permissible as an extension of the concept of requesting three price quotations. To ensure continued adherence to the agreed procurement and accounting procedures, the mission recommends that the World Bank's New Delhi office arrange for periodic seminars for key officers at District and State levels (this can of course cover officers from more than one State at a time).

Conclusion.

Some of the general principles underlying our suggestions are networking, decentralization, capacity building, flow of information through adequate monitoring systems, community participation and social accountability in procurement practices. Given the impressive start of the program, we feel confident that the DPEP in the State would progress along the lines of these general principles.

DISTRICT PRIMARY EDUCATION PROGRAM (KERALA)
JOINT SUPERVISION MISSION 12-17 MARCH 1996

A joint supervision team comprising Inge Eichner, EU (team leader), Dr. John Kumen (GOI), Latha Baskar (GOK), Dr. N.V. Varghese (NIEPA) visited Kerala and the districts of Kasargod and Wayanad between March 12-17th. The team extends its thanks for the assistance and cooperation of the Government of Kerala, State and District project staff, village, parents and teacher representatives and students in carrying out this mission. Presented below is an informal summary of the findings and suggestion of the team, these will be further discussed with the GOI in New Delhi.

Major findings of the mission: The direct DPEP implementation institutions are well in place and functioning, especially the SPO. However, the supporting institutions SCERT and DIETs need to be further strengthened and improved.

State level: SPO systems and procedures are in place, accounts are kept, work on the MIS has started, the minimally required staff is in place, all required reports for the mission were submitted in time. The draft AWPB 95/96 was presented. Expenditure under the AWPB 94/95 is slow, mainly due to the delay in the release of funds. The State Project Director (SPD) will be on full time basis as from 25.3. Functional linkages exist through the SPD being ex officio Deputy Secretary (Education) to Government and the Additional SPD being the Director of the SCERT. The staff of the SPO is aware of their tasks and their motivation is impressive.

SCERT: transformation from SIE into SCERT has been legally concluded. The strategy and reorientation of the staff for the new tasks under SCERT is still outstanding. SIMAT will initially be a Dept. of SCERT and needs complete new staffing, that apart from their departmental functions can assist SCERT in management and administrative aspects. The construction of the new SCERT building is delayed because the post of Civil Engineer in the SPO is still vacant.

District level: The active and supportive role of the District Collectors in the implementation of DPEP is important and presently very positively felt in all the districts.

Kasargode:

DPO: Systems and procedures are in place, accounts are kept. The draft AWPB 95/96 was presented. The office is understaffed; basic inputs into the MIS have been provided. Functional linkages exist through the Deputy Director Education (DDE) being District Project Coordinator and the Additional Project Director being the Principal of the DIET. The DPO has been set up two months ago and still needs guidance.

DIET: The agreed status for start-up of implementation of DPEP has not been reached. Of the required 23 staff 3 positions are still vacant. The agreed basic equipment prior to DPEP supplementation is still lacking although funds from MHRD were released in 1990/91. Equally the building extension was discontinued in 1992 and is not available for DPEP training. The staff needs further orientation for DPEP tasks, especially for the innovative approach to in-service teacher training including classroom monitoring involving teachers.

AEOs: are informed about DPEP and ready to cooperate. All 7 AEOs in Kasargode are men, no woman.

VECs (Panchayat Education Committee): are informed about DPEP but sometimes still critical concerning the objectives of DPEP. Further dialogue is required.

MTAs/PTAs: New MTAs have been formed and PTAs and MTAs are aware of DPEP. The two associations see their role as complementary: PTAs concentrating on the school-hardware (infrastructure) and MTAs concentrating on the software (home-pedagogy). One MTA felt already an improvement of their children's school achievements because of the new support the mothers are providing for the homework.

Wayanad:

DPO: Systems and procedures are in place, accounts are kept. The draft AWPB 95/96 was presented, it needs to be refined. The office is understaffed, 3000 hours into the MIS have been provided. Staff does

not know their financial powers/procedures. The District Project Officer/DDE will retire soon and should be replaced by a person who has the same dual function. The AWPB 95/96 needs to be supplemented.

DIET: Principal and staff are committed, but need considerable staff development. The physical situation is similar to Kasargode. A more comprehensive strategy for girls education is required as well as for tribal education and a more comprehensive role for volunteer organizations.

Schools: Innovative classroom and school designs are required. Community contribution to school/classroom construction in cash or kind should be actively promoted. Rethinking ECE strategy towards strengthening ICDS is necessary.

Summary of recommendations (In order of priority under each of the four sections): Institutional Development/Staffing

- SCERT has to be fully staffed and reoriented towards their new tasks. The Joint Director SCERT in charge of SIMAT should be recruited with highest priority in order to establish the new Department and assist SCERT in its reorientation.
- The DIETs should be made fully functional for taking up their DPEP tasks in terms of staff
- The recruitment of Civil Engineer for the SPO (condition for construction of SCERT and supervision of BRC-construction) should be speeded up.
- In Wayanad the appointment of Civil Works in charge.
- Increase SPO and DPO staff up to the envisaged strength.
- Provision for Deputation Allowance for staff on deputation in SPO and DPOs should be made.
- The policy of the SPD's ex-officio responsibility for DPEP and dual charges for DPC and Add. SPD and Add. DPCs is recommended.
- Female staff in DIETs and amongst AEOs should be increased.
- Staff development should be reflected in the AWPB at all levels for all agencies implementing DPEP.

Pedagogical Improvement/Teacher Education/Educational Planning and Management

- Comprehensive action plan indicating national, state, and voluntary support organizations needs to be drawn up for the reorientation of the SCERT to fulfill its DPEP tasks.
- SCERT and DIETs need and have requested practical training for their staff to conduct training for teachers to transact MLL in the classroom and improve achievement levels of students, and training in other DPEP areas.
- Strategy for tribal's and girls education is required.
- More involvement of NGOs in all aspects of DPEP needs to be actively promoted.
- Information should be gathered for classroom monitoring from the APEP and other sources in order to refine the planned in-service teacher training strategy.
- DIETs should continue management training for headmasters.
- Guidelines for follow-up data input into EMIS should be provided from MHRD.

Civil Works/Equipment

- All outstanding construction and equipment purchases for SCERT and DIET to be completed.
- Innovative classroom and school designs are needed.
- Community funding partial costs of school/classroom construction in cash or kind needs to be actively promoted.
- Specifications for computers to both operate MIS and EMIS should be provided from MHRD

Others

- The format of the AWPB should be continuously improved
- A competition/award system could be used to sponsor innovative ideas and their dissemination
- Successful innovative ideas should be disseminated through state and district newsletters and DPEP Calling
- The possibility of re-usage of better quality textbooks in order to reduce distribution problems should be investigated

DPEP Joint Supervision Mission - Madhya Pradesh
March 13-16th., 1995

A DPEP joint supervision mission comprising John Middleton (World Bank team leader), Philip Cohen (ODA), Sabine Keinath (EC), S. Mukhopdhyaya (NIEPA), and A. Panigrahi, S. Nayana Tara, R. Dwivedi, and S. Menon (DPEP Bureau) visited MP March 13-16, 1995. The mission held discussions with State officials in Bhopal, and completed field visits to Rajgarh, Betul, Panna and Shadol Districts. The mission would like to express its gratitude to officials of the GOMP, the Rajiv Gandhi Shiksha Mission (RGSM), and the districts visited for their assistance. Special note is taken of the comprehensive documentation provided by the RGSM, including a 94/95 progress report and 95/96 Annual Work Plans and Budgets for the RGSM and the four districts. This summary of observations represents the professional views of the mission on major points, and is not intended to be a comprehensive analysis of implementation progress.

Implementation Progress Considerable progress has been made in establishing the foundation for effective implementation. The General Body and the Executive Committee of the RGSM have been formed and are active. The Executive Committee has approved financial rules and regulations, the creation of posts, and the 94/95 work plan and budget. Accounts are well maintained.

There has been considerable capacity building through networking. RGSM has established technical support groups for materials development, training design and development, and gender issues. These groups draw explicitly on the expertise of NGOs and consultants, from within and outside the state. The approach has much promise for bringing an extended range of expertise to project implementation. The RGSM also provides integrated management of both the DPEP and Total Literacy Campaigns (TLC), and community mobilization efforts for TLCs and for primary education have been impressive.

Newly elected local governments have been given substantial authority over primary education: Gram Panchayats now appoint all new teachers, can modify school timings to suit local conditions and reduce a teacher's salary for days of non-attendance. Janpad and Zilla Panchayats have authority over teacher transfers. District observations suggest that these stakeholder powers are being exercised effectively.

Priorities for Implementation in FY95/96

- **Financing.** Of the 30 crore rupees authorized for RGSM in FY94/95, only a third has been released by DPEP/GOI. On approval of the 95/96 work plans and budgets for RGSM, the DPEP Bureau should give highest priority to obtaining outstanding EFC clearances and releasing six months of estimated approved expenditure as per DPEP Guidelines.
- **Staffing.** Completion of staffing will be essential to effective service delivery, especially in districts
- **MIS Development.** The RGSM MIS cell is well staffed with experienced computer professionals, and should, with appropriate technical support, be able to provide the training and technical support needed to install the PMIS in MP districts (and in other states)

Capacity Building Good progress has been made in providing information and guidelines to districts. The mission recommends that priority be given in 95/96 to three project management activities:

- **Improved Management Communication.** Methods could include more frequent and routine visits to districts, a periodic "district forum" to facilitate sharing of experience across district boundaries, and formal seminars on DPEP management documents (especially the Implementation Manual)
- **Procurement training.** "Hands on" in depth training using DPEP guidelines and MIS for State and district staff in procurement procedures would help the project move ahead more quickly
- **MIS Installation.** MIS facilities, procurement of furniture and equipment and staff training for all project units should be completed by September, 1995. This schedule depends on the transfer of the DPEP MIS system from Delhi. Pending the installation of the computerized PMIS, all units from the Districts and from the State should be prepared following the format and guidelines in the DPEP implementation manual.

programs carried out and DIETs have not been established in 4 of 5 DPEP Districts. No training resources have been disbursed at the Block level although 5 programs have been carried out. At the Cluster level, 10 of 24 targeted programs have been carried out with fewer than 5% of resources expended.

In the next six months, highest priority for in-service training should be given to establishing DIETs in the four DPEP Districts that lack them, making functional all DIETs and preparing clear criteria for staff selection. The mission suggests that prior experience with innovative teaching practices at the primary school level be considered a key criteria. For pre-service training, a comprehensive revision of the two-year program needs to be initiated in light of MLL. The mission recommends that a teacher training curriculum committee be established at SCERT with membership including primary school teachers experienced with innovative teaching methodologies (possibly BRC coordinators), SCERT educationists, and Textbook Board representatives. The integration of pre-service with in-service training is recommended.

Pedagogical Improvement

The principal means for pedagogical improvement has been the establishment of CRCs and the appointment of CRC coordinators, who would provide academic supervision and guidance to teachers in 9-10 primary schools. The Maharashtra project does not include specific activities to strengthen the capacity of SCERT, DIETs, BRCs or CRCs to provide improved pedagogical training.

The mission recommends that a strategy for regular training (that is, monthly) of CRC coordinators be developed; the plan would include provision for obtaining feedback regarding the effectiveness of the training program and how the program might be modified on the basis of experience. The mission also recommends that a strategy for involving SCERT and teachers in textbook writing be developed for the next six months to synchronize with the upcoming academic session.

Monitoring, Evaluation and Research

As planned, little monitoring, evaluation or research activities have been undertaken to date. One exception is the house-to-house survey of school age children undertaken with the help of school teachers and VECs. Another exception is the systematic and close monitoring of attendance in all 5 DPEP districts. State and District institutions do not appear to be aware of the DPEP Monitoring, Research and Evaluation programs.

No immediate actions are required in the next six months. When information regarding the National Monitoring, Research and Evaluation Programs is available, it should be transmitted to SCERT, MIEPA and District DPEP offices.

DISTRICT PRIMARY EDUCATION PROGRAM - Tamil Nadu
Joint Supervision Mission (March 13 to 17 1995)

A Joint Supervision Mission visited Tamil Nadu on March 13-17 1995. The team consisted of Mr. Adnaan Verspoor, World Bank (team leader), Mr. Ulf Metzger, European Union, Mr. K.S. Chellam (GOI), Ms. Sandhya Paranjpe (GOI), and Ms. Alaka Singh, World Bank. The team met with officials of the State Project Directorate, the PWD, the DTERT and Tamil Nadu Textbook Corporation in Madras and, District Project Office (DPO), DIETs and visited several primary schools at South Arcot and Dharmapuri districts. Members would like to express their appreciation for a comfortable and well organized trip. The progress reports prepared by the SPO and DPOs gave comprehensive information on the status of implementation.

This informal note summarizes the mission's findings and suggestions for the implementation of DPEP under some specific heads: project management and civil works, teacher training, pedagogy and monitoring and evaluation. The note represents the views of the mission's members that visited Tamil Nadu and are subject to modification following discussion of the mission findings with GOI.

Teacher Training. At all levels there was a remarkable awareness of the importance of teacher training. However, the immediate challenges are daunting. To launch this task effectively the mission suggests that:

- institutional capacity building at all levels be taken up as a priority and that actual DPEP in-service training programs be started at the earliest at the end of 1995 after BRC staff has been identified and intensively trained in primary methodology and in the organization and running of intensive teacher in-service programs;
- some areas special attention, specifically activity oriented teaching/learning, dealing with bigger classrooms, multigrade teaching, MLL, and classroom and school management;
- training in planning techniques be provided to enable the staff of DTERT, DIETs and BRCs to plan and monitor courses, and to prepare annual work programs and task budgets which may be considered for funding;
- the standard equipment list of BRCs be revised to meet the needs of DPEP training, eg. a small library of reference books and video material;
- some coherence of pre- and in-service training be ensured by introducing the same teaching methods and teaching materials in both.

Pedagogical Improvement. DTERT and DIETs are the major institutes concerned with material development and training, and TNTC with design and printing of textbooks. To initiate capacity building here, attention needs to be given to:

- developing a strategy for linking material development and training for improved pedagogy at all levels including a plan for systematic monitoring and evaluation of new materials and training;
- coordination of courses in design and production of educational material for DTERT should be coordinated with courses for authors/designers of TNTC;
- preparing an action plan for support and strengthening capacity building at the State and districts;
- review of the revised material prepared by TNTC for Class I by a national group of experts.

Research, Evaluation and Monitoring. Training in this area has not yet started – no Senior Research Assistant (SPD) or MIS staff member has been appointed nor are any statistical assistants in position at the district level. Priority should be given to:

- recruitment of appropriate staff at all levels;
- a state level workshop to disseminate information and to provide technical guides to handle data and information at all levels;
- sufficient funding monitoring and evaluation in approved action programs;
- starting a state level newsletter published by BIS or DTERT to disseminate information to DPEP functionaries.

Awareness campaign. While attention on DPEP objectives has been communicated widely, the effort has to be sustained and a plan should be made for project funds campaign. This in the FY95/96.

implement these programs effectively, supporting training materials will need to be developed and instructors and facilitators trained. The objective of DPEP is to establish in each participating state a system of continuous in-service training for all teachers that can be delivered through a system of Cluster Schools and Block Resource Centers supported by DIETs and SCERT.

While many SCERTs have adequate numbers of faculty, few of them are ready to take up the challenge of designing and delivering the type of in-service training for primary education as envisioned by DPEP. DIETs are typically understaffed and lack the capacity to develop the in-service programs envisaged under DPEP. And even where they are adequately staffed (e.g. in Tamil Nadu), faculty usually have experience at the secondary education level. Especially, the SCERTs must be strengthened before training reaches the DIET and subsequently BRC and CRC levels. A cascade system of training (from SCERTs to DIETs to BRCs and CRCs) requires a parallel effort of institutional capacity building and mechanisms for feed back on the effectiveness of training from the lower levels. While some time could be gained by combining staff development programs for NCERT, RCEs and SCERT staff, in practice it may be difficult to start new training courses for teachers before the last quarter of FY95/96.

In addition to pedagogical training it will also be important to provide training in planning techniques for staff for SCERTs, DIETs and BRCs to enable them to systematically plan and monitor courses, including the preparation of capacity and training needs assessments. This will give staff of these institutions the opportunity to prepare annual work programs and task budgets that can be considered for funding under DPEP. The AWPB should include training targets for SCERTs, DIETs and BRCs, the number of courses, number of trainees per batch, location, training costs and responsibility for training implementation. This planning will substantiate and clarify responsibility for training design and delivery, including possible mobilization of external institutions such as the regional colleges of NCERT.

Attention should also be given to ensuring the coherence of pre-and in-service training by introducing the same teaching methods and teaching materials in both. Introducing more effective teaching methods in classroom practice is a complex task and will require time, close monitoring and a persistent effort. To launch this task effectively the mission suggests that:

- operationalization of DIETs is given top priority in the state AWPBs for FY95/96 starting with the appointment of an adequate number of faculty having experience in primary education; this, together with the preparation of a plan for faculty development, preparation of training materials and course delivery should be a condition of the release of funds to the DIETs by the SPO;
- TRGs be established in each SCERT and an activity plan for staff development and course delivery --including identification of needs for consultants-- should be prepared as a basis for fund release.

Special Groups. In revising their textbooks states have attempted to remove gender bias. However, resources for developing materials for special groups, other than girls, are generally been lacking. Plans for their development could be considered as part of DPEP activities. The mission recommends that:

- in the revision of MLL based textbooks and supporting materials, gender sensitivity must be given a high priority and a gender sensitive approach to teaching included in teacher training;
- where appropriate, textbooks should be prepared and trialled in tribal languages; this may need to be done at either the state or the district level;
- new competency based textbooks should take into account the needs of first time learners and of children in a multi-grade classroom environment.

Monitoring and management of physical implementation

Project MIS. Timely management information is essential to effective management of programs as large and as complex as DPEP. At the national level Good progress has been made in the development of a project management information system (PMIS) and establishing and staffing the institutions and organizations that are responsible for monitoring and managing project implementation. This is particularly noteworthy considering the short period that the project has been under implementation. At the State and District levels, MIS cells have been established in most offices and LCB documents for equipment purchase have been submitted to the DPEP Bureau for review as required by IDA for initial contracts. Staffing of MIS cells has been unevenly completed, in some cases through deputation and in other cases through contract. There is, however an urgent need to fill vacant posts. The mission recommends that:

- staffing of MIS cells be completed in the next two months and that relevant skills be the prime consideration for selecting staff;
- the DPEP Bureau complete review of equipment purchase documents in the next month to enable States and Districts to obtain necessary equipment;
- a carefully planned training program for SPO and DPO staff be implemented as soon as the equipment and the software is installed.

Expeditious action on procurement, installation and training should allow the second FY95/96 quarterly report (October, 1995) to be produced with the PMIS software. The National PMIS will serve as a core module for monitoring implementation. In addition state and district modules will be needed to permit: (i) planning, (ii) budgeting and (iii) accounting on a daily basis. Madhya Pradesh has already started the implementation of such a system. The mission recommends that

- a workshop be organized to allow Project Directors and MIS personnel from the other States to review this design in detail.

States are responsible for the state specific MLLs within the national framework, for developing and trialling core textbooks, workbooks and teachers' guides, and for organizing their production and distribution. It is clear that in certain DPEP states the division of responsibility for these tasks between the various entities involved is far from clear. Communication between them is often poor. In certain areas there is duplication of effort and in others no one takes responsibility. The result is poor quality and often expensive outputs. An important priority in the start-up period of the project is therefore to rationalize these activities in those states where these problems are severe.

MLL based textbooks produced so far consist of existing materials revised in order to ensure that all essential competencies are included and there is no gender bias. These revised textbooks have rarely been trialled on a scientific basis nor do teachers receive orientation in their use. They are often as overfilled and unattractive as their predecessors. The pedagogical process is hampered, furthermore, by the absence of good quality supplementary materials and teacher guides that can suggest teaching strategies for mastery of key competencies.

A new generation of materials is required. If they are to be effective, it will take time to develop, trial, revise and produce them for state wide distribution and, at the same time, to train teachers to use them. States should review their AWPEs for 95/96 to take into account these technical constraints. It may not be feasible to include orientation in the use of new materials as part of the first round of in-service teacher training because the materials will not be ready in time. The mission recommends that states:

- consider beginning this process of capacity building for the development of this new generation of materials with the development of supplementary materials and teachers guides to pedagogy without delay;
- seek assistance from wherever it is to be found; they should not assume that all their needs will be met on a national basis, but should also look to support from academic institutions and NGOs in their own state and beyond.
- arrange to provide training for academic and technical staff on an on-going basis; staff involved in materials development, production and distribution should visit national institutions and those of other states in order to confer on common problems.

Capacity building at the District Level. The DIET is the focus for pedagogical improvement at the district level. As well as playing a key role in in-service teacher training, the DIET has responsibility for local curriculum and for the development of locally specific materials. Since the development of a capacity for in-service training must be the priority, especially in those DIETs that are not yet operational, it may be necessary in the short term to limit the DIETs involvement in materials development to providing advice and information exchange on the construction and use of low cost no cost teaching aids at BRC, CRC and school levels. Once DIETs are fully operational staff should be trained in curriculum and materials development.

- all states be encouraged to organize the development of local systems as a match to the National system

Procurement Capacity. As could be expected at this stage, the mission found considerable uncertainty in states and districts as to how goods and services can be purchased under DPEP Guidelines. The recently issued DPEP Implementation Manual contains complete guidelines and procedures that are identical to those agreed to under the IDA Credit. These need to be supplemented with guidance on the nature and applicability of EC guidelines to specific situations. Intensive hands-on training in these guidelines, for both state and district personnel, is now needed. In addition, states are uncertain with respect to bidding procedures (are State Rate Contracts permissible as the equivalency of asking for three price quotations?). The mission recommends that:

- training should be mounted in the first quarter of FY95/96 to enable states and districts to proceed expeditiously with implementation while avoiding procurement errors;
- the applicability of EC procurement guidelines be clarified;
- state rate contracts are to be permitted under the project to provide one of the quotes in the procurement procedure, labeled "Three Price Quotations"; otherwise rate contracts should be avoided in IDA supported states;
- the procurement cell in the TSG should be established by April 15; as soon as the cell is operational they should work together with IDA procurement staff to clarify procurement issues and train state and district staff.

Civil Works Capacity. Civil works constitute only 24% of the DPEP budget and most states have considerable existing capacity to build schools and larger buildings. However, the mission wants to draw the attention of the DPEP Bureau to two areas that may require attention: procurement and supervision. With regard to procurement, a variety of designs for classrooms and BRCs exist, but working drawings and/or manuals are rarely available on site. Considerable confusion exists about permissible procedures, with respect to: (i) approvals of designs (are approvals of designs required from DPEP New Delhi?); and (ii) implementation arrangements to be followed (is each State required to use exclusively the procedures outlined for that particular State in Annex 14 of the SARA?). Training efforts in these matters must be intensified as summarized in the matrix attached as annex 1. Furthermore the mission recommends that that written clarifications be sent to the States on these matters as follows.

- The DPEP Bureau (using appropriate educational, architectural and engineering consulting services) should arrange to inform the States about appropriate classroom designs that have been prepared in different parts of the country. This would be for information only;
- Each state is permitted to use the designs of their choice, but they should establish a mechanism (satisfactory to the DPEP Bureau) whereby the designs are reviewed for educational appropriateness, structural stability, durability by the intended builders, and appropriate cost limits. The designs have to be functional, and the

inventory of state level resource institutions that could contribute to the capacity building program.

5. *Operationalizing SCERTs and DIETs* Progress toward DPEP's objectives of quality improvement and reduction of drop-out is critically dependent on changes in the classroom practice and school management. These change processes at the school and block level need to be supported by competent resource staff at state district level. The problems of many DIETs and SCERT are well known. The DPEP Bureau should insist that each state formulate a timebound implementation strategy for strengthening the DIETs and the SCERTs so that they can play the educational leadership role intended in the DPEP implementation guidelines.
6. *Establishing mechanisms for networking and exchange of experiences.* DPEP is a program so ambitious in scope that the traditional sources of educational and management expertise are unlikely to suffice. There is wealth of experience and resources in India in the NGO sector and in institutions outside the education sector (e.g. social science institutes, IIMs). Important to the success of the DPEP will be to establish linkages with these institutions and contract for services in their areas of competence. The traditional vertical networking approach needs to be complemented by horizontal networking between and within states. The mission recommends that the DPEP bureau and SPOs draw on this expertise as needed for the implementation of the national capacity building program and advises the states to do the same thing at the state and district level.

New Delhi, March 29, 1995

DPEP PROJECT MANAGEMENT
Recommended Capacity Building Activities

Focus	Activity	National	State Project Offices	District Project Offices	Comments
Annual Work Plan and Budget Process	<p>Thorough review of FY 95/96 AWPBs incorporating the recommendations of the mission and written authorization to states for approved state and district activities by April 30</p> <p>Release first six months funding to SIS per DPEP Guidelines by May 15</p>	<p>AWPB prepared and reviewed for all state institutions (SCERT, others) as well as SIP</p> <p>Written authorization to districts for approved activities by May 15</p> <p>Release first six months funding to districts by June 1</p>	<p>AWPB prepared for each district institution involved (DIETS, NGOs, others) as well as DPO</p> <p>Written authorization to participating institutions by June 1</p> <p>Release approved funding to district units by June 15</p>	<p>Each unit in DPEP should operate with an AWPB approved at next highest level</p> <p>Clear approval and authorizations needed for funds to be released to decentralized units</p>	
Procurement of Goods and Services	<p>Staff finance and procurement cell of TRG</p> <p>Prepare 3 day national training program for state staff in DPEP procurement and accounting guidelines by May 15</p> <p>Provide trainer to assist with state training programs</p>	<p>3 staff to participate in national training</p> <p>Organize state/regional training for district staff</p> <p>Supervise district office</p>	<p>Participate in procurement and accounting training</p>	<p>Establish broad base of procurement and accounting expertise. Training to focus on the do's and don't's of procurement under the project.</p>	
Vehicles	<p>Authorize vehicle procurement in 95/96 according to DPEP Guidelines</p>	<p>Purchase vehicles by July 1, 1995. Assign vehicles as per DPEP guidelines to districts, DIETS.</p>			

Civil Works Planning

Review/approve all state construction manuals and plans as part of AWPB review

Establish and staff civil works cell by April 30, 1995.

Review large construction plans and forward to donor agencies for approval where required

When agency approval received, authorize preparation of tender documents

Review ICB documents and submit to WB for approval

Clarify the applicability of EC procedures

Observe civil works plans as appraised by DPEP and World Bank/EC in 1994

Observe 24% civil works limit for the duration of the project.

Establish mechanism to review classroom designs and construction manuals by June 30, 1995.

Prepare and submit complete construction plans for large buildings

Prepare ICB tender documents using standard DPEP/ agency bidding documents; submit to DPEP Bureau for approval

Manage civil works according to approved plans

Ensure that design and manuals are on site, and that deviations from designs are only permitted with Engineer's approval.

The 24% limit applies for the duration of the project. Annual plans can exceed the 24% limit, but the aggregate for the State cannot.

Technical supervision to be carried out by qualified engineers at critical construction stages. Less critical stages can be supervised by laymen.

<p>Installation of Project MIS</p>	<p>Issue specifications for PIMS computers by April 15</p> <p>Complete PIMS software by May 1.</p> <p>Train state PIMS officers (hands on) by June 15.</p> <p>Provide trainer assistance to states.</p> <p>Require use of DPEP Implementation Manual Reporting Forms for July, 1995 quarterly report.</p> <p>Organize two-day workshop by April 30, 1995 to allow Project Directors and PIMS personnel to acquaint themselves with the details of the Madhya Pradesh State system.</p>	<p>Purchase computers for state and district offices by June 15</p> <p>Assign personnel to operate system</p> <p>Replicate PIMS training for state and district PIMS personnel by July 15</p> <p>Prepare July quarterly report using DPEP forms.</p> <p>Decide on specifications of a State system to permit State-specific planning, budgeting and accounting system by July 31, 1995.</p>
<p>Staffing of Project Offices</p>	<p>Strengthen DPEP Bureau to handle both implementation and anticipated program expansion.</p> <p>Appoint procurement and civil works experts to BDCM.</p> <p>Review organization and staffing of SISs to ensure full compliance with DPEP guidelines.</p> <p>Prepare study of SIS autonomy and deputation policies in all states by July 1. Review relevant DPEP policies and inform states of results.</p>	<p>Ensure full time State Project Directors in SIS</p>

Prepare computer rooms by June 15

Install computers by July 1

Participate in PIMS training

Prepare July quarterly report using DPFP forms

Emphasize getting the PIMS working as first priority. School statistics module (E-MIS) and state additional modules should wait until PIMS functioning.

The introduction of State specific planning, budgeting and accounting systems should be planned in tandem with the overall MIS system to ensure compatibility between the two systems.

Recruit staff as program expands

<p>Management Communication</p>	<p>Establish system of problem oriented supervision.</p> <p>Organize state visits so as to avoid duplication with joint supervision missions.</p>	<p>Visit each project district at least once every two months</p> <p>Hold quarterly review meetings.</p>
<p>Monitoring, Evaluation and Research</p>	<p>Organize professional review and state level trialling of EMIS - an international research conference by June 20..</p> <p>Transfer EMIS to EDCIL.</p> <p>Train state-level MIS staff in EMIS</p> <p>Establish DPEP Evaluation Cell and disseminate request for proposal of evaluation RFPs.</p> <p>Establish DPEP Research Secretariat and disseminate information on research funding.</p>	<p>Organize training for district staff in completing EMIS programs</p> <p>Complete staffing and equipping SIS MIS units.</p>

<p>Consult regularly with panchayat bodies.</p>	
<p>Organize training for headmasters in completing EMIS proforma</p>	<p>By September 1995, all DPEP Districts should be using EMIS proforma (on paper) for collecting school statistics</p>
<p>Complete staffing and equipping DSSIS MIS units</p>	<p>By September 1995, procedures for funding DPEP evaluations and research should be disseminated to research institutions</p>

Textbooks and
Instructional Materials

Organize regional workshops
in RCIEs on text on textbook
writing, illustrating and
trialling.

Organize follow-up workshops of
state and district staff, SCERT's,
network institutions on textbook
writing and trialling.

Establish Technical Resource Support
Groups for materials and module
development.

Prepare a program for the
development of MLEs, textbooks and
supplementary materials that allows
sufficient time for (a) raising the skill
levels of those involved and (b)
trialling and revising materials (c)
orientation of teachers in their use.

Prepare a program for the
development of teaching/learning
materials for special groups: tribals,
girls, children in multi-grade classes,
disabled children, first time learners,
minority language speakers.

Establish information exchange at and between DIETs on low cost/no cost teaching aids.

Ensure teachers/schools receive the funds allocated to them for materials purchase.

Complete staffing of DIETs.

Curriculum and materials development staff to receive training.

The program should cover activities in a phased manner over the next three years

<p>In service Teacher Training</p>	<p>Make training functional at NCERT</p> <p>Develop and implement staff development program including national and international exposure. (Primary methodology/ planning and management)</p> <p>Document and disseminate good practices in teacher education</p> <p>Organize inter-state exchange of experience in teacher training</p> <p>Development of exemplar training packages (materials, methodologies, etc. For teacher education</p> <p>Develop monitoring and evaluation for quality control in training</p>	<p>Develop and implement staff development program at state level institutions (SCERT and other resource institutions and master trainers</p> <p>Develop and produce teacher in-service training materials</p> <p>Establish Monitoring and Evaluation System for quality control</p>
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Make DIET's, HRC and SCL
fully operational during 95/96

Develop and implement staff
development program including
HRC and SCL staff

Develop district specific training
material

Establish monitoring and
evaluation system for quality
control

SCL provide support to schools to
improve classroom practice

HRC/SCL initiate action research
for school improvement

**DISTRICT PRIMARY EDUCATION PROJECT - ASSAM
JOINT SUPERVISION MISSION (March 13-16th., 1995)**

A joint supervision mission comprising David Theobald (EC consultant) Team Leader, Prof C. Seshadri, NCERT, DoE/GOI, Prof Kuldip Kumar, NCERT, DoE/GOI, Mr T Radha, Joint Secretary, Andhra Pradesh, DoE/GOI visited Guwahati and the districts of Darrang and Morigaon between March 13-16th., 1995. The team gratefully acknowledges the assistance and co-operation of the Government of Assam; State & District Project staff, NGO representatives, village representatives, teachers, parents and children in carrying out this mission. Drafts of this note were discussed with officials of the SIS and comments incorporated. This note summarises the findings of the team and will be further discussed with the GOI in New Delhi.

The mission tried to review the following:

- progress in operationalising the state implementation society at state and district levels, focusing on staffing and the establishment of systems for financial control and procurement.
- the implementation actions to date and utilisation of resources released
- the annual work plan and budget for FY 1995/96.
- analyse the readiness of the state and district level institutions, especially SCERT, Textbook Corporations and DIETs and for project implementation.
- the extent to which the project concept has been disseminated to the school, village and block level.

Outcomes:

- state and districts receive feedback on assessment of progress to date and planning for 1995/96.
- capacity building for all persons participating in the supervision exercise.
- DPEP Bureau and funding agencies obtain feedback on progress to date and planning for 1995/96.

Summary of findings and recommendations:

- State and District Project Offices staffed and beginning to function; basic administrative, accounting and procurement systems in place. The State Government is yet to deposit its 15% contribution to the state society's 1994/95 budget.
- A draft Annual Work Plan & Budget for 1995/96 has been produced. There is concern both within the project and among the team that the plan covers too many different activities in too short a period in what is effectively the first year.
- The gender profile of the State society, project staff and resource persons is unequal; it appears that some linguistic groups are represented, but not all. The strategy for increasing the number of women teachers is yet to be implemented.
- The operational capacity of new units (SPO & DPOs), existing institutions (SCERT, DIETs/BTC) and proposed new institutions (BPC & CRC) needs further development in order for them to carry out the range of tasks envisaged under the project. A strategy for capacity building is needed relying more on local institutions & organisations.

- Introduction of a new construction system through Village Construction Committees (VCC) and designs involving new techniques may prove difficult to supervise with the current engineering staff strength. Alternative user friendly designs may be developed, in consultation with VCCs, that are within the competency of a VCC and the existing supervision arrangements.
- The delay in establishing DIETS limits the resource base at district level for training, monitoring and research and may slow down implementation of the project. A strategy for speeding up the functioning of DIETs is needed.
- Plans for several areas (teacher training, NFE & ECE) have been conceptualised. They require further consultation at several levels and more realistic time scales for development and implementation.
- Approvals on construction and computer contracts are still awaited from DPEP Bureau in New Delhi.
- Strategies for improving the existing system of primary education need to be made clearer to ensure improvement of existing services as a foundation for DPEP interventions.
- The project concept is becoming known at state & district levels and there are plans for greater participation at village level in the forthcoming year.

- SIS to approach DPEP Bureau and EDCIL for guidelines and technical guidance related to hardware, software and human resources planning aiming at MIS being operational by September 1995.

Civil Work Lack of clarity on responsibilities, guidelines, bidding procedures and procedures for overall and on-site supervision and monitoring.

- Clarify DPEP Bureau, SIS, DPOs and PWD and Panchayatraj departments role and responsibilities
- SIS to provide basic designs, material specifications and construction manuals for VEC and headteachers by May 15.
- Reconfirm requirement to submit plans for civil work to DPEP for approval prior to starting bidding and construction.

Teacher training Requirement for overall plan of capacity building for and implementation of DPEP teacher training and of roles played by NCERT, SCERT, DIET and BRC.

- Prepare plan and training strategy including school based approaches as part of AWPB 95/96, clarify responsibility for training design and delivery and mobilize/sub-contract to external resource institutions if required.
- Adjust SCERT and DIET staffing in quantitative and qualitatively terms to meet DPEP INSET requirements.
- Training coordinator to be appointed at SIS.

Research, Monitoring and Evaluation No priority and staffing for research, monitoring and evaluation so far. No use of innovation fund for research. Schools do collect education and school statistics and implement household surveys twice a year. RCE has started DIET in-service training in action research.

- Clarify and disseminate information on Innovation Fund. Enhance use of this fund for action research with DIET assistance.
- Disseminate DPEP Calling at sub-district and school/community level.
- Incorporate data of household surveys in EMIS and provide guidance to SIS, DPOs to use EMIS for planning and management.

Institutional development for pedagogical improvement Textbook Board is under preparation, some technical assistance is required in this. SCERT needs restructuring in view of possible integration of SIEMT and to enhance quality support to DPEP.

Priorities for next six months

1. Making SIS, DPO, and DIETs fully operational.
 2. Strategic planning for AWPB 95/96 including activity budget and activity plans.
 3. Provide clear guidelines for civil construction and procurement to be adhered to.
 4. Development of in-service training strategy and training plan including identification of existing material, revisions if required and ultimately in-house or contracted out development.
 5. Filling up of existing vacancies through redeployment of staff to DPEP in order to meet requirements of additionality.
- (5) Plan for restructuring SCERT and establishing SIEMT within SCERT.

Given the commitment to DPEP at all levels and the direct interest of policy-makers at state and district level as well as schools and Village Education Committee's aspirations to improve access to and quality of primary education in their community, the mission has confidence that DPEP in Haryana will be soon on track.

DSERT for the purpose. Aspects of ongoing data capture formats need to be an addition to the national MIS, if at all necessary.

In-Service Teacher Training. DIETs and DSERT need to evolve a scheduled plan of action and relate their training programs and their own materials requirements to this plan of action, lest training become a futile ritual.

Pedagogical Improvement. Some efforts have been made to revise school textbooks for Standards I and II in collaboration with UNICEF and keeping in view the perspective of MLL. These revisions need to be done for the remaining classes and keeping in mind the additional aspect of gender and culture sensitivity.

Programs of early childhood care might be linked to primary education where no such facilities exist, as visualized in the DPEP.

Monitoring and Management of Physical Implementation. Three items warrant special attention here: the introduction of accounting and reporting systems; civil works related issues; and procurement. With respect to accounting and reporting systems, the Karnataka authorities are contemplating hiring the services of National Informatics Center (NIC) on a contract basis to establish and operate appropriate reporting and accounting systems. The mission fully endorses this approach.

With respect to civil works management, the mission fully endorses the concept that the services of Zilla Parishad (ZP) Engineering Department be augmented where possible by appropriate and qualified NGOs to prepare plans for classrooms in order to enrich the designs. The VECs should also be encouraged to participate in the classroom construction process. These participatory approaches are likely to be used in Mandya District, while in Kolar the ZP Engineering Department is likely to organize traditional construction departmentally.

Regardless of construction organization used, the mission stresses the following principles:

- The designs have to be functional, and the working drawings and construction manuals have to be appropriate for the job. The mission noted that the existing drawings are only sketch plans, not construction drawings. All designs should be checked for accuracy/errors, especially with respect to dimensions of rooms and load bearing structures.
- Technical supervision has to be carried out by technically qualified engineers at critical construction stages, such as the laying of foundation and casting of beams and roofs.
- The designs, construction methods and materials should be economical and appropriate for the purpose.

With respect to procurement, the adopted procedures should be in accordance with those agreed between the World Bank and the Government. On return to New Delhi, the mission will seek clarification on whether procurement under rates contracts is permissible as an extension of the concept of requesting three price quotations. To ensure continued adherence to the agreed procurement and accounting procedures, the mission recommends that the World Bank's New Delhi office arrange for periodic seminars for key officers at District and State levels (this can of course cover officers from more than one State at a time).

Conclusion.

Some of the general principles underlying our suggestions are networking, decentralization, capacity building, flow of information through adequate monitoring systems, community participation and social accountability in procurement practices. Given the impressive start of the program, we feel confident that the DPEP in the State would progress along the lines of these general principles.

DISTRICT PRIMARY EDUCATION PROGRAM (KERALA)
JOINT SUPERVISION MISSION 12-17 MARCH 1998

A joint supervision team comprising Inge Eichner, EU (team leader), Dr. John Kumen (GOI), Latha Baskar (GOK), Dr. N.V. Varghese (NIEPA) visited Kerala and the districts of Kasargod and Wayanad between March 12-17th. The team extends its thanks for the assistance and cooperation of the Government of Kerala, State and District project staff, village, parents and teacher representatives and students in carrying out this mission. Presented below is an informal summary of the findings and suggestion of the team, these will be further discussed with the GOI in New Delhi.

Major findings of the mission: The direct DPEP implementation institutions are well in place and functioning, especially the SPO. However, the supporting institutions SCERT and DIETs need to be further strengthened and improved.

State level: SPO systems and procedures are in place, accounts are kept work on the MIS has started, the minimally required staff is in place, all required reports for the mission were submitted in time. The draft AWPB 95/96 was presented. Expenditure under the AWPB 94/95 is slow, mainly due to the delay in the release of funds. The State Project Director (SPD) will be on full time basis as from 25.3. Functional linkages exist through the SPD being ex officio Deputy Secretary (Education) to Government and the Additional SPD being the Director of the SCERT. The staff of the SPO is aware of their tasks and their motivation is impressive.

SCERT: transformation from SIE into SCERT has been legally concluded. The strategy and reorientation of the staff for the new tasks under SCERT is still outstanding. SIMAT will initially be a Dept. of SCERT and needs complete new staffing, that apart from their departmental functions can assist SCERT in management and administrative aspects. The construction of the new SCERT building is delayed because the post of Civil Engineer in the SPO is still vacant.

District level: The active and supportive role of the District Collectors in the implementation of DPEP is important and presently very positively felt in all the districts.

Kasargode:

DPO: Systems and procedures are in place, accounts are kept. The draft AWPB 95/96 was presented. The office is understaffed; basic inputs into the MIS have been provided. Functional linkages exist through the Deputy Director Education (DOE) being District Project Coordinator and the Additional Project Director being the Principal of the DIET. The DPO has been set up two months ago and still needs guidance.

DIET: The agreed status for start-up of implementation of DPEP has not been reached. Of the required 23 staff 3 positions are still vacant. The agreed basic equipment prior to DPEP supplementation is still lacking although funds from MHRD were released in 1990/91. Equally the building extension was discontinued in 1992 and is not available for DPEP training. The staff needs further orientation for DPEP tasks, especially for the innovative approach to in-service teacher training including classroom monitoring involving teachers.

AEOs: are informed about DPEP and ready to cooperate. All 7 AEOs in Kasargode are men, no woman.

VECs (Panchayat Education Committee): are informed about DPEP but sometimes still critical concerning the objectives of DPEP. Further dialogue is required.

MTAs/PTAs: New MTAs have been formed and PTAs and MTAs are aware of DPEP. The two associations see their role as complementary: PTAs concentrating on the school-hardware (infrastructure) and MTAs concentrating on the software (home-pedagogy). One MTA felt already an improvement of their children's school achievements because of the new support the mothers are providing for the homework.

Wayanad:

DPO: Systems and procedures are in place, accounts are kept. The draft AWPB 95/96 was presented, it needs to be refined. The office is understaffed. Basic inputs into the MIS have been provided. Staff does

not know their financial powers/procedures. The District Project Officer/DDE will retire soon and should be replaced by a person who has the same dual function. The AWPB 95/96 needs to be supplemented.

DIET: Principal and staff are committed, but need considerable staff development. The physical situation is similar to Kasargode. A more comprehensive strategy for girls education is required as well as for tribal education and a more comprehensive role for volunteer organizations.

Schools: Innovative classroom and school designs are required. Community contribution to school/classroom construction in cash or kind should be actively promoted. Rethinking ECE strategy towards strengthening ICDS is necessary.

Summary of recommendations (In order of priority under each of the four sections): Institutional Development/Staffing

- SCERT has to be fully staffed and reoriented towards their new tasks. The Joint Director SCERT in charge of SIMAT should be recruited with highest priority in order to establish the new Department and assist SCERT in its reorientation.
- The DIETs should be made fully functional for taking up their DPEP tasks in terms of staff
- The recruitment of Civil Engineer for the SPO (condition for construction of SCERT and supervision of BRC-construction) should be speeded up.
- In Wayanad the appointment of Civil Works in charge.
- Increase SPO and DPO staff up to the envisaged strength.
- Provision for Deputation Allowance for staff on deputation in SPO and DPOs should be made.
- The policy of the SPD's ex-officio responsibility for DPEP and dual charges for DPC and Add. SPD and Add. DPCs is recommended.
- Female staff in DIETs and amongst AEOs should be increased.
- Staff development should be reflected in the AWPB at all levels for all agencies implementing DPEP.

Pedagogical Improvement/Teacher Education/Educational Planning and Management

- Comprehensive action plan indicating national, state, and voluntary support organizations needs to be drawn up for the reorientation of the SCERT to fulfill its DPEP tasks.
- SCERT and DIETs need and have requested practical training for their staff to conduct training for teachers to transact MLL in the classroom and improve achievement levels of students, and training in other DPEP areas.
- Strategy for tribal's and girls education is required.
- More involvement of NGOs in all aspects of DPEP needs to be actively promoted.
- Information should be gathered for classroom monitoring from the APEP and other sources in order to refine the planned in-service teacher training strategy.
- DIETs should continue management training for headmasters.
- Guidelines for follow-up data input into EMIS should be provided from MHRD.

Civil Works/Equipment

- All outstanding construction and equipment purchases for SCERT and DIET to be completed.
- Innovative classroom and school designs are needed.
- Community funding partial costs of school/classroom construction in cash or kind needs to be actively promoted.
- Specifications for computers to both operate MIS and EMIS should be provided from MHRD

Others

- The format of the AWPB should be continuously improved
- A competition/award system could be used to sponsor innovative ideas and their dissemination
- Successful innovative ideas should be disseminated through state and district newsletters and DPEP Catalog
- The possibility of re-usage of better quality textbooks in order to reduce distribution problems should be investigated

DPEP Joint Supervision Mission - Madhya Pradesh
March 13-16th., 1995

A DPEP joint supervision mission comprising John Middleton (World Bank team leader), Philip Cohen (ODA), Sabine Kemath (EC), S. Mukhopadhyaya (NIEPA), and A. Panigrahi, S. Nayana Tara, R. Dwivedi, and S. Menon (DPEP Bureau) visited MP March 13-16, 1995. The mission held discussions with State officials in Bhopal, and completed field visits to Rajgarh, Betul, Panna and Shadol Districts. The mission would like to express its gratitude to officials of the GOMP, the Rajiv Gandhi Shiksha Mission (RGSM), and the districts visited for their assistance. Special note is taken of the comprehensive documentation provided by the RGSM, including a 94/95 progress report and 95/96 Annual Work Plans and Budgets for the RGSM and the four districts. This summary of observations represents the professional views of the mission on major points, and is not intended to be a comprehensive analysis of implementation progress.

Implementation Progress . Considerable progress has been made in establishing the foundation for effective implementation. The General Body and the Executive Committee of the RGSM have been formed and are active. The Executive Committee has approved financial rules and regulations, the creation of posts, and the 94/95 work plan and budget. Accounts are well maintained.

There has been considerable capacity building through networking. RGSM has established technical support groups for materials development, training design and development, and gender issues. These groups draw explicitly on the expertise of NGOs and consultants, from within and outside the state. The approach has much promise for bringing an extended range of expertise to project implementation. The RGSM also provides integrated management of both the DPEP and Total Literacy Campaigns (TLC), and community mobilization efforts for TLCs and for primary education have been impressive.

Newly elected local governments have been given substantial authority over primary education: Gram Panchayats now appoint all new teachers, can modify school timings to suit local conditions and reduce a teacher's salary for days of non-attendance. Janpad and Zilla Panchayats have authority over teacher transfers. District observations suggest that these stakeholder powers are being exercised effectively.

Priorities for Implementation in FY95/96

- **Financing.** Of the 30 crore rupees authorized for RGSM in FY94/95, only a third has been released by DPEP/GOL. On approval of the 95/96 work plans and budgets for RGSM, the DPEP Bureau should give highest priority to obtaining outstanding EFC clearances and releasing six months of estimated approved expenditure as per DPEP Guidelines.
- **Staffing.** Completion of staffing will be essential to effective service delivery, especially in districts
- **MIS Development.** The RGSM MIS cell is well staffed with experienced computer professionals, and should, with appropriate technical support, be able to provide the training and technical support needed to install the PMIS in MP districts (and in other states)

Capacity Building Good progress has been made in providing information and guidelines to districts. The mission recommends that priority be given in 95/96 to three project management activities:

- **Improved Management Communication.** Methods could include more frequent and routine visits to districts, a periodic "district forum" to facilitate sharing of experience across district boundaries, and formal seminars on DPEP management documents (especially the Implementation Manual)
- **Procurement training.** "Hands on" in depth training using DPEP guidelines and MIS for State and district staff in procurement procedures would help the project move ahead more quickly
- **MIS Installation.** MIS facilities, procurement of furniture and equipment and staff training for all project units should be completed by September, 1995. This schedule depends on the transfer of the DPEP MIS system from Delhi. Pending the installation of the computerized PMIS, a user manual, developed from the Districts and from the State should be prepared following the format and guidelines in the DPEP implementation manual.

Pedagogical Improvement

- **Textbooks.** The RGSM, on the advice of the Technical Support Group, has asked agencies (including SCERT) to prepare new MLL based textbooks for trialling in the school year 1995/96 (introduction in 1997/98). Trialling, feedback and action on feedback is important and perhaps contact should be made with the Andhra Pradesh Primary Education Project where trials are already under way.
- **Skill Development.** At present the SCERT and the DIETs lack personnel trained in materials development. The Technical Resource Support Group for teaching/learning materials development should consider using materials and training resources from other States.
- **Special Groups.** There are very few materials specifically for the use of tribal children. Core textbooks have been analysed and revised for gender bias. The same is need to be done for supplementary materials and teaching/learning activities in in-service training.
- **State Textbook Corporation.** The MP Textbook Corporation will have a Desk Top Publishing and a computerized inventory control system. Liaise with organizations involved in trialling is important to make sure production specifications match cost criteria and available plant and materials.
- **Teacher Training.** Generic training needs have been identified for the SCERT but adjustment of the training load to the capacity of SCERT and DIETs during the period of capacity building for training has not been addressed. DIETs have typically planned far more training than can be accomplished with acceptable quality. The number and variety of training courses should be reduced in 95/96 to provide time for capacity building. Priority should be given to preparing master trainers and primary teachers. The teacher training course should be designed to build a few key classroom skills in teaching to MLL standards in reading and mathematics. Shikshak Samakhya provides a useful base on which more comprehensive in-service teaching skills development programs can be built.

Much of the proposed training will be for new roles and new skills. Support from the Training Resource Group at NCERT is vital for key capacity building activities at SCERT:

- **Materials exchange.** Teacher training modules developed for other Hindi speaking states by NCERT can be adapted to enable SCERT and DIET staff to efficiently become familiar with new materials.
- **Trainer training.** A model course (possibly involving several agencies) in methods of training for master trainers should be developed and provided to key staff from SCERT and DIETs immediately.
- **Management training.** Assistance should be sought from other management institutions and informal training, such as through inter-district study tours and seminars, should also be encouraged.
- **Filling vacant DIET posts.** Authority has now been given for vacant lecturer posts to be filled by retired teachers. Consideration should be given to taking on skilled primary school teachers.

Research and Evaluation. Capacity building for research and evaluation has appropriately low priority in 95/96, given the importance of developing project management and teacher training capacity. However, it is proposed to pilot test Alternative Schools in 20 sites per district in the coming year. A research design and instrument development workshop should be held to prepare for the evaluations (technical support from the RGSM network would be helpful) and evaluation be limited to 5-10 sites in 3-4 districts where DIETs are most well established.

Civil Works. Site lists, land transfers and a construction manual have been completed. The RGSM is well placed for the 95/96 civil works program, under which 198 BRCs and 1310 school buildings will be constructed. Construction will be carried out through Block Nirman Samitis (for BRCs) and Gram Panchayats (for school buildings), with technical support and weekly supervision by the Rural Engineering Service (RES). Mission discussion with panchayat members and RES staff in the districts indicate that roles are well understood. Accounts have been opened at the block level. Provided DPEP releases 95/96 funds to the RGSM in a timely manner, the 95/96 civil works program should be implemented successfully. In some districts collectors are using JRY funds to advance school construction in sites not covered by the RGSM. The RGSM construction manual and procedures are being followed.

**DISTRICT PRIMARY EDUCATION PROJECT – MAHARASHTRA
JOINT SUPERVISION MISSION (March 13-16, 1995)**

A Joint IDA-GOI Supervision Mission visited Maharashtra March 12-16, 1995. The mission comprised Ms. Marlene Lockheed (IDA, Team Leader), Ms. Geeta Verma (Unicef), Ms. Anupam Ahuja (CERT/GOI) and Mr. Padam Vir Singh (LBSNAAGOI). The team wishes to express its appreciation to Mr. S.P. Upasani, Chief Secretary, Government of Maharashtra, Mrs. Kumud Bansal, Secretary Education, Government of Maharashtra, Dr. Sanjay Chahande, DPEP State Project Director, Mr. S.S. Salgaonkar, Director Education, Mr. Kalpande, Director SCERT, Mr. Rajiv Jalota, CEO Osmanabad, Mr. Pai, CEO Parbhani and their staff for the many courtesies extended to the mission during its visit. This informal report summarizes the findings of the mission with respect to: (a) management, (b) civil works, (c) pedagogy, (d) teacher training, (e) research, evaluation and monitoring and (f) other issues. It is not an official report; it will serve as background for the Mission Aide Memoir which will be discussed with the GOI on March 24, 1995.

Management

The mission was pleased to see that the Maharashtra Prathamik Shikshan Parishad (DPEP SIS) was largely functional and had accomplished many of its objectives for the first quarter of the project year: it was operational and staffed with 6 of 10 key staff, and had completed district supervision missions, an annual work plan and budget (AWPB) for FY95-96, draft financial and management regulations, had transferred 207.50 lacs rupees to bank accounts of District offices for primary teachers to prepare teaching-learning materials and primary schools to build their environment; 10.71 lacs rupees to Districts for management of District-level programs and approximately 12.50 lacs rupees to state-level institutions for their programs. The mission was particularly gratified that discussions with BRC coordinators, CRC coordinators and school level personnel indicated that funds had been passed onward to these levels. Suitable accounting records were being maintained.

In the next six months, the SIS will need to complete its staffing, so that the EMIS-in-Charge, the Civil Works-in-Charge and the Media-in-Charge are in place. These posts have been advertised and it is expected that they will be filled shortly. With respect to the MIS, the SIS would need to prepare tender documents for computers and related peripherals, install the software platform, and arrange for district-level training of school-level personnel in how to complete the EMIS pro-forma.

Civil Works

No civil works were completed during the period of review. Construction drawings for schools have been approved, and those for BRCs are under review. Progress in school construction has been delayed because of uncertainties regarding responsibility for construction, which is typically undertaken by Zilla Parishads in Maharashtra. The mission observed that more civil works than originally appraised are being proposed.

In the next six months, agreements will need to be reached regarding the scope of the civil works program for Maharashtra and the procedures for building schools. Concern regarding the efficiency of Zilla Parishad school construction procedures was expressed, and alternatives may need to be identified. The mission recommends that final decisions regarding procedures for implementation of the civil work program be made in the next one-two months. For SCERT, construction drawings for the building, site selection and preparing of tenders for bid would need to be developed.

Pre-Service and Pre-Service Teacher Training

While many DPEP orientation training courses have been offered at the Cluster, Block, District and State level, relatively little has been spent on these activities. At the State level, approximately 10% of targeted resources for training programs have been disbursed to date for 30 of 55 programs. At the District level, less than 1% of targeted resources have been spent on training and workshops for about 10 of 53 targeted

programs carried out and DIETs have not been established in 4 of 5 DPEP Districts. No training resources have been disbursed at the Block level although 5 programs have been carried out. At the Cluster level, 10 of 24 targeted programs have been carried out with fewer than 5% of resources expended.

In the next six months, highest priority for in-service training should be given to establishing DIETs in the four DPEP Districts that lack them, making functional all DIETs and preparing clear criteria for staff selection. The mission suggests that prior experience with innovative teaching practices at the primary school level be considered a key criteria. For pre-service training, a comprehensive revision of the two-year program needs to be initiated in light of MLL. The mission recommends that a teacher training curriculum committee be established at SCERT with membership including primary school teachers experienced with innovative teaching methodologies (possibly BRC coordinators), SCERT educationists, and Textbook Board representatives. The integration of pre-service with in-service training is recommended.

Pedagogical Improvement

The principal means for pedagogical improvement has been the establishment of CRCs and the appointment of CRC coordinators, who would provide academic supervision and guidance to teachers in 9-10 primary schools. The Maharashtra project does not include specific activities to strengthen the capacity of SCERT, DIETs, BRCs or CRCs to provide improved pedagogical training.

The mission recommends that a strategy for regular training (that is, monthly) of CRC coordinators be developed; the plan would include provision for obtaining feedback regarding the effectiveness of the training program and how the program might be modified on the basis of experience. The mission also recommends that a strategy for involving SCERT and teachers in textbook writing be developed for the next six months to synchronize with the upcoming academic session.

Monitoring, Evaluation and Research

As planned, little monitoring, evaluation or research activities have been undertaken to date. One exception is the house-to-house survey of school age children undertaken with the help of school teachers and VECs. Another exception is the systematic and close monitoring of attendance in all 5 DPEP districts. State and District institutions do not appear to be aware of the DPEP Monitoring, Research and Evaluation programs.

No immediate actions are required in the next six months. When information regarding the National Monitoring, Research and Evaluation Programs is available, it should be transmitted to SCERT, MIEPA and District DPEP offices.

DISTRICT PRIMARY EDUCATION PROGRAM - Tamil Nadu
Joint Supervision Mission (March 13 to 17 1995)

A Joint Supervision Mission visited Tamil Nadu on March 13-17 1995. The team consisted of Mr. Adnaan Verspoor, World Bank (team leader), Mr. Ulf Metzger, European Union, Mr. K.S. Chellam (GOI), Ms. Sandhya Paranjpe (GOI), and Ms. Alaka Singh, World Bank. The team met with officials of the State Project Directorate, the PWD, the DTERT and Tamil Nadu Textbook Corporation in Madras and, District Project Office (DPO), DIETs and visited several primary schools at South Arcot and Dharmapuri districts. Members would like to express their appreciation for a comfortable and well organized trip. The progress reports prepared by the SPO and DPOs gave comprehensive information on the status of implementation.

This informal note summarizes the mission's findings and suggestions for the implementation of DPEP under some specific heads: project management and civil works, teacher training, pedagogy and monitoring and evaluation. The note represents the views of the missions members that visited Tamil Nadu and are subject to modification following discussion of the mission findings with GOI.

Teacher Training. At all levels there was a remarkable awareness of the importance of teacher training. However, the immediate challenges are daunting. To launch this task effectively the mission suggests that

- institutional capacity building at all levels be taken up as a priority and that actual DPEP in-service training programs be started at the earliest at the end of 1995 after BRC staff has been identified and intensively trained in primary methodology and in the organization and running of intensive teacher in-service programs;
- some areas special attention, specifically activity oriented teaching/learning, dealing with bigger classrooms, multigrade teaching, MLL, and classroom and school management;
- training in planning techniques be provided to enable the staff of DTERT, DIETs and BRCs to plan and monitor courses, and to prepare annual work programs and task budgets which may be considered for funding;
- the standard equipment list of BRCs be revised to meet the needs of DPEP training, eg. a small library of reference books and video material;
- some coherence of pre- and in-service training be ensured by introducing the same teaching methods and teaching materials in both.

Pedagogical Improvement. DTERT and DIETS are the major institutes concerned with material development and training, and TNTC with design and printing of textbooks. To initiate capacity building here, attention needs to be given to:

- developing a strategy for linking material development and training for improved pedagogy at all levels including a plan for systematic monitoring and evaluation of new materials and training;
- coordination of courses in design and production of educational material for DTERT should be coordinated with courses for authors/designers of TNTC;
- preparing an action plan for support and strengthening capacity building at the State and districts;
- review of the revised material prepared by TNTC for Class I by a national group of experts.

Research, Evaluation and Monitoring. Training in this area has not yet started — no Senior Research Assistant (SPR) or MIS staff member has been appointed nor are any statistical assistants in position at the district level. Priority should be given to:

- recruitment of appropriate staff at all levels
- a state level workshop to disseminate information and to provide technical guidelines to handle data and information at all levels.
- sufficient funding monitoring and evaluation in approved action programs
- starting a state level newsletter published by SIS or DTERT to disseminate information to DPEP institutions

Awareness campaign. While information on DPEP objectives has been communicated widely, the effort has to be sustained and a plan should be made for project funds expenditure for this in the FY 95/96.

DPEP Joint Supervision Mission to Assam

March 12 to 17 1995

1 Abbreviations

APWB	Annual Work Plan and Budget
BRC	Block Resource Centre
BTC	Basic Training Centre
CRC	Cluster Resource Centre
DIET	District Institute of Education and Training
DoE	Department of Education, Ministry of Human Resource Development
DPO	District Project Office
GOI	Government of India
MLL	Minimum Levels of Learning
NCERT	National Council of Educational Research and Training
NFE	Non-Formal Education
SCERT	State Council for Educational Research and Training
SPO	State Project Office
VCC	Village Construction Committee
VEC	Village Education Committee

2 Background

2.1 Under the agreements between the Government of India and the World Bank & European Commission, joint supervision missions of consultants nominated by the three parties would visit participating states to review progress.

2.2 Objectives

- Assess progress in operationalising the state implementation society at state and district levels, focusing on staffing and the establishment of systems for financial control and procurement.
- Review the implementation actions to date and utilisation of resources released
- Examine the annual work plan and budget for FY 1995/96.
- Analyse the readiness of the state and district level institutions, especially SCERT, Textbook Corporations and DIETs and for project implementation
- Assess the extent to which the project concept has been disseminated to the school, village and block level.

2.3 Outcomes

- State and districts receive feedback on assessment of progress to date and planning for 1995/96
- Capacity building for *all* persons participating in the supervision exercise
- DPEP Bureau and funding agencies obtain feedback on progress to date and planning for 1995/96.

2.4 The team consisted of :

David Theobald (EC consultant) Team Leader
Prof C. Seshadri, NCERT, DoE, GOI
Prof Kuldip Kumar, NCERT, DoE, GOI
Mr T Radha, Joint Secretary, Andhra Pradesh, DoE, GOI

The schedule of visits is described in Annexure 12.

- 2.5 The team gratefully acknowledges the assistance and co-operation of the Government of Assam, State & District Project staff, NGO representatives, village representatives, teachers, parents and children in carrying out this mission.

3 Summary

- 3.1 State and District Project Offices started and beginning to function, basic administrative, accounting and procurement systems in place. The State Government is yet to deposit its 15% contribution to the state society's 1994-95 budget.
- 3.2 A draft Annual Work Plan & Budget for 1995-96 has been produced. There is concern both within the project and among the team that the plan covers too many different activities in too short a period in what is effectively the first year.
- 3.3 The gender profile of the State society, project staff and resource persons is unequal; it appears that some linguistic groups are represented, but not all. The strategy for increasing the number of women teachers is yet to be implemented.
- 3.4 The operational capacity of new units (SPO & DPOs), existing institutions (SCERT, DIETS/BTC) and proposed new institutions (BRC & CRC) needs further development in order for them to carry out the range of tasks envisaged under the project. A strategy for capacity building is needed relying more on local institutions & organisations.
- 3.5 Introduction of a new construction system through Village Construction Committees (VCC) and designs involving new techniques may prove difficult to supervise with the current engineering staff strength. Alternative user friendly designs may be developed, in consultation with VCCs, that are within the competency of a VCC and the existing supervision arrangements.

- Action plan for incorporation of recommendation of the Girls education workshop regarding
 - increasing the number of schools within the reach of girls.
 - appointment of more female teachers
 - awareness programme for girls education among community.
 - change of school timings, which are likely to improve the enrolment & retention of girl children in the primary schools
- Action plan for the implementation of findings of the Tribal study and participation of Assam Tribal Research Institute and tribal representatives in issues relating to implementation of DPEP
- Study on appropriateness of creches in SC ST areas to reduce drop out of girls

4.2 Issues

- Deposit of 15% share of the 1994-95 budget by Government of Assam to the State Society as soon as possible.
- The society and state project have encountered a number of difficulties during start up, most have been resolved, but a number remain
- The society expects to increase representation on its General Body of NGOs and women
- A number of technical resource groups will be formed to assist in planning and implementation of project activities. At present there is a lack of suitable people in the state to act as consultants, researchers and trainers for a large number of proposed activities. Competent people at Regional and National level are not available for the time needed. A Task Force for capacity building will be set up to identify the needs of the various activities, search for available and potential people and develop a strategy for capacity building.
- The special situation of the autonomous position of the Karbi Anglong District in DPEP awaits resolution by GOI. Additional activities will not take place until this is resolved. In the meantime, an agreement on accounting for the funds already released needs to be reached between the District Council and the state society
- The implementation of construction activities and the purchase of computers awaits clearances from DPEP Bureau. The type, number and response time of central clearances needs to be clarified

- 3.6 The delay in establishing DIETS limits the resource base at district level for training, monitoring and research, and may slow down implementation of the project. A strategy for speeding up the functioning of DIETS is needed
- 3.7 Plans for several areas (teacher training, NFE & ECE) have been conceptualised. They require further consultation at several levels and more realistic time scales for development and implementation.
- 3.8 Approvals on construction and computer contracts are still awaited from DPEP Bureau in New Delhi.
- 3.9 Strategies for improving the existing system of primary education need to be made clearer to ensure improvement of existing services as a foundation for DPEP interventions
- 3.10 The project concept is becoming known at state & district levels and there are plans for greater participation at village level in the forthcoming year

4 Planning and Management

4.1 Achievements

- The state society is functioning and has established a state project office which has recruited most of the staff complement, established its offices and set up its main operating procedures. It has copies of key project documents and is conversant with the scope and procedures of DPEP.
 - Financial procedures have been set up, state and district units can receive and disburse funds, financial records and accounts are kept, reports prepared and a limited number of goods and services can be procured
 - Districts and the state have discussed and prepared draft activity plans for 1995/6; these are yet to be formally approved by district and state bodies.
- Staff at all levels appear enthusiastic and well motivated. However they understand the ambitious nature of the project and many of the likely difficulties they will encounter
- Only one DIET has been established in the project districts (Darrang), and it became functional in November 1994. It currently has a staff of 12, and is conducting initial teacher training for 40 male teachers. District Resource Groups have been established in all four districts, to undertake a number of tasks that would normally involve DIET staff. DIETs in the other DPEP districts will be established over the next 2-3 years

- The remaining staff vacancies are dependant on identifying appropriate people and their willingness to accept the offer of a post. A degree of uncertainty about the type of work and the anticipated workload have deterred a number of people; enhanced deputation allowances have now been agreed.
- Chairpersons of District committees are not fully conversant with their responsibilities on appointments, finances and approval of plans when the procedures are different to normal government regulations. Job descriptions and work plans, in general, need better specification; external consultancy and training is being considered to determine needs and develop a strategy.
- Absence of DIETs in 3 districts remains a serious problem in terms of providing resource support and venues for training

4.3 Annual Work Plan & Budget 1995/96

- Overall work plan contains a large number of activities, some of which need prioritising and rescheduling. As activities are rescheduled care will be needed to ensure that linkages to other programme components are maintained
- Strategy for identification of localities of disadvantaged groups, low enrolment villages & hamlets, ST/SC localities needs to be worked out bearing in mind factors such as the cultivation season.
- Potential involvement of NGOs needs to be examined in relation to a large number of planned activities.

5 Monitoring, Evaluation and Research

5.1 Achievements

- Awareness building for DPEP related research, evaluation and monitoring initiated. Three day orientation workshop organised in December 1994. Participants included faculty members of Departments of Education, Anthropology of Dibrugarh & Guwahati Universities, Principal SIE, faculty of SCERT, state project society staff at state & district level, DIET faculty, school teachers and NGOs.
- District level workshops organised to share findings of baseline studies with stakeholders.

5.2 Issues

- Capacity building at SCERT, SIE & DIETs to undertake systematic research & evaluation studies

- Anchoring of available state level institutions in education and other sectors in Assam with the state project society to undertake diagnostic studies to identify training needs of school teachers to prepare need based programmes of intervention in teacher training, curriculum, & management of effective schooling.
- Networking of National resource organisations in educational research, evaluation and related training with SCERT/DIET, BRC/SLC for research, evaluation and monitoring inputs in DPEP interventions to realise DPEP objectives.
- Formulation of state agenda for training in research & evaluation.
- Long term planning to develop a cadre of persons trained to undertake research & evaluation in primary education.
- Twinning of state level NGOs & other institutions with national level resource organisations in educational research for academic & technical support on continuous basis.
- Need for monitoring implementation of programme interventions at state & district level.

5 Annual Work Plan & Budget 1995-96

- Only budgetary allocations made, activities to be identified.
- Activities to be concretised after thematic workshop on research, evaluation & monitoring at New Delhi on 21 March 1995.

6 In-service Teacher training

6.1 Achievements

- Appointment offers for three positions of consultants (out of six created) to SCERT in the area of training materials development have been sent.
- SCERT has entered into an arrangement with NCERT to develop a content-cum-MLL training package based on assessment of training needs.
- In the absence of stable district level resource structures for teacher training, resource persons have been identified at the district and block level from among retired professionals and other skilled persons in the community and organised into teams of trainers to deliver training to teachers at the school clusters.
- Government approval has been secured for posting faculty to the DIET to be started as transfer from existing DIETs. Seven faculty postings have been made to the Morigaon DIET to be started in a rental building in the coming months.
- State level resource groups have been set up and have started working on preparation of activity booklets and teaching aids for class I & II.

7 Institutional Development for Pedagogic Improvement

7.1 Achievements

- MLL in circulation in three languages - Assamese, Bengali and Bodo
- Resource groups to prepare MLL text books have been set up and have been oriented in MLL and competency based text book writing
- Strategies for removal of gender-bias in the text books through workshop/revision of text books and training of authors and involvement of NGOs and Mahila Samakhya
- Workshops and follow-up meetings have been conducted on the preparation of low-cost teaching aids, activity based learning and school readiness
- MLL's for NFE for primary level have been finalised and ready for printing
- The gram panchayats whose new pilot NFE centres are to be set up have been identified

Issues

- Expected progress in the area of production of MLL based text books has not been achieved
- Approach to development of teaching/ learning material and trialing needs to be made clear. Experience and plans of other states should be considered

Annual Work Plan & Budget 1995-96

- The proposal to produce textbooks-cum-workbooks by August 1995 will put a considerable load on SCERT; the schedule needs revision considering the limited operational capacity of SCERT. Any revised schedule needs to be co-ordinated with the teacher training programmes.
- The schedule for orientation of authors and writing and production of textbooks in Bengali and Bodo appears unrealistic.
- The plan for workshops for language and mathematics involving DIETs needs clarification
- The large number of activities involving textbooks-cum-workbooks, worksheets, translation, activity booklets teacher handbooks & guidelines, story books & nursery rhymes need to be prioritised and scheduled according to the operational capacity of SCERT and other resource groups

6.2 Issues

- Detailed strategy for teacher training at BRC & CRC level needs to be spelt out bearing in mind related issues such as the development of MLL based textbooks and other training packages.
- No progress in preparation of training modules for BRC and CRC trainees and this needs to be done on priority basis.
- Government of Assam has stopped the recruitment of untrained teachers in the DPEP districts. A target of 30% women for initial training places has been set. a higher target was not immediately possible due to limited hostel facilities at BTCs and DIETs.
- Capacity building of SCERT in teacher training is to be addressed on a priority basis. The state proposal for the centrally sponsored scheme of strengthening of SCERT needs to be prepared.
- Appointment of the remaining consultants at SCERT needs to be expedited
- A strategy for speeding up the functioning of DIETs is needed

6.3 Annual Work Plan & Budget 1995-96

- Specific objectives and the manner in which 'trained' people will later be used needs to be spelt out for the visits of resource persons at district & state level to other projects
- Preparation of training modules and conduct of training for BRC co-ordinators needs more time. Linkages need to be made clearer as to how BRC co-ordinators training is related to training of resource persons at block level.
- The proposed work load for SCERT in assessment of training needs, development of materials, training camps, preparation of five intervention modules each in maths and language for class 1 & 2 is unrealistic. The plan needs rescheduling according to staff operational capacity and availability of proposed NCERT support
- Duration and scheduling of training for resource persons for both approach based learning and content-MLL needs to be reviewed in view of the limited capacity of SCERT and availability of proposed RCE Bhubaneswar and NCERT support
- Training of district resource persons in approach based learning is mentioned in district plans as a state level activity, but it is not reflected in the state plan
- Proposed training in MLL content for teachers at cluster level at 2 days is too short. It has been agreed to increase it to 3 days in the first year

Monitoring and Management of Civil Works

Achievements

Construction manual, construction log books and payment registers prepared.

State and district project offices staffed with engineers and junior engineers (except engineer at Karbi Anglong), and orientation provided.

50% funds for school construction released to Village Construction Committee bank accounts

Tenders for BRC construction have been floated

Issues

Formal approval of designs and contracting arrangements for all buildings are needed from DPEP Bureau; some construction has already started.

Proposed school designs involve new techniques for village level workers. A new construction system (VCC) plus new building techniques has led to demands for increased supervisory staff visits. A series of alternative, more user friendly designs for VCC construction are now proposed.

Designs are being modified as construction proceeds. The degree of flexibility over adaptations needs to be determined and communicated to project engineers.

Construction cost for BRC (S 5 lacs) are high compared to other states. Local community construction of schools is around Rs 60-65,000 per classroom.

Most construction is only just beginning and may not be completed before the onset of the monsoons. Fortunately there are only a few buildings and they can hopefully be closely supervised and assisted.

Annual Work Plan & Budget 1995/96

Proposed new designs for schools and classrooms will be needed in advance of the 1995-96 building season starting in September.

Proposed residential school in Karbi Anglong has not been fully justified; no designs have been provided.

9 District Darrang

- District Project office established, staffed (few vacancies) & furniture installed
- Formation of District Resource group of DIET, BTC staff, BEOs, DIS, Teacher Association representatives, NGOs and primary school teachers
- One programme officer appointed to ensure priority targeting for tribal areas.
- NGOs involved in awareness raising, some might be interested in pre-primary and NFE centres.
- Reservation of 30% women for new primary teacher appointments not being enacted by Advisory Boards, there are sufficient qualified and interested applicants
- Engineers have identified a number of actual and potential problems and are seeking clarification on areas of flexibility in the construction programme
- Only one women in District Project Office, there is no tradition of female labourers on construction sites, but 5 out of 12 staff at DIET and 15% of District Resource Group are women

10 District Morigaon

- The District Project Office is operating from a rented building since 22.12.94, 16 staff members were in position out planned 23
- Physical facilities to set up EMIS have been planned. The computer room will be constructed on the top floor by the landlord of the rented building
- The DPO staff are aware of the functions to be performed under the DPEP.
- At present there is no DIET or BTC in Morigaon District. The BTC building is occupied by the Central Reserve Police Force which is not likely to vacate although efforts are being made at the Deputy Commissioner's level.
- Four faculty members from DIETs in other districts are being transferred to Morigaon District to set up DIET in Morigaon, more such transfers are expected. It is proposed to operate the DIET from rented premises in Morigaon town
- A District Resource Group (DRG) had been organised to assist the DPO for organising programmes including orientation of primary teachers in DPEP philosophy and orientation of VEC members when set up. The DRG comprises of Deputy Inspector of School, school inspectors, retired secondary and primary teachers, college teachers, NGOs and has been oriented in the DPEP activities in a 3 day programme. The DRG has so far conducted one-day orientation of all primary teachers in Morigaon Block, covering 789 primary schools

- Morigaon District is the Smallest District among 23 districts in Assam with two out of four educational blocks located in riverine and 'Char' area adjoining the river Brahmaputra and prone to floods. Inhabitants are forced to change their residences year to year due to frequent changing of the course of river, especially during floods and afterwards.
- Road conditions are very bad. It is difficult to travel during the rainy season which generally sets in from the end of April and continues till August.
- Weather condition require special school buildings in the flood prone Blocks (Mayong), so that structures could be easily shifted from one place to another.
- Construction is progressing. One school building has come up to roof level. Foundation work is in progress at 3 School Cluster sites. Sites have been allotted for 2 Block Resource Centres. In all 5 new school buildings, 5 schools construction of existing dilapidated buildings, 4 BRCs, 10 School Clusters are planned for 1994-95. 47 Toilets construction are also planned for 1994-95. Construction work is not likely to be completed as planned and will have to be taken to 1995-96 plan. Rains from April will hamper progress in civil works.
- Formation of Village Educational Committees has been initialed. The Mission Team witnessed formation of 2 VEC. Special functions were organised, attended by the Village Community in considerable strength (500 to 700 people) of all age groups and sections in the village.
- Environment building to launch the DPEP activities has been carried out through 'Kalajatrās' to spread DPEP messages
- The District Project Co-ordinator is awaiting details of programme interventions to be organised.
- The Inspectorate Staff have asked for transport facilities in the form of motor cycles as bus facilities are lacking in the interior areas of Morigaon District.
- Single teacher schools continue to exist. 178 single teacher school schools exist out of a total of 789.

11 Points for Future Supervision Missions

- Action taken by districts and state on issues and comments on the AWPB 1995/96 in each of the thematic areas
- Dissemination and monitoring systems by block, district and state units of changes to existing plans as a result of this supervision mission

12 Annexes

12.1 Documents reviewed

- DPEP Supervision Mission to Assam, 19-23, February 1995
- DPEP Assam: A Review
- Pre-Project & 1994/95 Annual Plan
- Status Report-DPEP Assam, State & Districts 1994/5
- Draft Annual Plan 1995/96
- Construction Manual for School Building under DPEP Assam
- DPEP Darrang 1994/95
- DIET Dalgaon, Darrang
- Progress Report 1994/95, Morigaon District
- Programme of orientation of Teachers in DPEP, Morigaon District

12.2 Visit schedule

March 12	1335	Arrive Guwahati, informal briefing with DPEP officers
March 13	0930	Review progress of DPEP with members of State Implementation Society and State Project Director
	1200	Directors Elementary and Adult & Non-Formal Education, Managing Director Assam State Textbook Corporation, Director SCERT
	1700	Meeting with NGOs
March 14/15		Field visits to Darrang and Morigaon Districts. Meetings with District Project Officers, District Project Implementation Committees, District Resource Persons Groups, teachers, VCC, parents & children.
March 16	1200	Wrap up meeting
	1530	Meeting with Chief Secretary and Secretary Education
March 17	1515	Depart Guwahati

REPORT

FIRST DPEP JOINT SUPERVISION MISSION

HARYANA STATE

MARCH 11-16, 1995

FIRST DPEP JOINT SUPERVISION MISSION

Table of contents

Executive Summary	1-3
• <i>Introduction</i>	1
• <i>Assessment of Progress</i>	1
• <i>Key Issues and Recommendations</i>	1
• <i>Civil Work</i>	2
• <i>Teacher training</i>	2
• <i>Research, Monitoring and Evaluation</i>	2
• <i>Institutional development for pedagogical improvement</i>	2
Chapter I. <i>Introduction</i>	4
II. <i>DPEP Management Structure</i>	6
III. <i>Program Inputs</i>	11
IV. <i>Institutional Development</i>	14
V. <i>Processes</i>	16
VI. <i>Priorities for next six months</i>	20

- Program staff perceive procurement procedures unclear and adhere to GOH regulations. DPEP procurement procedures form not used so far. Concern about evaluation of bids related to quality criteria.
- Train SIS and DPO staff in DPEP in procurement procedures and review present procurement procedures and revise if deviating from DPEP rules and regulations.
- MIS is urgently required. No staffing yet and no expertise available at state level to monitor implementation process.
- SIS to approach DPEP Bureau and EDCIL for guidelines and technical guidance related to hardware, software and human resources planning aiming at MIS being operational by September 1995.

Civil Work

Lack of clarity on responsibilities, guidelines, bidding procedures and procedures for overall and on-site supervision and monitoring.

- Clarify DPEP Bureau, SIS, DPOs and PWD and Panchayatraj departments role and responsibilities.
- SIS to provide basic designs, material specifications and construction manuals for VEC and headteachers by May 15.
- Reconfirm requirement to submit plans for civil work to DPEP for approval prior to starting bidding and construction.

Teacher training

Requirement for overall plan of capacity building for and implementation of DPEP teacher training and of roles played by NCERT, SCERT, DIET and BRC.

- Prepare plan and training strategy including school based approaches as part of AWPS 95/96, clarify responsibility for training design and delivery and mobilize/sub-contract to external resource institutions if required.
- Adjust SCERT and DIET staffing in quantitative and qualitatively terms to meet DPEP INSET requirements.
- Training coordinator to be appointed at S.S.

Research, Monitoring and Evaluation

No priority and staffing for research, monitoring and evaluation so far. No use of innovation fund for research. Schools do collect education and school statistics and implement household surveys twice a year. RCE has started DIET in-service training in action research.

- Clarify and disseminate information on Innovation Fund. Enhance use of this fund for action research with DIET assistance.
- Disseminate DPEP Calling at sub-district and school/community level.
- Incorporate data of household surveys in EMIS and provide guidance to SIS, DPOs to use EMIS for planning and management.

Institutional development for pedagogical improvement

Textbook Board is under preparation. SCERT needs restructuring in view of possible integration of SIEMT and to enhance quality support to DPEP

Provide technical assistance in proposal development for Textbook Board and restructuring SCERT

✓ Priorities for next six months

1. Making SIS, DPO, and DIETs fully operational.
2. Strategic planning for AWPB 95/96 including activity budget and activity plans.
3. Provide clear guidelines for civil construction and procurement to be adhered to.
4. Development of in-service training strategy and training plan including identification of existing material, revisions if required and ultimately in-house or contracted out development.
5. Filling up of existing vacancies through redeployment of staff to DPEP in order to meet requirements of additionality.
- ✓ 6. Plan for restructuring SCERT and establishing SIEMT within SCERT.
7. Given the commitment to DPEP at all levels and the direct interest of policy-makers at state and district level as well as schools and Village Education Committee's aspirations to improve access to and quality of primary education in their community, the mission has confidence that DPEP in Haryana will be soon on track.

II. DPEP MANAGEMENT STRUCTURE, ISSUES AND CONSTRAINTS

Macro aspects

DPEP implementation has started only in December 1994, hence SIS and DPOs are in the process of being established. In the launching phase of a complex and innovative program, key management positions at all levels have to be put in place; procedures and responsibilities have to be clear-cut; competent staff has to be recruited and plans and strategies have to be developed to launch program implementation in an effective way.

Issues

The mission welcomes the strong commitment of the GOH to DPEP and its attempts to integrate the program within the general provisions and structures for EFA implementation in Haryana. In such a way approaches to sustainability and preventing 'enclaves' may be enhanced.

The key issue at stake relates to the autonomy of DPEP/SIS with regard to recruitment of staff.

The present approach gives priority to redeployment of staff to DPEP by appointment based on seniority within the Government Administration rather than application. For those posts not being fulfilled based on those procedures (40% of the posts within AWPB 94/95) open recruitment will be applied.

The mission has the impression that the State Administration has overruled the program administration (SIS) with regard to recruitment and appointment of staff.

For key management posts, this approach leads at present to dual responsibilities for program management and GOH administration for the State Project Director (Director primary Education) and District Project Directors (District Primary Education Officers). The mission is of the opinion that DPEP requires full-time managers with clear-cut responsibilities restricted to the program to be clearly distinguished and separated from responsibilities within the broader Haryana education administration.

The same redeployment procedure has been adopted for heads and staff at Block Resource Center, Clusters and DIETs. The mission is of the opinion that redeployment of staff who may not be properly motivated to assume a post within DPEP, nor by necessity avail of a proper competency profile may have a detrimental effect on the achievement of DPEP program objectives.

Recommendations

The mission recommends that the National DPEP Bureau, SIS and the Haryana State Department of Education should review responsibilities for and existing policies and practices regarding redeployment of Department staff to DPEP in general and the dual responsibilities of key DPEP managers in particular.

It may identify ways and means of ensuring full-time involvement of SPD and DPO.

For the other posts an approach better combining motivation and merit (competencies) with seniority should be developed.

The mission is of the opinion that competencies for effective job fulfillment should be the prime criterion for selection of staff. If and when such staff is not interested or available internally, DPEP should go into open recruitment procedures.

Financial flows, release and utilization

Rs.311 lakhs was released from the DPEP Bureau to the SIS. This amounts to 61.4 % of the total allocation foreseen in 94/95. Rs 5.61 lakhs(1.8%) has been spent, and Rs 113.5 lakh has been channeled to DPOs. DPOs in Jind and Hissar districts have released funds to DIETs, Panchayat Raj and schools/VECs. Utilization at different levels is low. SIS has opened two bank accounts with different banks. SIS indicated that it would be easier to channel funds through to the District Offices. The mission thinks that keeping one bank account might serve transparency purposes.

The mission noticed an emphasis on release of funds with little capacity so far for utilization and monitoring of expenditures and their proper usage. Still as the release is performance based, and performance is low, the balance to be released and utilized from the 94/95 budget is substantial. SCERT and DPOs visited have received first installments in January 1995 of respectively Rs.50.5 lakh and Rs. 40.lakh. SCERT has spent about Rs.1 lakh on workshop activities while at DPO (Hissar) about Rs.25 lakh has been channeled through to the Panchayat Raj (construction of cluster rooms), Village Education Committee/schoolheads(Rs. 2000 to 100 schools within the school stimulation fund for quality improvement) and Rs 54,000 to DIET Hissar for INSET. Present utilization is low in relationship to the installment made and very low against full AWPB 94/95 to be released . According to SIS patterns of expenditure can only be monitored when a request is made for a second installment, which will lead to substantial amounts on bank accounts remaining idle.

The accounts are being maintained and records and vouchers are kept. Most VECs have opened bank accounts and the schools visited are accustomed to keeping separate books.

It was difficult for the mission to get insight into the additionality component of State subventions to DPEP. Given the strong integration of DPEP within the administrative set-up for primary education, insight into additionality becomes both vital but equally complex.

The mission did not notice availability and utilization of standard formats incorporated in the WB SAR such as Expenditure forms, Expenditure by activity and, DPEP claims of reimbursement for eligible expenditures. This is not so surprising as DPEP Implementation manual was only received by the SIS office, the day before the Mission's arrival.

Imposed limits for expenditures at DPO and SCERT level seem to be clear, but the implications of a Rs 10,000 ceiling on expenditures within the responsibility of DPO Director.

This has implications for delegation processes of responsibility for financial transactions beyond that amount. These delegation patterns are not clear, hence problems and lack of initiatives and progress especially for procurement involving local shopping.

AWPB 95/96

The overall structure and general guidelines for project implementation throughout the project are provided through the World Bank SAR and the DPEP Implementation Manual.

These documents are available at SIS, DPO and SCERT. Operationalizing the SAR into specific guidelines for planning the project at State and District level and for providing an adequate basis for designing and monitoring Annual Work plans and Budgets is complex. The SAR constitutes a separate reality which can hardly be translated by project management into day to day realities of project planning and implementation. Simple guidelines for different components based on DPEP Implementation Manual will be helpful.

Draft AWPB 95/96 at State and District level were made available to the mission. A limited number of 94/95 activities have been completed. Still the link between constraints in 94/95, limited capacity of SIS, DPO and project implementing institutions and the planning for 95/96 is far from obvious. Given this, problems perceived in 94/95 may not be accommodated but reoccur on a magnified scale. Some attempts were already made to involve the DPO in planning and designing the AWPB, yet AWPB 95/96 is according to the mission still the product of a top-down approach not incorporating adequately experiences at block, DIET and school level.

The AWPB should build upon an assessment of adequate implementation capabilities (e.g. can DIETs effectively implement in-service training) and concentrate on capacity building and/or contracting out, if such capacity is not available yet. If such is not the case, scarce resources for in-service training may be wasted by providing training which is not effective for improving project effectiveness at school and classroom level.

Issues

A key issue for consideration relates to 'Additionality'. DPEP is supposed to combine program specific funding with additional resources allocated from State Budgets and centrally sponsored schemes to reflect the 'joint character' of the program but also to enhance the changes that DPEP will become sustainable upon completion of external assistance. Presently, headteachers are being promoted to Cluster Heads and BRC coordinator, without being formally replaced. Hence, rather than additionality, the program might lead to DPEP funding of recurrent GOH/DOE expenditures.

Recommendations

The mission recommends SIS to urgently establish and adhere to a time-frame for filling up all vacant posts. SIS and Senior DOE officials agreed with the mission's suggestion that such should be realized on the 30th of April.

DPEP Bureau should review the filling up of vacant positions caused by internal promotion

In order to maintain the requirements endorsed by all parties concerned related to 'additionality', DPEP should review the filling up of vacant posts and make such as a 'conditionally' for release of funds.

Issues

Another key issue relates to the somewhat weak capacity of the project to plan, monitor and implement a complex decentralized access and quality improvement program for primary education at school, cluster, block, district and Haryana State level. At present the AWPB 95/96 is phrased in discrete components of staffing and funds without trying to link available resources to activities in a logical manner. There is a need for an activity budget but the approach opted for so far is not meeting those requirements in any way. The need to strengthen this vital capacity becomes obvious when assessing AWPB 95/96 in terms of logic, feasibility and sequencing of interrelated activities. This is vital to project effectiveness and only if and when capacity in this respect will be met, pre-conditions for effective project implementation will be operational.

Gap in planning and management capabilities is indicated by lack of activity budgets, training and staff development plans and time schedules for textbook development

Recommendations

There is an urgent need for strategic planning, providing a framework plan with responsibility and priority allocation

Budgets need to be stated in activity terms specifying resources inputs required and to relate to the activity in the action plan. Such an action plan should specify objectives, inputs and time-frame, processes, outcomes and mode of delivery.

The DPO should place the preliminary draft AWPB 95/96 in the District Planning Committee for discussion with stakeholders and resource institutions at district and subdistrict level. DPO in consultation with the District planning Committee and DPEP Bureau should identify institutions/consultants capable of providing assistance in strategic planning and activity budgeting.

Given the large amount of unspent funds from the AWPB 94/95 and the fundamental character of this planning routine, release of funds from the 95/96 budget and hence approval of AWPB 95/96 can be made conditional to adhering to strategic planning and activity budgeting.

Procurement

The SIS and DPOs have procured equipment and furniture basically adhering to GOH procedures and regulations. The mission found lack of clarity in procurement procedures. So far the form 'DPEP procurement procedures' has not been used.

The Project Director is not convinced of the requirement for bidding procedures for small construction and repair costing Rs.1.5 lakh per site or less, as these should be done by Panchayatraj department. Procurement is being done by a Purchase Committee, preparing a list of requirements based on which quotations are being obtained, the lowest of which to be approved. The Chairman of the Committee is the chairperson of the Executive Committee or the District Planning Committee, the SIS project Director or DPO Director is Secretary, other members, including a technical expert are nominated based on regulations of the Government of Haryana. The mission has some concern about how quality considerations can be adequately considered in evaluating the bids.

Recommendations

SIS and DPO staff involved in procurement should receive training and in order to implement guidelines for procurement procedures using the DPEP implementation manual.

Present procurement procedures need to be reviewed and if and when these deviate from SAR/DPEP Manual guidelines, these should be revised accordingly.)

MIS

The gaps in management and monitoring capabilities perceived by the mission reflect on the ultimate requirement of both MIS and the school statistics component to become operational as early as possible in FY 95/96.

As far as management information is concerned MIS has virtually to start from scratch as no preparatory activities have been made, no staff has been recruited and no start has been made with the procurement of hardware and software platform and the training of staff from system analyst level up to data-entry, from state level to headteacher level.

MIS seems to have opted for a mode in which hardware and software delivery will be combined with staffing to initiate and test the system after which recruitment for permanent posts will be started. The location of EMIS is not always clear. In both districts construction of EMIS units outside the rented buildings was envisaged. The location issue, however, also relates to the issue of control and responsibility for the MIS.

Issues

MIS and EMIS are essential components of strategies to strengthen DPEPs capacity to properly plan and manage the program at State and District level. Which conditions have to be created at SIS, DPO, BPO, CRC and school level to effectively prepare for launching the system

Recommendations

The mission recommends that SIS should establish contact with DPEP Bureau and EDCIL to request technical guidance and guidelines for effectively preparing for MIS installation and operation.

Guidelines should include a scenario, including a recruitment plan and a procurement plan. Guidance should be provided in time for getting the system operational including staff trained by September 2005.

III PROGRAM INPUTS

Staffing

The mission already referred to staffing problems related to procedures for selection. Another major problem is the delays occurred in project staffing at all levels. The major concern of the mission, however, is the quality and competency of both staff on post and staff to be recruited.

Of the 8 professional posts at SIS, 5 are in place, but the State Project Director is combining this post with a senior IAS post of Director of Primary Education. There are vacancies for a statistical-cum-evaluation officer, executive engineer and the State Project coordinator. No recruitments have taken place so far for the 5 EMIS posts.

Of the 19 support staff posts, 8 are in place.

At District Project Office level, the post of District project Coordinator is fulfilled through deputation by the District Primary Education Officer. In Jind 19 posts are still vacant including the post of project coordinator, assistant project coordinator, the staff of the EMIS cell and most of the support staff.

At SCERT no DPEP appointments have been made so far. Recruitment for 3 HES II posts for the INSET component of the DPEP cell and 2 lecturers for ECE is planned.

The staffing situation of DIETs has improved in both DIETs in Jind and Hissar. Some 7 lecturers have been redeployed from posts in secondary education. In both districts, there are no DIET principals in place. Staff members do not avail of expertise related to pre- or in-service training of primary school teachers. Basic material such as GOH curriculum outline for primary education and textbooks are lacking.

A total of 7 BRC coordinators have been redeployed from previous positions without considering specific competency requirements. Another 8 have to be recruited.

Headteachers from all over the districts have been redeployed as Cluster heads. A total number of 55 headteachers have accepted the position in Jind and 110 in Hissar. As indicated previously, they have not been replaced so far.

Issues

The mission noticed the lack of match between competencies and interest/motivation and staff selection at almost all levels. It equally noticed the present lack of job descriptions phrased in competency terms as well as work plans for new staff assigned. Clarity seems to be lacking both related to supervision structures (E.g. BEOs supervise BRC coordinators) and responsibilities.

In certain cases posts seem to overlap or to be superficial. (e.g. Engineering staff has been appointed at SIS and District levels, but civil work is done through PWD).

Recommendations

The mission is of the opinion that ways and means should be identified to provide especially DIET, BRC coordinators and Cluster heads with some system of incentives. Presently these positions are all in the same grade as the headteacher posts.

The mission, however, thinks that a system of incentives can only be considered if care is taken to place the right person on the right post. Incentives may both be monetary or non-monetary, in character but they should be linked to a system of performance assessment which again should be linked to quality of the outputs.

career structure within DPEP. The mission invites DPEP Bureau in consultation with the GOH and SIS to assess present constraints and to develop modalities to overcome those constraints.

As part of the strategic planning exercise, job descriptions of all DPEP staff should be prepared, including competencies and qualifications. The initial impetus to this exercise should be made by DPEP Bureau in order to prevent unnecessary duplication of activities in and between the different DPEP states. A system for selection of DIET training staff based on a set of criteria will be developed.

Civil Works

Construction work on additional classrooms and toilets has started. These smaller constructions with costing below Rs. Lakh 1.5 are implemented with some community participation through the Panchayatraj Department under the overall responsibility of the Chief Engineer Panchayatraj Department following PWD schedule of rates. Still procedures do not seem to be clear. In Hissar District, a start has been made with the construction of 20 rooms at Rs. 1 lakh each. The mission noticed that no installment payment was made but that the full amount of Rs. Lakh 20 has already been transferred to Panchayatraj Department. In inspecting a site for the construction of a cluster room and checking availability of materials on the site as specified in the construction plan, the mission noticed that instead of sand as a basis of cement making, Crystal sand was being used. The mission expresses concern about this finding which clearly indicates that the present system of civil work monitoring and supervision is not fully adequate.

Construction of BRCs basically consisting of a hall and 2 rooms at an approximate cost of Rs. 6 lakh as well as additional constructions possibly for SIEMT will be commissioned following bidding procedures.

The Civil works component is not clearly spelled out in AWPB 94/95 as well as 95/96. According to the AWPB 94/95 in Hissar 20 school clusters are planned to be constructed and 10 in Jind. Only Hissar provides targets for civil works in 95/96 covering 71 additional school rooms, 81 schools with two additional rooms, 2 separate toilets in 259 schools, 1 toilet in 69 schools and planned construction of 11 BRCs. It did not become clear to the mission, whether schools have been identified and a time planning has been made considering supervision requirements. Some schools are not aware of the program support for the construction of toilet facilities. Information about the civil works component in the project and whether and how schools can apply should be provided.

The importance of carefully monitoring civil construction is illustrated by DIET Jind, where construction of a main building and two separate hostels for male and female students has been completed. However, the DIET is not connected to the power supply system due to location and inadequate capacity of the local electricity network. As a consequence, hostels cannot be utilized and no use can be made of aids and 2 computers remaining in the building unpacked.

Issues

There seems to be a lack of clarity with regard to responsibilities, guidelines, bidding procedures to be followed and effective procedures for overall and on-site supervision.

Recommendations

Agreement on guidelines, bidding procedures and time schedule for civil works between National DPEP Bureau, State Government and other parties such as PWD and Panchayatraj Department should be clarified and where necessary, formalized.

IV. INSTITUTIONAL DEVELOPMENT

Networking

So far neither at State or District level a systematic attempt has been made to identify resource institutions and persons whose competencies can be mobilized in order to meet DPEP objectives. Such an exercise would be essential especially for district management capacity building collaborative with district institutions involved. Liaison between DPEP and resource institutions and line agencies both governmental and non-governmental could be enhanced through the Executive Committees established at State and district level. At district level such committees are operational, chaired by the DC or ADC and have representation of several education and development related agencies and institutions. The mission met with some of those institutions including child welfare councils and Kurukshetra University and Hissar Agricultural University. Other state-based institutions include Punjab University, Dept. of Education, Chandigarh and Institute of Rural Development. A linkage has already been established with the Regional College of Education, Agmer for in-service training of DIET staff.

Issues

Given the delay in project implementation and the broad scope of expertise required to meet DPEP capacity building and training requirements, there is a need to mobilize resource institutions to strengthen State and District DPEP capacity for project implementation through participation in project implementation and/or through contracting out procedures.

Recommendations

SIS and DPOs should in cooperation with Program Executive Committees and District Planning Committees prepare a survey of resource institutions at State level and operational within the Districts which can be mobilized to assist in effectively implementing DPEP. The survey should be planned and implemented in such a way that potential resource institutions can be identified and incorporated in the AWPS 95'96 Executive Committees should be involved in and be consulted on the design of AWPSs.

The EC Need Assessment Mission (NAM) might assist in linking capacity building requirements with expertise available within DPEP as well as at external resource institutions as a basis for a DPEP capacity building plan.

SCERT, SIEMT and TEXTBOARD Corporation.

There is an essential requirement to establish responsibilities and coordinate planning related to curriculum development, textbook design and textbook production considering requirements related to MLLS. A proposal is currently being developed by SIS.

No training plans are available related to specialist areas of curriculum development, textbook design and textbook production. No plan and time-table for textbook development and training is available and further clarification is required of responsibilities between SCERT Gurgaon and Haryana Textbook Corporation (to be developed).

Recruiting for SIEMT unit at SCERT is awaiting approval by the State Government of the proposal to integrate SIEMT into SCERT.

Designs for basic construction like BRCs will have to be provided to DPEP by May 15th at the latest. Moreover construction manuals for schoolheads and VEC should be prepared in order to enhance schoolhead/VEC guidance of the construction process.

All plans for Civil construction including site plan, and specification of material requirements have to be submitted to DPEP for approval

V. PROCESSES

Awareness Raising

The mission noticed with consent that major efforts have been made to raise DPEP awareness at district levels following several approaches.

A one day DPEP program orientation has been organized for 500 participants at all levels. Wall posters developed, flyer and preliminary material for training of the VEC's prepared through 5 day workshop.

No training planning has taken place so far to reach out to all VECs for awareness raising programs.

Issues

All DPEP staff should be properly briefed on DPEP through short orientation courses as a pre-requisite for their involvement in DPEP awareness raising of VECs and schools. Awareness raising should be done in a systematic way, identifying vital information requirements and related learning objectives.

Recommendations

Proper orientation of all DPEP staff on objective, approaches and guidelines for implementation of DPEP should be provided.

Apart from awareness raising courses, extension approaches through BRC and CRC might be equally envisaged.

An appropriate mix of media including traditional modes such as folk media, songs etc. should be applied.

The communication materials should be field tested before mass production.

Teacher Training

SCERT has the responsibility for designing in-service teacher training programs under DPEP, developing curriculum and instructional materials and providing support in implementing the INSET program.

DIETs cater for both pre-service training and in-service training. With their present staffing DIETs can just cope with the requirements for pre-service training for first and second year students.

No DPEP staff has been appointed yet at SCERT and DIETs. At some BRCs coordinators have been appointed but there seems to be a need for better outlining the role of BRC coordinators with regard to INSET and guidance of teachers.

Apart from two DPEP cell staff members which SCERT wants to appoint specifically for teacher training, it plans to allocate three faculty members to focus on INSET.

If DIET in-service training of teachers under DPEP is to be launched in FY 95/96, the DIET Faculty should be brought at full strength including the two DPEP appointments. Effectiveness of DIET provision could be enhanced by employing staff with experience in primary education.

The communication lines with NCERT with regard to training of master trainers, specifying the roles of both parties, do not seem to be fully clear.

Recommendations

A proposal is being prepared by SIS for the development of a Textbook Board. SIS is indicating that they are in urgent need of specialist advise in finalizing the proposal and in assessing the feasibility of such Board as well as outlining relationships and task division with SCERT and planning for staffing and equipment requirements. Until the Textbook Board is operational, textbook production requirements will be met through contracting out. The mission recommends that in consultation with EDCIL, a consultant is identified to assist SIS with the development of such proposal.

The mission endorses the suggestion made by SIS that a proposal for integrating SIEMT as a SCERT Unit will be presented to the National DPEP Bureau in April. In this proposal some initial ideas will be incorporated for restructuring SCERT to strengthen its capacity for support to district level institutions such as DIETs in meeting DPEP objectives and broader State objectives related to quality basic education.

issues

An important gap observed by the mission relates to planning linking SCERT, DIETs and BRC delivery to staff requirement, staff development and training planning. Training design for capacity building will be complex given the innovative character of DPEP and the lack of experience of DIET staff in catering for in-service training for primary teachers. The mission noticed with consent plans expressed by Haryana educational authorities during the wrap-up meeting to include 3 years of experience in primary education among the selection criteria for DIET staff.

Recommendations

An annual plan and training strategy including school based approaches should be prepared as part of AWPS 95/96. The plan should indicate training targets for both SCERT, DIETs and BRC and number of courses, number of trainees per batch, training costs and location and responsibility for training implementation. This planning will substantiate and clarify responsibility for training design and delivery including possible mobilization of external institutions such as TTCs.

SCERT and DIET staffing both in quantitative terms and qualitative should be in line with DPEP INSET requirements. Alternatively, within the framework of the annual plan, components parts of INSET may be identified which can be contracted out.

There is an urgent need to establish a STRG. SIS might consider to appoint a training coordinator to arrange for overall planning, liaise with institutions involved and establish linkages with external resource institutions to which training can be contracted out.

Research, Monitoring and Evaluation

In this initial stage of project implementation, not much priority is being given at SIS and DPO level for research, monitoring and evaluation. Yet, Project Director SIS stressed the need to urgently develop and operationalize a system of continuous monitoring and evaluation as a basis for flexible project implementation. It was, however, indicated that without specialist advise, SIS at present does not have capabilities to develop such a system.

The mission did not come across any form of ad-hoc evaluation and evaluation instruments do not seem to be available at State or District level.

There is a good foundation for monitoring of enrollment, attendance, drop-out and retention to be incorporated in EMIS.

At school level, a good set of such data is being registered, compiled at cluster level and block level and processed at district level. Twice a year, in December and March, a household survey is organized reaching all households with 5-11 year olds.

The Innovation Fund which is a source for funding research-based innovations has not been used so far. There is little knowledge about procedures for getting access to funds for research. DPEP Calling has been distributed to the SIS but only 1 copy has been channeled to the District Office. At the District Office further dissemination stops.

The Regional College of Education has provided a short training in action research to one staffmember of each of the 4 DIETs in Haryana. The mission considers this action research training important as a strategy to decrease the present isolation of DIETs from schools and village community. RCE has developed need-based training modules for Haryana training staff including

- continuation of identifying gender biases from curricula and textbooks
- developing and field-testing gender awareness packages for education administrators and teachers
- incorporating gender components in teacher pre-service and in-service training.

Supervision Mission Notes.

Karnataka

Summary

- 1 The first external, joint supervision of the District Primary Education Program was conducted during the period of March 3-24, 1995. The task of the mission was to (a) examine progress in setting up management structures at district and state levels, (b) review implementation progress to date, (c) review Annual Work Plans and Budgets for 95/96, and (d) identify steps that must be taken to implement the program
- 2 Both the GOI (85%) and the State (15%) portions of the 94/95 program (738 Lakhs) have been approved. About 50% of this amount has been released to the State. The balance is expected to be released by end-March, 1995. Releases to the Districts are expected to take place by early April, 1995. Annual Workplans and Budgets for the 95/96 fiscal year have been prepared at the District and State levels and submitted to New Delhi
- 3 Despite commendable progress in getting the project underway, vacant posts in the State and District Office need to be filled urgently, the stability of recruited personnel needs to be ensured, and the implementation structure of the project needs to be better incorporated within the hierarchies of the Education Department
- 4 The State is rich in academic institutions, NGOs and social activists. These persons and/or organizations need to be involved in DPEP to a greater extent. The program is currently most visible at the State and District project office levels. In the future it needs to reach further out to the village level through information and participation.
- 5 The National level MIS monitoring formats need to be understood and implemented at appropriate levels. DIETs and DSERT need to evolve a scheduled plan of action and relate their training programs and their own materials requirements. MLL-based textbook revisions need to keep in mind gender and culture sensitivity; and programs of early childhood care might be linked to primary education
- 6 Using the services of National Informatics Center (NIC) for accounting and reporting purposes is under consideration. With respect to civil works management, proposals are under way to use qualified NGOs to prepare improved plans for classroom designs. Plans are also underway to encourage VECs to participate in the classroom construction process. The mission stresses the following construction principles: (a) designs have to be functional, and the working drawings and construction manuals have to be appropriate for the job; (b) technical supervision has to be carried out by technically qualified engineers at critical construction stages, and (c) the designs, construction methods and materials should be economical and appropriate for the purpose. Procurement procedures should be those agreed between the World Bank and the Government

Introduction.

The first external joint supervision of the District Primary Education Program was conducted during the period of March 3-24, 1995. This was a joint supervision conducted by representatives of the various donor agencies as well as counterparts that were appointed by the DOE/GOI. During the middle of that period a sub-group of the overall supervision team visited Bangalore and two DPEP districts in Karnataka: Kolar and Mandya (schedule of visits is attached). This sub-group was led by Mr. D. Saldanha (DOE/GOI) and staffed by Messrs/Mesdames J. S. Sigurdsson (World Bank), S.M. I. A. Zaidi (DOE/GOI) and R. Srivastava (DOE/GOI). This team wishes to thank all concerned authorities that they met during the mission for the assistance and hospitality enjoyed by the mission during its stay in Karnataka. *These mission notes are a record of the impressions of mission staff during their stay in Karnataka. They do not represent official GOI or World Bank views until so confirmed by the appropriate authorities.*

2. The task of the mission was to (a) examine progress in setting up management structures at district and state levels; (b) review implementation progress to date; (c) review Annual Work Plans and Budgets for 95/96; and (d) identify steps that must be taken to implement the program. The focus of the mission was on institutional development and capacity building needs in five thematic areas: (a) planning and management; (b) monitoring, evaluation and research; (c) in-service teacher training; (d) pedagogical improvement; and (e) monitoring and management of physical implementation.

Progress

3. The internal Government of India supervision mission of February 26-28, 1995, reported significant progress in many areas of project implementation. This included, in particular, the setting up of administrative structures and filling key posts.
4. Both the GOI (85%) and the State (15%) portions of the 94-95 program (738 Lakhs) have been approved. About 50% of this amount has been released to the State. The balance is expected to be released by end-March, 1995. Releases to the Districts are expected to take place by early April, 1995. Annual Workplans and Budgets for the 95-96 fiscal year have been prepared at the District and State levels and submitted to New Delhi. To ensure uninterrupted flow of funds, the State Government authorities recommend that GOI funds be released to the State in April rather than in October of each year.

Principal Concerns and Recommendations.

5. Concerns and issues encountered by the current mission are outlined in the following paragraphs. Recommendations are added where appropriate.
6. **Planning and Management.** The mission found that the organizational system for planning and management are essentially in place, especially at the State and District Office levels. State and District Project teams, especially the Project Director and the Deputy Director of Education, of the districts that were visited, need to be complemented for the rapid start of project activities.

Conclusion

- 16 Some of the general principles underlying our suggestions are networking, decentralization, capacity building, flow of information through adequate monitoring systems, community participation and social accountability in procurement practices. Given the impressive start of the program, we feel confident that the DPEP in the State would progress along the lines of these general principles.

Copies to: Chief Secretary Karnataka, Secretaries Education Karnataka, Commissioner Public Instruction Karnataka, Project Director DPEP Karnataka, Director DSERT, Deputy Directors of Education, Chairpersons, DPEP Districts, Karnataka.

**DISTRICT PRIMARY EDUCATION PROGRAM (KERALA)
JOINT SUPERVISION MISSION 12-17 MARCH 1995**

A joint supervision team comprising Inge Eichner, EU (team leader), Dr. John Kumien (GOI), Latha Baskar (GOK), Dr. N.V. Varghese (NIEPA) visited Kerala and the districts of Kasargod and Wayanad between March 12-17th. The team extends its thanks for the assistance and cooperation of the Government of Kerala, State and District project staff, village, parents and teacher representatives and students in carrying out this mission. Presented below is an informal summary of the findings and suggestion of the team, these will be further discussed with the GOI in New Delhi.

Major findings of the mission:

State level:

SPO: systems and procedures are in place, accounts are kept, work on the MIS has started, the minimally required staff is in place, all required reports for the mission were submitted in time. The draft AWPB 95/96 was presented. Expenditure under the AWPB 94/95 is slow, due to the delay in the release of funds. The SPD will be on full time basis as from 25.3. Functional linkages exist through the SPD being ex officio Deputy Secretary (Education) to Government and the Additional SPD being the Director of the SCERT. The staff of the SPO is aware of their tasks and their motivation is impressive.

SCERT: transformation from SIE into SCERT has been legally concluded. The strategy and reorientation of the staff for the new tasks under SCERT is still outstanding. SIMAT will initially be a Dept. of SCERT and needs complete new staffing, that apart from their departmental functions can assist SCERT in management and administrative aspects. The construction of the new SCERT building is delayed because the post of Civil Engineer in the SPO is still vacant.

District level:

The active and supportive role of the District Collectors in the implementation of DPEP is important and presently very positively felt in all the districts.

Kasargode:

DPO: Systems and procedures are in place, accounts are kept. A draft AWPB 95/96 was presented. The office is understaffed; basic inputs into the MIS have been provided. Functional linkages exist through the Deputy Director Education (DDE) being District Project Coordinator and the Additional Project Director being the Principal of the DIET. The DPO still needs some guidance.

DIET: The agreed status for start-up of implementation of DPEP has not been reached. Of the required 23 staff 3 positions are still vacant. The agreed basic equipment prior to DPEP supplementation is still lacking although funds from MHRD were released in 1990/91. Equally the building extension was discontinued in 1992 and is not available for DPEP training. The staff needs further orientation for DPEP tasks, especially for the innovative approach to in-service teacher training including classroom monitoring involving teachers.

AEOs: are informed about DPEP and ready to cooperate. All 7 AEOs in Kasargode are men, no woman.
VECs (Panchayat Education Committee): are informed about DPEP but sometimes still critical concerning the objectives of DPEP. Further dialogue is required.

MTAs/PTAs: New MTAs have been formed and PTAs and MTAs are aware of DPEP. The two associations see their role as complementary PTAs concentrating on the school-hardware (infrastructure) and MTAs concentrating on the software (home-pedagogy). One MTA felt already an improvement of their children's school achievements because of the new support the mothers are providing for the homework.

Wayanad:

DPO: Systems and procedures are in place, accounts are kept. The draft AWPB 95/96 was presented. The office is understaffed; basic inputs into the MIS have been provided. Staff does not know their financial powers/procedures. The District Project Officer/DDE will retire soon and should be replaced by a person who has the same dual function. The AWPB 95/96 needs to be supplemented.

DIET: Principal and staff are committed, but need considerable staff development. The physical situation is similar to Kasargode. A more comprehensive strategy for girls education is required as well as for tribal education and a more comprehensive role for volunteer organizations.

Schools: Innovative classroom and school designs are required. Community contribution to school/classroom construction in cash or kind should be actively promoted. Rethinking ECE strategy towards strengthening ICDS is necessary.

Summary of recommendations (in order of priority under each of the four sections): Institutional Development/Staffing

- SCERT has to be fully staffed and reoriented towards their new tasks. The Joint Director SCERT in charge of SIMAT should be recruited with highest priority in order to establish the new Department and assist SCERT in its reorientation.
- The DIETs should be made fully functional for taking up their DPEP tasks in terms of staff
- The recruitment of Civil Engineer for the SPO (condition for construction of SCERT and supervision of BRC-construction) should be speeded up.
- In Wayanad the appointment of Civil Works in charge.
- Increase SPO and DPO staff up to the envisaged strength.
- Provision for Deputation Allowance for staff on deputation in SPO and DPOs should be made.
- The policy of the SPD's ex-officio responsibility for DPEP and dual charges for DPC and Aud. SPD and Add. DPCs is recommended.
- Female staff in DIETs and amongst AEOs should be increased.
- Staff development should be reflected in the AWPB at all levels for all agencies implementing DPEP.

Pedagogical Improvement/Teacher Education/Educational Planning and Management

- Comprehensive action plan indicating national, state, and voluntary support organizations needs to be drawn up for the reorientation of the SCERT to fulfill its DPEP tasks.
- SCERT and DIETs need and have requested practical training for their staff to conduct training for teachers to transact MLL in the classroom and improve achievement levels of students, and training in other DPEP areas.
- Strategy for tribal's and girl's education is required.
- More involvement of NGOs in all aspects of DPEP needs to be actively promoted.
- Information should be gathered for classroom monitoring from the APEP and other sources in order to refine the planned in-service teacher training strategy.
- DIETs should continue management training for headmasters.
- Guidelines for follow-up data input into-EMIS should be provided from MHRD.

Civil Works/Equipment :

- All outstanding construction and equipment purchases for SCERT and DIET to be completed.
- Innovative classroom and school designs are needed.
- Community funding partial costs of school/classroom construction in cash or kind needs to be actively promoted.
- Specifications for computers to both operate MIS and EMIS should be provided from MHRD.

Others

- The format of the AWPB should be continuously improved.
- A competition/award system could be used to sponsor innovative ideas and their dissemination.
- Successful innovative ideas should be disseminated through state and district newsletters and DPEP Calling.
- The possibility of re-usage of better quality textbooks in order to reduce distribution problems should be investigated.

Draft Report on 1994-1995 Annual State Work Plan
(AWPB 94/95) Kerala

State Level

The major focus of the 1994-95 work plan was to put the system in place so as to ensure a smooth implementation of project activities in the subsequent years of the project. This essentially involved two types of activities (i) initiating mobilization campaigns and orientation programmes to develop an awareness regarding the programme to elicit support to the implementation of the programme; and (ii) develop state level and district level implementation units by staffing and equipping the project offices and the resource support organizations and agencies.

The projected budgeted expenditure as per the AWPBB 1994-95 was Rs. 480.2 lakhs which accounted for 5% of the total project costs. The civil works component is maintained at 20.7% of the first year budget. The funds started flowing to the State Implementation Society only from December 1994. Hence, the process of implementation is still in the initial stages. The matching state share of the project was released by the Government of Kerala.

Of the total budgeted amount of Rs. 480.2 lakhs, only Rs. 239.1 lakhs were released in December 1995. Of this, the SPO has transferred nearly Rs. 112.6 lakhs to the three districts. The total project expenditure/fund utilization is around Rs. 12.8 lakhs. The fund utilization is rather slow for the following reasons: (i) only one-third of the projected staff is in position; (ii) staff salary requirements were projected for 8 months period in AWPB 94/95, but salaries drawn only for 4 months; (iii) civil works, especially at SCERT has not really taken off; and (iv) computers and most of the vehicles have not been purchased and a proposal for central purchasing has been made.

The state level office is functioning well. The number of staff appointed is much lower than the number projected for the year. However, the Project Director stated that the project work is not hampered since the present staff is prepared to work overtime and because of his administrative sanction to appoint additional staff as and when required.

At present the Project Director has additional responsibility of Director Secondary Education. At times it is difficult to carry out both these responsibilities equally effectively. The mission members brought this issue to the notice of the Education Secretary and he assured that the present Project Director will be relieved from this other official responsibility by March 25, 1995.

The procedures for appointment of the staff are clear and specific and the Project Director can appoint the staff as and when required. However, at present the State Government does not have any provision to provide deputation allowance. This creates problems to attract good and motivated staff to the project. It is proposed to provide a compensating allowance of 15% of the basic salary to the staff who are deputed from the departments.

Although the project work is not adversely affected thanks to the high motivation of the staff working many overtime hours, there is an urgent need for the State Government to clearly specify the policy on deputation allowance to the project staff. In the discussions with the Chief Secretary, it was assured that immediate attention will be given to this issue.

The state and district levels have organized various awareness campaigns. Newspaper reports and photographs on these campaigns are maintained and they show that the response to the

DPEP campaign was very good. Since all types of awareness campaign initiatives envisaged in 1994-95 AWPB could not be completed there is a need to continue these activities in the next annual plan.

Most of the project related work is computerized, although the office has only a borrowed computer. The presence of a competent system analyst helps the Project Director to plan and schedule the project activities and avoids duplication of efforts. Moreover, it helps in implementing the project more effectively.

The computerization of the project activities has many problems which are to be taken up on a priority basis at the national level: (i) the EMIS software given for try-out is only for the district level and no guidance and guidelines are available for the state level EMIS; (ii) the software for the project activities has not yet reached the SPO; (iii) the hardware specification has yet to be finalized at the national level.

The state has already sent the school data base capture formats. The completed formats may be reaching the SPO by June 1995. There is an urgent need to equip the office with computers so that the data can be processed.

The former State Institute of Education (SIE) is converted into SCERT as an autonomous institution. The new SCERT will have seven departments. However, staff recruitment required for functioning as an SCERT has not yet started. Even now SCERT functions with the staff of the former SIE. There is a need to give priority in establishing procedures and initiating steps to make SCERT fully functional as per the proposal approved under the DPEP.

Of the seven departments one is on planning and management (SIMAT). This is an altogether new area. The SCERT has yet to develop a proper plan for the development of this department. The staff requirements are broadly identified. However, the training plan and linkages of this department with district level organizations are yet to be defined. The Mission feels that the Joint Director SCERT in charge of SIMAT should be highly qualified and competent in order to develop the necessary planning and management capacity in SIMAT and provide support to the whole of SCERT.

Efforts towards MLL based teacher training are progressing satisfactorily. However the modules are yet to be developed and finalized. Pre-service teacher training based on MLL is planned to be introduced in 1996/97 academic year and needs concentration of efforts. A clear cut work plan for the various activities in this regard is yet to be developed by SCERT, including identification of areas where the assistance of other institutions is needed. Similarly, augmentation of SCERT in terms of equipments and buildings has also not progressed satisfactorily.

Recommendations

1. The Project Director is to be made full time by relieving him from other responsibilities as on March 25, 1995 and have ex officio function as Deputy Secretary Education for DPEP.
2. Deputation allowance for the project staff is to be provided.
3. Recruitment of Joint Director SCERT in charge of SIMAT as a matter of priority to develop SIMAT and strengthen SCERT.
4. SCERT to be fully equipped in terms of staff, equipment and building.
5. Overall work plan including other institutions support and training plans are to be developed and finalized at SCERT level.

- 6. Computer purchase at the SPO needs priority attention
- 7. Incomplete activities as per 1994-95 to be completed at the earliest

	Areas	Decision Level
1.	Deputation allowance	Chief Secretary
2.	Full-time Project Director	Secretary Education
3.	Computer purchase	Specification MHRD
4.	SCERT staff	SCERT Director
5.	SCERT construction	SCERT Director
6.	SCERT construction	PWD/Project Director
7.	Training plans	SCERT Director
8.	Completion of 1994-95 AWPB	Project Director

SVM Kerala 12 - 17 March 1995

Draft Report on Annual workplan 1995/96 Kerala state.

1. The draft report was presented at the beginning of the mission. It contains a descriptive part as well as the carry over of 1994/95 activities. It is divided in civil works and other expenditure. It is suggested to include in the summary the expenditure percentage component of management as well as for civil works.

The summary description gives a good over view of the focus of activities in 1995/96. It is suggested to include some description on non-DPEP activities during the planning period that have a direct bearing on DPEP but are not part of the budget. Furthermore DPEP related activities that will be financed from central level should also be mentioned.

The revised draft should specifically take into account the remarks and recommendations made in 'SVM Kerala 12 - 17 March 1995 Draft Report on Annual Workplan 1994/95 Kerala State'

It is suggested to include into the revision of the plan the research component for SCERT, an award system for innovative ideas as well as the headmaster training in management and administration that should be taken up again by the DIETs.

An appraisal of the draft AWPBB was not possible during this Mission. The suggested expenditures could not be scrutinized.

Draft Report on the Annual Workplan 1995/96 District Kasaragode

The draft plan contains now a descriptive part which is helpful in understanding the major issues of activities for 1995-96.

For revision of this draft it is suggested to extend the descriptive part and elaborate a little further specifically on the subject of training strategy for the introduction of MLL based text books, the strategy for providing schooling for child labour children and the plans to involve 1200 teachers in action research on educational achievement levels and specific learning disabilities.

The revised draft should specifically take into account the remarks and recommendations made in 'SVM Kerala 12 - 17.3 1995 Draft Report on Annual Workplan 1994/95 District Kasaragode'.

The draft mentions that headmasters would be imparted training on education planning and management at the DIETs and BRCs. This idea is strongly supported but needs however clarification with the DIETs since the DIET-Kasaragode is under the impression that the headmaster training in planning and management will be discontinued.

The plan envisages state level support for educational management and training and this should be more specific in terms of the required inputs.

The plan contains also the continuation of the activities of 1994/95. This inclusion provides a good overview of activities that are on-going out of previous budgets and current budgets.

SVM Kerala 12 - 17 March 1995

Draft report on Annual Work Plan 1994-95
District Kasaragode

The district has successfully organized a formal launch ceremony of the programme on February 11, 1995. Participation in this meeting was very encouraging. With the support of the District Collector the district has initiated a house to house survey which will be completed by the end of March 1995. The district has also initiated a programme of women volunteers visiting households which are not sending children to school. The district is bringing out news letters targeting mothers. All these measures are good efforts towards mobilizing children, especially girl children and have been actively assisted by the District Collector.

The DPO is not fully functional. The DPE is the Project Coordinator. He is saddled with his routine administrative duties. DPEP work is over and above his normal responsibilities. Most of the staff in the DPO are yet to be appointed. There is a need to strengthen the project office.

The accounts are maintained properly. Bank account is opened in the name of the DPO and District Collector. The office maintains the necessary ledgers. The mechanism for flow of funds from the SPO to the DPO and from DPO to various activities are well defined and developed.

Kasaragode DIET has a sanctioned strength of 23 faculty members. Of this, (20 including the Principal) are in position. The vacant posts are to be filled. The equipments as per the MHRD guidelines and funds made available from a centrally sponsored scheme to SIDCO in 1991 are yet to be procured. Similarly, the DIET building, although started construction in 1992, is yet to be completed.

The provision for augmentation of DIET under the DPEP cannot be implemented since they are not yet fully functional. Therefore the implementation of the DPEP activities may be adversely affected.

The DIET faculty seems to be enthusiastic and dynamic. All of them are familiar with DPEP and its objectives. Some of them were directly involved with the preparation of DPEP plans. The DIET has developed an integrated in-service teacher training programme including classroom monitoring. They have definite ideas regarding the training programmes to be organized by them. Some DIET members will attend the SCERT workshop between March 17-21, 1995 to develop the training modules. The first orientation programme for Headmasters is going to be held between March 27-29, 1995.

This district has a multilingual problem. Many schools are bi-lingual and some of them follow medium of instruction other than Malayalam and Kannada. Of the total DIET faculty, only 5 know Kannada. This creates problems to facilitate classroom interaction activities by the DIET faculty in various primary schools. The DIET is planning to bring out a Teachers Journal which may facilitate closer interaction.

The BRC construction activities are progressing with some delay as per the AWPB 1994-95. These structures will be complete by April 1995. If possible, the provision of toilets for females should be increased or multifunctional toilets included. Recruitment of BRC teachers has proved to be difficult. Since the response to the first notifications was very poor, possibly the recruitment procedures or qualification requirements have to be changed when the reasons for the poor responses are identified.

The PTAs are formed in all schools. Many schools do have Mother PTAs. In the discussions with PTA and Mother PTA members, it was clear that the areas of operation are different but

complementary. The PTAs generally concentrate their effort and attention in mobilizing resources and creating and augmenting infrastructural facilities, whereas Mother PTAs give their attention to complementing of learning in the schools with learning at home.

All the PTAs have an account. However, they have not yet opened fresh accounts to operate the DPEP funds.

The VECs are formed at the Panchayat level. VEC members are familiar with DPEP and their role in it. They want an active involvement in DPEP activities, however sometimes still sceptical about the DPEP objectives. The awareness building process should be continued. In general people's participation seems to be encouraging and promising.

Recommendations.

1. Strengthening DPO
2. Making DIET functional
3. Classroom interaction in Kannada schools
4. BRC staff recruitment
5. Separate account by PTA
6. Continue the awareness creation process.

Recommendations.

	Areas	Decision Level
1.	Strengthening DPO	Project Director
2.	Making DIET functional	Chief Secretary/Education Secretary/Director of Public Instruction
3.	Classroom interaction in Kannada schools	DIET/DDG
4.	BRC staff recruitment	Project Director/DPO
5.	Separate account by PTA	Project Director/DPO
6.	Continue the awareness creation process	

Report on Annual Workplan 1995/96 District Wayanad Kerala

The draft Annual Workplan contained for the first time a descriptive part which is very helpful as it explains some of the nature of the expenditure items. In the revision of the draft this descriptive part might be extended and some clarification

R

Funds not represented in AWPE

SCERT not aware:

- previous research experience, some related
 - interested in doing DPEP research
- res/non. staff not aware of DPE
- classroom monitoring: student achievement sheets, teaching behaviour observation to be developed as monitoring instrument
- write up of February MLL seminar outstanding that also SCERT needs guidance from NCERT or others.

SET

Keen on taking up new activities on classroom monitoring - training

ee

present res. proposals to SPD
SPO to give orientation on res. and DPEP in general in SCERT
training to SCERT/DIET in classroom monitoring

Draft Report on Strengthening Planning and Management Capacity

DPEP Management Structure

The project management structure at the state level is operational. The SPO is well organized and the activities well planned. The Project Director is very much familiar with the rules, regulations and parameters under which the programme is to be implemented. The flow of funds and mechanisms are clear.

Two-thirds of the staff positions are still to be filled. However, the procedures are clearly defined and the Project Director can appoint the staff as and when required. Most of the project activities are computerized (borrowed computer). The project office has not yet purchased computers due to outstanding clearance of bid documents and guidance from the MHE regarding the hardware configuration.

District level MIS activities are progressing well. The data capture formats are already sent to schools. The major effort is to computerize the basic information. In the absence of computer software (DISE) could not be tried out.

The Project Management Structure at the district level needs improvement. In Kerala the DDEs are the DPCs. Carrying out both these responsibilities simultaneously becomes somewhat difficult. But there are administrative advantages to keep the DDE in charge of the DPC. However, one has to see that he is not overburdened with non-project activities.

The accounts are kept very well. The ledgers maintained by the district project office show that the mechanisms for flow of funds are quite good. The Programme Officer is drawn from DIET in all the three districts. They are familiar with DPEP and are competent to undertake the academic dimensions of DPEP implementation.

SCERT and DIETs.

SCERT in Kerala is a new organisation. The existing SIE was transformed into SCERT. At present it is an autonomous body. However, the staff strength is still the same as it used to be under SIE. There is a need to identify competent persons to be appointed as SCERT members.

There is hardly any clarity regarding the activities to be undertaken by the SIMAT in the SCERT. At present there are no faculty members specialized in the area of educational planning and management. SCERT has not yet developed any training plan to strengthen the planning and management capacity in the system. There is a need to organize and develop this unit.

Of the seven departments one is on planning and management (SIMAT). This is an altogether new area. The SCERT has yet to develop a proper plan for the development of this department. The staff requirements are broadly identified. However, the training plan and linkages of this department with district level organizations are yet to be defined. The Mission feels that the Joint Director SCERT in charge of SIMAT should be highly qualified and competent in order to develop the necessary planning and management capacity in SIMAT and provide support to the whole of SCERT.

A comprehensive action plan indicating national, state and voluntary support, and the needs to be drawn up for the re-orientation of SCERT to meet its DPEP tasks.

The DIETs have a unit on planning and management. They used to conduct a regular programme on planning and management for the primary school headmasters which should be continued. Some of the DIET faculty have received in-service training in planning and management. However, faculty development in this area needs to be taken up on a priority basis.

Recommendations.

1. The Project Director is to be made full time by relieving him from other responsibilities as on March 25, 1995 and have ex officio function as Deputy Secretary Education for DPEP.
2. Deputation allowance for the project staff is to be provided.
3. Recruitment of Joint Director SCERT in charge of SIMAT as a matter of priority to develop SIMAT and strengthen SCERT.
4. SCERT to be fully equipped in terms of staff, equipment and building.
5. Overall workplan including other institutions' support and training plans are to be developed and finalized at SCERT level.
6. Computer purchase at the SPO needs priority attention.
7. Incomplete activities as per 1994-95 to be completed at the earliest.
8. continuation of HM training in management and administration
9. refinement of in-service teacher training strategy
10. staff development of DIET faculty
11. make DIETs fully functional as agreed prior to implementation of DPEP in terms of
 - staff
 - equipment
 - construction
12. BRC staff recruitment

Draft Report on the Physical Implementation

State Level

The state project office is presently located in the building occupied by the Department of Education and waiting for the renovation of the rented building to be handed over soon. The new premises seem to be adequate though rather on the small side. Therefore it seems especially important that the internal divisioning be planned carefully. It is suggested to obtain various architects proposals in order to choose the most appropriate one.

The new SCERT construction is hampered by the lack of the civil engineer for the SPO office. His posting is considered to be a matter of priority.

The purchase of computers for the SPO is delayed. Guidance on the specifications for the usage of the MIS as well as the EMIS is urgently required from the HMRD apart from clearance of bid documents.

The proposal was made by the SPO that for ICB purchasing (vehicles) it would be easier if this was done centrally by MHRD as this relates to 7 states and not only Kerala.

In general the procedures for tendering and purchasing are clear but sometimes lengthy to follow in the initial stage. Some more guidance from MHRD might be helpful and it is suggested to have a follow up workshop on procurement procedure.

District Level.

DIETs: The completion of the extension construction as well as the basic equipment was agreed to be a pre-condition for further augmenting of equipment required for the DPEP. The extension building was started in 1992 with funds from a centrally sponsored scheme and was discontinued for unknown reasons when it was about one-third ready. The completion is a matter of priority since otherwise the planned DPEP activities cannot take place. Equally the basic equipment (one VCR, one TV, two computers, one overhead projector, one slide projector and one 16 mm film projector, etc.) are not in place. Therefore the equipment envisaged to be funded under DPEP (one vehicle, one photocopier, library equipment, etc.) cannot be provided. Funds for the basic equipment were made available in 1991 from a centrally sponsored scheme and were given to SIDCO. The lack of this equipment endangers the implementation of the new in-service teacher training strategy for the districts.

The BRC construction is in progress. Construction designs were presented and two BRC sites visited. The construction design should make provision for more toilet facilities for women or alternate usage by male or females.

Recommendations:

1. The civil engineer for the SPO has to be recruited as a matter of highest priority.
2. The buildings of extension of the DIETs in Kasaragode and Wayanad have to be completed with funding from centrally sponsored schemes as a matter of priority.
3. The equipment of the DIET at Kasaragode and Wayanad from funds released in 1991 has to be supplied as a matter of priority.
4. Vehicles to be purchased under ICB should be purchased centrally.
The design for block resource centres should be slightly altered in order to make provision for better toilet facilities for women.

- 6 The specifications for computer equipment to cater for MIS as well as EMIS have to be supplied as a matter of urgency from MHRD
- 7 Procurement procedures might be further explained in a follow-up workshop to the previous one
- 8 Innovative classroom and school designs are needed to allow for playful interaction

SVM Kerala 12 - 17 March 1995

**Draft Report on Monitoring, Evaluation and Research
Kerala**

State Level

Funds for monitoring, evaluation and research are not represented in the annual work plan. Until the visit of the supervision mission team, SCERT was not aware that there could be special funding for monitoring, evaluation and research made DPEP. However, their present funding might be sufficient to carry out research related to DPEP as well.

5 staff members have been involved in research previously of which some topics (modern techniques of teaching second languages and women's education in Kerala and socio-political factors as reviewed through Kerala's school mathematics text books) might be used as a starting point for further investigations. The staff showed keen interest in doing DPEP related research and came up with approx. ten interesting ideas. It was suggested that SCERT should submit write research proposals to SPD for obtaining approvals from the central level if they require funding.

The research staff did not seem to be fully aware of DPEP and it is suggested that the Director SCERT provides a general introduction into DPEP for all the faculty members of SCERT.

The seminar in February on in-service teacher training and classroom monitoring created a strong motivation to introduce this concept of teacher training. The seminar report is still outstanding and is urgently required for follow up.

For classroom monitoring to be included in the in-service teacher training strategy, the SCERT needs some further guidance from NCERT or others. This is specially required for the development of student achievement sheets and teaching behavior observation forms to be developed as monitoring instruments.

District Level

The computerization of the project activities has many problems which are to be taken up on a priority basis at the national level: (i) the EMIS software given for try-out is only for the district level and no guidance and guidelines are available for the state level EMIS (ii) the software for the project activities has not yet reached the SPD (iii) the hardware specification has yet to be finalized at the national level.

The state has already sent the school data base capture formats. The completed format may be reaching the SPD by June 1995. There is an urgent need to equip the office with computers so that the data can be processed.

The DIET staff is keen on taking up the new activities for in-service teacher training and classroom monitoring. However, they need guidance for the implementation and further training.

The idea of teacher action research was mentioned by the DIETs and will be included in the draft workplan 1995/96. The mission feels that the DIETs are presently not in the position to supervise action research of teachers. The proposal submitted by DIETs staff members to do joint action research is not acceptable.

- 6 The specifications for computer equipment to cater for MIS as well as EMIS have to be supplied as a matter of urgency from MHRD
- 7 Procurement procedures might be further explained in a follow-up workshop to the previous one
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The idea of teacher action research was mentioned by the DIETs and will be included in the draft workplan 1995-96. The mission feels that the DIETs are presently not in the position to supervise action research with a help of the proposed members and DIETs staff members require training themselves.

District level MIS activities are progressing well. The data capture formats are already sent to the school. The major effort is to computerize the basic information. In the absence of computers the software (DISE) could not be tried out.

Recommendations

1. SCERT to present research proposals including synopsis to the State project office
2. SCERT to provide orientation on the DPEP to all faculty staff in SCERT
3. training to SCERT and DIET members in classroom monitoring.
4. teacher action research plans to be revised

DPEP Joint Supervision Mission

Madhya Pradesh

March 20, 1995

1. A DPEP joint supervision mission visited Madhya Pradesh March 13-15, 1995, to review progress and to identify critical actions to be taken to strengthen implementation in financial year 95/96. The mission consisted of John Middleton (World Bank, State team leader), Philip Cohen (ODA, Consultant), Sabine Keinath (EC, New Delhi), S. Mukhopadhyaya (NIEPA), and A. Panigrahi, S. Nayana Tara, R. Dwivedi, and S. Menon (Consultants, DPEP Bureau). The mission held discussions with State officials in Bhopal, and completed field visits to Rajgarh, Betul, Panna and Shadol Districts (a list of persons met is attached as Annex I).
2. The mission would like to express its gratitude to officials of the Government of Madhya Pradesh, the Rajiv Gandhi Shiksha Mission (RCSM), and the districts visited for their courteous assistance. Special note is taken of the comprehensive documentation provided by the RCSM, including a 94/95 progress report and 95/96 Annual Work Plans and Budgets for the RCSM and the four districts.
3. This note records the preliminary observations of the mission. These represent the professional views of the mission on major points, and are not intended to be a comprehensive analysis of implementation progress. Further, the mission took as a starting point the report of the DPEP Supervision Mission that visited the State in February, 1995, and sought not to cover the same ground in its own review. The report will be submitted to the DPEP Bureau and to participating agencies (The World Bank, European Commission, UK Overseas Development Agency, and UNICEF) for consideration and official follow-up. The mission, and the report, do not represent these agencies or their eventual views.
4. In summary, the mission finds that environment building activities have succeeded in generating a high level of community and stakeholder involvement with the RCSM. Community demand for services is high. The challenge in FY95/96 is to rapidly and effectively provide highly visible services of good quality. In turn, this will require carefully selected activities to further develop implementation capacity at State and district levels.

Implementation Progress

5. Considerable progress has been made in establishing the foundation for effective implementation. The RCSM has acquired adequate office space and furniture and equipment is being delivered. The General Body and the Executive Committee of the RCSM have been formed and are active. The Executive Committee has approved financial rules and regulations, the creation of posts, and the State financial budget. A list of persons met is attached. The main highlights

- o Capacity Building Through Networking. The RGSN has established technical support groups for materials development, training design and development, and gender issues. These groups draw explicitly on the expertise of NGOs and consultants, including individuals drawn from outside the State. The approach has much promise for bringing an extended range of expertise to bear on project implementation.
- o Stakeholder Empowerment. Newly elected local governments have been given substantial authority over primary education. Gram Panchayats now appoint all new teachers and have the authority to modify school timings to suit local conditions. Jampad (block) Panchayats and Zilla Panchayats have authority over teacher transfers. The Sarpanch of the Gram Panchayat has the authority to reduce a teacher's salary by an appropriate sum for days of non attendance. Observations in districts suggest that these powers are being exercised effectively. The various Panchayat committees (such as Block Executive Committees and Block Construction Committees) are firmly in position to effectively implement the program.
- o Environment Building. The RGSN provides integrated management of both the DPEP and Total Literacy Campaigns (TLC). The community mobilization efforts for TLCs and for primary education have been impressive. Discussions with community members, teachers and panchayat officials confirm a substantial increase in demand for literacy and for primary education, as well as awareness on the issues of girls' education.
- o Land Transfer. Transfers of school sites from local governments to the Department of Education are largely completed. This issue poses no barrier to the agreed upon accelerated 95/96 program of school construction.
- o Extending RGSN Policies. Program policies not requiring financial support are being extended to non-RGSN districts. Examples include the increased authority of panchayats, environment building activities, and the use of DPEP standard designs and specifications for school construction.
- o Financial Support. The GOMP budget for education in 95/96 will be ₹ 1,000 crore; this represents a 10 percent increase over FY94/95, fully meeting DPEP Guidelines. The budget for primary education increased from ₹ 400 crore in 94/95 to ₹ 440 crore in 95/96, an increase of 10 percent, reflecting the State's substantial commitment to primary education.

Priorities for Implementation in FY95/96

6. The delays at the national level in launching DPEP have similarly delayed implementation in Madhya Pradesh. The RGSN 95/96 work plans and budgets cover, in the main, work that was originally projected for the second half of 94/95, as suitably extended. The construction program has been

accelerated at the request of GOI. However the necessary funds have not been transferred from the center. To carry out the proposed scope of work, the DPEP Bureau will need to provide agreed financing and technical support; the COMPT and RCGM should, in turn, give priority to carefully chosen capacity building activities.

Financing

7. Although 30 crore rupees were authorized for RCGM in FY94/95, only a third of this has been released by DPEP/GOI. On approval of the 95/96 work plans and budgets for RCGM, the DPEP Bureau should give highest priority to obtaining outstanding EFC clearances and releasing six months of estimated approved expenditure as per DPEP Guidelines.

Staffing

8. Completion of staffing will be essential to effective service delivery, especially in districts.

MIS Development

9. RCGM has aggressively developed a project planning MIS which could be of considerable assistance to other DPEP States. No difficulty is anticipated in installing the DPEP project MIS currently in final stages of development in New Delhi. The RCGM MIS cell is well staffed with experienced computer professionals, and should, with appropriate technical support, be able to provide the training and technical support needed to install the PMIS in 42 districts.

Capacity Building

10. Project Management. Good progress has been made in providing information and guidelines to districts. Planning activities, written guidelines and visits from the State project office have enabled State and district staff to have a reasonably clear idea of what to do. The mission recommends that priority be given in 95/96 to three management development activities:

- c Improved Management Communication. While good progress has been made, better communication between the SPO and districts would improve implementation. Methods could include more frequent and routine visits to districts, a periodic "district forum" to facilitate sharing of experience across district boundaries, and formal seminars on DPEP management documents (especially the Implementation Manual).
- c Procurement training. In-depth training of State and district staff in procurement procedures would help the project move ahead more quickly. This training should be "hands on," using the DPEP guidelines and the DPEP Project MIS.
- c MIS Installation. MIS facilities, procurement of furniture and equipment and staff training for all project units should be

completed by September, 1995. It is recognized that this schedule depends on the transfer of the DPEP MIS system from Delhi. Pending the installation of the computerized PMIS quarterly reports from the Districts and from the State should be prepared following the format and guidelines of the DPEP implementation manual.

11. Pedagogical Improvement.

- a. Textbooks. The RGSN, on the advice of the Technical Support Group, has asked several agencies as well as the SCERT to prepare new MLL based textbooks for trialling in the school year 1995/96. The timetable allows for state wide introduction of new textbooks for the school year 1997/98. This is an excellent move. Immediate thought should be given to the way in which the trials are to be conducted, particularly how feedback is to be sought and acted on. It is recommended that contact should be made with officials of the Andhra Pradesh Primary Education Project where controlled trials of experimental materials are already under way.
- b. Skill Development. DPEP envisages the development of teaching/ learning materials to supplement the core textbooks. This activity will take place at both state and district level. At present the SCERT and the DIETs lack personnel trained in materials development. The Technical Resource Support Group for materials development should consider using materials and training resources from other States.
- c. Special Groups. There are very few materials specifically for the use of tribal children. However there has been some activity in this field at district level. A system should be set up to ensure that these materials, as well as any for other special groups, are seen by district and block officials throughout the State.
- d. Gender Issues. Core textbooks have all been subjected to analysis for gender bias and revised in the light of this analysis. There is now a need for supplementary materials that address the specific needs of girl pupils. Teacher in-service training should squarely address gender bias in teaching/learning activities.
- e. State Textbook Corporation. The MP Textbook Corporation is acquiring Desk Top Publishing facilities and a computerized inventory control system. Although it is not immediately involved in the trials of new core textbooks, it is essential that it should liaise with the organizations involved in order to make sure that production specifications match cost criteria and available plant and materials.
- f. Shikshak Samakhya. This teacher empowerment program is operating in several project districts and appears to provide a welcome improvement in classroom atmosphere and child involvement. It provides useful base on which more comprehensive in-service teaching skills development programs can be built.

12. Teacher Training. Generic training needs have been identified for the SCERT. However, the larger question of adjusting the training load to the capacity of SCERT and DIETs during the period of capacity building for training has not yet been addressed. DIETs typically have planned far more training than can be accomplished with acceptable quality. In addition to master trainers and primary teachers, DIETs expect to train instructors for Alternative Schools, pre-school education (SSKs), VEC heads and members, and education officers. Newly constructed and staffed BRCs figure centrally in rapidly expanding training systems.

13. Much of the proposed training will be for new roles and new skills. The capacity of SCERT and DIET staff to design courses and develop quality training materials needs substantial development. Without capacity building, there is a serious risk that courses will not be effective in improving performance. Support from the Training Resource Group at NCERT is needed for key capacity building activities:

- a. Materials exchange. Teacher training modules developed in Uttar Pradesh, Rajasthan and by NCERT should be made available on an urgent basis. These are in Hindi, and could be adapted to Madhya Pradesh more quickly than new materials could be developed. The adaptation process would enable SCERT and DIET staff to efficiently become familiar with new materials.
- b. Trainer training. A model course in methods of training for master trainers should be developed and provided to key staff from SCERT and DIETS. Since this is a matter of extreme urgency, thought should be given to requesting several agencies to prepare training modules.
- c. Management training. Management training for the State as well as the District education administrators should have highest priority. Reliance on one organization (such as NIEPA) to undertake this task is likely to delay its completion. Assistance should be sought from other management institutions. Informal training, such as through inter-district study tours and seminars, should also be encouraged.
- d. Filling vacant DIET posts. Authority has now been given for vacant lecturer posts to be filled by retired teachers. Consideration should be given to taking on skilled primary school teachers.

14. The number and variety of training courses should be reduced in 95/96 to provide time for capacity building. Given the need to deliver visible services, it is recommended that priority be given to preparing master trainers and primary teachers. The teacher training course should be designed to build a few key classroom skills in teaching to HLL standards in reading and mathematics. General content -- orientation other areas of the curriculum -- should be avoided.

15. Master trainers should first be trained in the course for teachers to ensure that they have the skills that they will teach, and then in the master trainer course.

DPEP Joint Supervision Mission
Madhya Pradesh: Betul District
March 21 1995

1. A joint DPEP supervision team visited Betul District, Madhya Pradesh, from March 13-15, 1995. The mission consisting of Mr Philip Cohen and Mr Ranjan Dwivedi, was accompanied by Mr B C Shrivastava Deputy Manager, Rajiv Gandhi Shiksha Mission (RGSM) Bhopal. The mission's task was to review the progress of the district in implementing the project to date, to discuss priorities for implementation in the next six months and the capacity building needed to achieve these priorities. The places visited and the people met by the mission are attached as an annex.

Summary:

2. The mission found that the District project team under the leadership of Dr Bunsli Trivedi had built up a very high level of awareness of the Total Literacy Campaign, of DPEP and of the need for girls to be educated.

3. The Panchayat Raj institutions are closely involved in the project at all levels working in conjunction with block and village education committees all of which are in place and have met regularly. Women are substantially involved both in consultation processes and in decision making.

4. The District Project Office is fully staffed with officials seconded from other government posts. It has been housed in the same building as the Total Literacy Campaign and Adult Education staff and shares facilities. The staff are fully conversant with many aspects of DPEP. They have yet to receive any equipment. Several committees have been formed involving both government and non government members.

5. Betul district has primary schools which are linked to the Shikshak Samakhya (Teacher Empowerment) and others that form part of Eklavya's experiment in primary education (Prashika).

6. Locally specific materials have been developed for TLC and Tribal education. At present there are no plans for such materials within DPEP. The DIET is severely understaffed. The vacant posts need to be filled if the DIET is to be able to provide the volume of in-service teacher training required within DPEP. Thought should be given to employing retired primary school teachers now that this has been sanctioned by the state. Much of its resources are used for pre-service training. Since there is a surplus of teachers in the district, thought should be given to running down this activity.

7. There is little activity as yet in research, monitoring and evaluation. MIS at district level is handled manually at present, until the DPO has its computer. Information from block and village levels is being prepared in an appropriate form for the computerized MIS system.

16. Research and Evaluation. Capacity building for research and evaluation has appropriately low priority in 95/96, given the importance of developing project management and teacher training capacity. However, it is proposed to pilot test Alternative Schools in 20 sites per district in the coming year. Evaluation of the pilot projects is essential given the degree of innovation envisaged and the important place AS hold in the RGSN strategy.

17. It is recommended that evaluation be limited to 5-10 sites in 3-4 districts where DIETs are most well established. A research design and instrument development workshop should be held to prepare for the evaluations. Technical support through the RGSN network would be helpful. This evaluation effort could be seen as a capacity building exercise.

18. Civil Works. Site lists, land transfers and a construction manual have been completed. The RGSN is well placed for the 95/96 civil works program, under which 198 BRCs and 1310 school buildings will be constructed. Construction will be carried out through Block Nirman Samitis (for BRCs) and Gram Panchayats (for school buildings), with technical support and weekly supervision by the Rural Engineering Service (RES). Mission discussion with panchayat members and RES staff in the districts indicate that roles are well understood. Accounts have been opened at the block level. Provided DPEP releases 95/96 funds to the RGSN in a timely manner, the 95/96 civil works program should be implemented successfully.

19. The mission notes that in some districts collectors are using JRY funds to advance school construction in sites not covered by the RGSN. The RGSN construction manual and procedures are being followed. This is a commendable extension of the impact of the program on educational opportunity.

8. Construction of BRCs and classrooms has begun. Choice of sites and designs have been subject to local consultation. All building work is being carried out with direct labour under the supervision of block and village construction committees.

9. The district has made excellent progress since the start of DPEP. The majority of administrative structures are in place. There is now an urgent need for capacity building at all levels.

Community and Stakeholder Participation

10. The Panchayat Raj institutions have been closely involved in the campaigns to raise the level of awareness in the district of the importance of primary education. This has been done through rallies, through human chains, through carrying torches from village to village and through other forms of publicity. Publicity for DPEP has been linked with that for the Total Literacy Campaign (TLC).

11. There is a risk that expectations have been raised to such an extent there will be disappointment that the visible effects of DPEP are not greater.

12. A total of 555 Gram Panchayats have been formed, each covering two or three villages. At all levels, the panchayat executives and members showed a keen interest in DPEP, although their knowledge of the programme objectives was limited to issues of access and enrolment. With the proposed training for the BECs and VECs, the other aims will get their due importance.

13. At all levels the Panchayats are working closely with executive committees and civil works committees. They are now empowered to recruit teachers, to transfer them within their area of jurisdiction and to order deductions from their salaries for non-attendance. The mission met with members of elected bodies at all levels, and found them aware of the RGSM and clear about their roles in approving sites for new schools and in monitoring the delivery of both TLC and RGSM services and activities.

14. The women members of the Panchayats were in the forefront in all meetings. The women's coordinator was active in the DPO and was live to the gender issues, requesting that there should be specific teaching/learning materials to address women's issues and problems. It was stated that preference is given to women in recruitment. Indicators, if built around such statistics, would be useful to monitor and shape the trend with greater confidence.

15. Mahila Mandals have been organised 856 of the district's 1326 inhabited villages. At present they are largely involved with enrolment issues. In view of the extremely low literacy rate of 6.48% for ST girls, there is need to intensify the focus on this segment.

Planning and Management Capacity

16. The collector has staffed the District Project Office (DPO) by seconding officials from the existing education administration of the District. He has put forward the names of these officials to the SPO for transfer to the DPO. Since Betul has a large Tribal

population (37%) it was particularly encouraging to find that the acting District Project Officer is the Assistant Commissioner for Tribal affairs. The clerical levels have been provided from the DRDA.

17. The transfers are recommended for early confirmation by the SPO. The SPO and the State's education administration will share the concern for finding early replacement for the Assistant Director Education Betul as it is proposed that he should take over as District Project Coordinator. Similarly the post of Deputy Director Education will shortly need to be filled since the present officer retires in June of this year.

18. The mission met the above persons and found them aware of their responsibilities and especially those for disadvantaged groups. The motivation levels were found to be high.

19. A Project Executive Committee has been formed with 7 officials and 17 non officials as members. There are also committees for Civil Works, Purchasing, Appointments and Grant-in-Aid.

20. The first state appointee as a Block Resource Centre Co-ordinator, who had only been appointed the day before the mission's visit, is an M.Com., although the DPO had proposed teachers to fill all these posts. The mission learned that it is state policy to employ administrators rather than teachers. Since the prime function of the BRC is to be the base for teacher training for the block, it might be wise to reconsider this policy.

21. VECs are in place in 1149 of the district's 1326 inhabited villages. Regular records of meetings were seen by the Mission. Women constitute more than 30% of the VECs' membership and were found in the front line at all discussions. A similarly high level of participation by the women members of the BECs was noticed.

22. The Block (Janpad) Education Committees were found to be similarly broad based as suggested by the guidelines provided by the SPO. They include persons with proven contributions to the educational endeavour in the Janpad. A social worker, literary person and the Principal of a well managed Private Higher Secondary school were included in one of the BECs.

23. Evidence of village level plans by the VECs and their consolidation at the Block level was seen by the mission. A range and variety of data was neatly tabulated. This gives confidence that the district is in a good position to formulate realistic proposals for their work-plans. In the case of tribals, constituting about 40% of the district population, more effort is required for proper needs assessment.

24. All the programmes/departments concerned with the primary/basic Education - DPEP/TLC/Adult education (AE) are housed in the same building with basic equipment including a telephone. This has facilitated an early start despite non receipt of funds from the DPEP and has also contributed to programme convergence. Significant evidence of this was noticed between DPEP and TLC (to be launched in the District in April) with respect to awareness/environment building.

Pedagogical Improvement

25. Bera district contains several schools that form part of the Shikshak Samakhya (Teacher Empowerment) project organized by the SCERT, Bhopal and UNICEF. Classrooms are decorated with colourful paintings and a continuous blackboard is painted round the room at floor level. Teachers receive training in the manufacture of low cost teaching aids and, more importantly, in how to use them in the classroom. This is particularly valuable where there are multi-grade classes.
26. Eklavya, a Bhopal based NGO, is also active in the district. Eklavya has introduced a primary education programme called Prashika in several schools Shahpur block. The schools emphasize child centred learning. Teachers receive regular training both in classroom practice and in the preparation and use of teaching/learning materials. As with Shikshak Samakhya, the classroom is cheerfully decorated.
27. There is a close relationship between Eklavya and the SCERT in Bhopal. Eklavya is one of several entities that has been invited to develop new textbooks as part of a major project to trial several sets of materials over the next two years. Eklavya will also be involved in the state's teacher training programme.
28. Eklavya have developed their own teaching/learning materials as well as special materials in tribal dialects. District specific materials have also been prepared for use in the Total Literacy Campaign.
29. Since the DIET is severely understaffed, it has no plans at present to produce locally specific teaching/learning materials. DIET staff and pre-service teacher trainees have however produced a wide range of teaching aids which deserve wider exposure and use in the district.
30. Funds for teachers to purchase their own teaching/learning aids or the materials to enable them to make them have not reached the schools.

Teacher Training

31. Bera District's DIET is situated at ^{Prabhat - Patan} Mota which is 66 kilometres from the DPO. This is unfortunate since it is destined to play an very important role in the implementation of DPEP in the district, not least in its responsibility for teacher training.
32. The DIET has a principal and 6 lecturers. This is in no way sufficient to carry out its in-service teacher training obligations under DPEP, particularly when it is also involved in the pre-service training of 87 teachers. The full establishment of the DIET should be 51 both academic and administrative. It is vital that further academic posts should be filled without delay.
33. The state now authorizes DIETs to recruit retired teachers to fill vacancies. The director is considering this possibility, but is strongly opposed to the recruitment of retired primary teachers. This is unfortunate since none of the existing staff has primary school teaching experience.

34. So far, the DIET has run a course for Master Trainers and a course for CRC staff. It developed its own training modules with an emphasis on Minimum Levels of Learning (MLLs). However the director does not plan to continue to use these modules, but expects instead to be provided with materials from the SCERT in Bhopal. The mission felt that districts should be encouraged to develop and use their own training modules, revising them if necessary when they receive state level material. Building skills at the district level is an integral part of DPEP.

35. Betul district has 1000 unemployed trained teachers. Each year the DIET's pre-service teacher training course adds a further 50 to this number. Consideration should be given to running down pre-service training in favour of in-service. This is particularly important whilst the DIET is so understaffed.

36. Plans have been drawn up for substantial training to take place in BRCs in the next 12 months. These may prove over ambitious since training modules have not yet been prepared and trialled neither at state nor district level.

Research, Monitoring and Evaluation

37. The DPO, though aware of the provisions for research in the DPEP, is at the present stage less occupied with these issues. With widespread awareness of the programme and the high level of activity expected at the ground level, it is recommended that initiative be taken by the DPO to generate awareness of provisions for research and other initiatives at the district, block, cluster, and village levels. However at this stage, it would be restricted to teaching aids and materials as issues of evaluation would come only much later.

MIS

38. Detailed guidelines for monitoring civil works have been issued. For other activities the district is waiting for the provision of the computer and the PMIS and EMIS being developed centrally. Information flows are ad-hoc and from time to time according to the needs arising periodically. No regular reporting system was evidenced. Although capacity for MIS at the district has not been specifically attended to as it was not required, information flows for details sought by the SPO have been prompt.

39. With the receipt of the DPEP Manual on Programme Administration, (Feb. 1995) the designated formats should be followed. The reporting system up to the DPO level is conceived as being manual and should therefore be put in position so that the system is streamlined by the time the computer is installed and data processed mechanically at the district level and above.

40. Good capacity for handling MIS issues is important. Part of the MIS at the district for catering to issues pertaining to local initiatives and endeavours necessary if the programme has to be contextual. For such issues the DPO may consider devising their own indicators and an MIS consistent with and complementing the PMIS being designed by the SPO. This would also influence the capacity of the system to obtain feedback and effect changes or more effective programme implementation.

Civil Works

41. Organisationally, all levels have been adequately equipped. The Block and the village construction Committees are in place with respectively, 10 and 7 members drawn from officials as well as non-officials and have the necessary orientation for effective implementation. The minutes of the committees' meetings show their close involvement in the siting of new buildings (Block Resource Centres and schools) and in choosing specific designs from the several available. The site plans and architectural drawings were found displayed at each site along with details on the proposed plans for completion. At all the 8 construction sites visited in Betul, the labour employed was local.
42. Foundations were being dug at all the sites visited. In order to avoid working through the monsoon, plans have been drawn up for all buildings to be completed in 110 days. Engineers in charge are confident that these targets can be met.
43. The detailed manual on Civil Works has just reached the District though some of the relevant operative portions like site plans had been in place earlier. Detailed reporting formats for the supervision of physical and financial progress within district have just been sent to the district. The Chief Secretary has asked districts for monthly information on progress of civil works. Technical Supervision by the sub engineer of the Rural engineering Service (RES) and general supervision by the construction committee was found to be present. Records of meetings for site selection, supervision and accounting were available.
44. At District level, the Project Civil Works Committee has representative from an NGO called VISA who is a trained engineer.
45. Work has commenced on the 10 BRCs and 50 New Primary School Buildings, and 51 primary schools needing building repairs and 57 to be provided with new rooms have been identified. The cheque for the first instalment of funds released for construction had been received by the building committees two days prior to the mission's visit.
46. On two school building sites visited work had gone ahead before funds had been received, on the Collector's assurance that the money was on its way.
47. Provided there is timely release of funds to the district and monitoring according to the guidelines received from the SPO, the mission feels that the Annual Work Plan (AWP) for 95-96 with respect to civil works can be achieved with good quality construction. Persons met by the mission at Betul:

Dr Sushil Trivedi, Collector and Mission Director

H.L. Parra Project Director

R.K. Tiwari, Deputy Director of Education

A.P. Seth, Project Coordinator (Asst. Director of Education)

H.K. Chaudary BEO Betul

PS Gaur BEO Amia

Dr. R.C. Singh BEO Bamper

A.P. Mishra PPO Betul

Hari Joshi Asst. Programme Coordinator, Zila Saksharta Committee
S.K. Srivastava, Lecturer Attached to DPO
Smt Shakuntala Pachoriect, lecturer, Women's Coordinator DPEP
G.R. Mhaski, ADIS, Betul working as Assistant Coordinator
S.B.Sharma Project Technical Advisor Betul
Prof K.K.Choubey Govt. College Betul

The Zila Panchayat Chairman

Villages Visited

Multai - BRC site
Narkhed - Girls primary school site, Shishak Samakhya classroom
Prabhat-Pattan - DIET, BRC site, model classroom
Ghoradongri - BRC site
Ranipur - Shishak Samakhya classroom
Motidhanu - Primary school site
Shahpur - BRC site, model classroom, CRC
Dhar - Ashram

The mission met members of the Janpad Panchayats and VECs of the majority of these villages.

DPEP JOINT SUPERVISION MISSION
MADHYA PRADESH : PANNA DISTRICT

March 21, 1995

1. A joint DPEP supervision team visited Panna District, Madhya Pradesh, on March 14-15, 1995. The purpose of the mission was to review the implementation process and assess status of management structures and priorities for strengthening implementation capacity over the next six months. The mission consisted of Dr. Ashish Panigrahi and Dr. (Mrs) Sudesh Mukhopadhyay and was accompanied by Mr. M.K. Saxena, official at Rajiv Gandhi Shiksha Mission (RGSM). In the whole process of planning, administration and management of DPEP at Panna a set of 6 major role players were identified. To gauge the planning strategies and status of the inter-linkages the team interacted with all the role players till the end-user level. This note records the observation and analysis of the mission based on review of literature and discussions held with the Mission Director, officials of the District and Block Project Committees, functionaries of the VECs and Village Construction Committees, headmaster, teacher and students of the primary school. A list of key role players and functionaries met during the course of the visit is enclosed.
2. The present district of Panna has 886 government primary schools spread over 7,155 sq. kms. The district is divided into five blocks comprising of 1048 villages of which 782 have been electrified. The district has had a rich experience of managing various education programmes and schemes viz. Operation Black Board, Non-formal education, Shikshak Samakhya and Total Literacy Campaign. A suitable social environment for launching the DPEP thus exists in the district.
3. In sum, the mission found the District Project Team, led by the collector Shri R.K. Charurvedi quite motivated and knowledgeable. They had succeed to a great extent in integrating the Total Literacy Campaign experience and benefits and the focus of primary school programme under the District Primary Education Programme (DPEP). Demand for services and primary schools was further enhanced by the ongoing Shikshak Samakhya Programme. Although awareness of both programmes is high among those involved in planning and implementation at different levels, lack of funds and absence of any staffing at the district project office and incomplete staffing of DIETs have contributed to the staggered and slow implementation of the RGSM. Nevertheless, the missing/underplayed linkages of DPEP, has not restricted the progress of the Shikshak Samakhya Programme which has now been expanded to cover all the primary schools of the district. The formidable task facing the implementation agency over the next year is to meet high levels of community demand for services, by strengthening education planning and management, school construction, teacher recruitment and training and provision of adequate infrastructure and technical support. To maintain sustainability of the on-going project the following priorities needs to be addressed and focussed during the next six months : (a) Approval of work plan for 1995-96 and release of the next instalment of funds, (b) Speedy appointment and positioning of staff at project offices and DIET, (c) Involvement of the RGSM in preparation for improved instructional materials (d) Support from SCERT for the development of focussed training manuals (e) translating the experience and training of Shikshak Samakhya Teachers (f) recruitment and training of teachers and strengthening of the process of in-service training (g) Training and installation of the DPEP project MIS (h) Sensitisation of opinion leaders at the community level

Community and Stakeholder Participation

There is evidence of continual community meetings and environment building activities in the district. Through cultural and literacy activities, traditional road side plays and rallies, group meetings, teacher parent interaction the level of awareness and demand for services has been enhanced. By way of various primary and adult education programmes/schemes and other on-going developmental programmes the district has been able to mobilise and effectively use the resources even in absence of adequate RGSM funding.

5. Panchayat Raj bodies and functionaries are in position since November 1994. More than 50 percent of the elected members are women at the village, block and district levels. A large number of persons from the deprived sections are also in position. The empowered bodies have been vitalised with responsibilities and control. Powers are being exercised to appoint and transfer teachers.
6. The mission met with the members of the elected bodies and found them aware of their roles in approving sites, selection of teachers and in the delivery process of RGSM. The revitalisation of the Panchayats and their empowerment has brought to fore issues which are being discussed at various levels: i) Urgent need to sensitise the bodies on concern and importance of education ii) Need to translate their influence to mobilise and enhance community participation iii) Sensitisation to enable effective monitoring supervision, and implementation.

Shikshak Samakhya seems to have played a catalytic role in the process of education. Teacher student participation and attractive school buildings appears to have had a notable impact on the community involvement and sustainability of the project.

Programme Management

8. The existing management staff is under considerable strain and pressure while performing their role of planning, administration and supervision. The planning bodies of the DPEP at the District and Block levels are the District and Block Project Committees. Both these units/committees are in place, with the Chairman of Zilla Panchayat and Janpad Panchayat heading the District and Block units respectively. These units/committees provide a forum for achieving peoples participation in the programme.
9. The actual management of the programme is the responsibility of the District Project Office (DPO) which is presently being managed by the Project Director (Dy. Director, Education), with the support of a regional consultant (retd Dy. Director Education) who has had rich experience of being associated with the programme since its inception. Till date all other post of the DPO are vacant and are expected to be filled up, soon after the state appoints the Project and Assistant Project Co-ordinator. The DPO is soon to start functioning from a rental premise. No furniture or equipment has been purchased. The Mission Director (Collector) has assigned vehicles from other district programmes on an adhoc basis. At the village level, VECs have been formed. 712 VECs are in place with 2-3 women members in each VECs. 5 BRCs and 50 school buildings have to be completed by June 30, 1995. 79 CRCs have been created to serve as a confluence point for teachers.
10. At the district level the Collector, Dy Director Education, Principal DIET, District Women and Child Development Officer, Assistant Commissioners of Tribal Development, Executive Engineer of RES co-ordinate the activities of the DPEP programme under the Zilla Panchayat Chairman.

1. At Block level, members of block level agencies like BEO, Project Officer of NFE and ICDS, Assistant Engineers, ADIS, Circle organisers co-ordinate the activities of DPEP.

2. The District Collector Office serves as a convergence point offering greater support to DPEP activities across other sectors of rural development. For example JRY funds under the control of the collector will be provided to construct the boundary wall of schools. Excavation of the new schools had began inspite of delay in receipt of funds.

3. Roles and responsibilities have been defined at all levels but requires further sensitisation and orientation at the block and village levels. The headmaster and teachers have been orientated about DPEP at block and cluster level. Meetings at the district level (Dec 93, January, July, November 94 and February 95) have been held to discuss significance of DPEP; coverage of DPEP and plan document. Subsequent to the district meetings, 2 meetings each at the block level were held. In spite of absence of staff at DPO, DIETs, BRC and lack of equipment/infrastructure support, the team is motivated and prepared.

4. As for funding, in all 31 lakhs and sixty thousand rupees were received from RGSM, of which 21 lakhs were received as late as March 8, 1995. Details of the state instructions for its utilisation and expenditure incurred at the district level is depicted in the table below :

Heads	Amount Received (Rs.)	Expenditure
Salary of DPO - Office Expenses	80,000	Nil
Salary of MIS	25,000	Nil
Salary of BRC Staff	50,000	Nil
Meetings of CRCs @ Rs.1000 per CRC	79,000	Full
Mobilisation Campaign	10,000	Nil
Construction of BRC building @ Rs.75,000 per BRC	3,75,000	Full
School Conaagency @ Rs.500 per school	4,43,000	Full
Total	10,62,000	

5. The amount of 10 lakhs and sixty thousand was received in February 1995. The second installment of Rs. 21 lakhs are being utilised towards construction of 50 schools. A project account has been opened in December-94 under the signatures of the Collector and Project Director. Block level accounts have been opened under the signature of Janpad Chairman and Block Education Officer. Not all accounts at village level have been opened.

6. The Chief Secretary has initiated the importance of monitoring and close supervision in his letter to the Collector. The 95-96 work plan has been completed and submitted. Monitoring schedules and work programme for 95-96 have been prepared. However, the DPEP implementation manual had as yet not reached the Project Office; the RGSM construction manual was received in the second week of March. Detailed instructions on various topics have been received from the RGSM Bhopal. State interactions and linkages are desired to enhance understanding on Financial Management as per DPEP norms, procurement, supervision and management. Presently no procurement plans have been made. There seems to be a complete absence of any communication from the District to state & training needs. The district is unaware of the nature and amount of the next release.

Delay in release of funds from Bhopal has restricted the implementation process. Timely release of funds to the District as per DPEP guidelines is now essential to sustain the project management, fulfil the target achievement of 94-95 and equip the district machinery to enable to rise to the expectations of 1995-96. For an effective management of these resources it is imperative that speedy positioning of staff at DPO, DIETs, BRC and schools is completed at the earliest. Also it may be necessary to evolve (a) Intensive training in procurement and financial management (b) Sharing of experience with the new staff and strengthening the inter-linkages (c) Provision of infrastructure and equipment support as per DPEP norms.

Pedagogical Improvement

18. Shikshak Samakhya has been the focal strategy for improving classroom environment and learning processes and in creating an interest in the learner to learn and achieve. The programme started with 198 schools and has lately been expanded to all schools of the district. The DIETs and CRCs have served as the nodal point for imparting training in teaching and in development of low cost teaching aids. A grant of Rs 500 was provided to each school for painting the school building (pink), for providing each child of grade 1 their own black board and other teaching learning materials. Contents of the textbook have been effectively depicted in story forms on the walls of the classroom. SCERT has also provided teachers handbook for Grade 1. The team visited a number of such schools, and found the improvement in physical environment encouraging. It is noteworthy to record the teachers and students pride and attachment to their 'new' school and the exemplary oral skills of the students.
19. As yet, plans have not been made for extending these experience to other delivery modes like NFE and alternate schooling. Presently the DIETs staff and teachers are increasingly featuring as resource group to other districts and states, thereby diluting the concentration of training needs in their own district.

Teacher Training

20. The district has prioritised the training of Master trainers, cluster heads/BRC heads, NFE supervisors, ADIS/PO/BEO and the new primary teachers. The DIET would provide training for district and block functionaries and cluster heads, while the second level of training would be conducted in Block Resource Centres.
21. DIET has presently in position 1 Principal retiring on March 31, 1995, 1 Vice Principal, 2 Senior Teachers and 3 Teachers. The area of concern and challenge facing the DIET is to accelerate the recruitment of 14 lecturers which are still vacant. The formidable task of recruitment of 376 teachers and the feasibility of the exhaustive training plans to impart training in a short span of time is recognized. During 1993-94, and 94/95, DIET had imparted training to 250 and 161 teachers respectively; 1995-96 target is to train 301 teachers at DIET level, 2332 at BRC and cluster level. Training of teachers in new skills, development of focussed training manuals to provide key skills in line with MLL norms, appears to be immense and challenging. Undertaking all the above in an unplanned manner could result in teachers unprepared to provide visible services. The task is made even more difficult if the design of the syllabi and content of the training is made in absence of the contextuality and the target audience in mind i.e. the teachers and learners.

Also urgent actions for provision of other physical and planned inputs like building, equipment vehicle is called for. It is also necessary to state that sustainability of project requires focus and prioritisation on (i) primary school training (ii) review of the training schedule and its adequacy (iii) appointment of DIET and BRC staff (iv) appointment of teachers and Shiksha Karmis (v) development of a management strategy to enable effective and focussed training. The District Collectors is contemplating on recruiting suitable person on contractual basis to fulfil the training needs within the time schedule. Caution will have to be exercised not to induct unqualified resource coordinators as they have to provide in-service training to experienced teachers. Each activity and its process would have to be closely monitored to induce course corrections, and adherence of designated roles of the resource coordinations.

Research and Monitoring

DIETs is the nodal agency for conducting research work, studies and innovations. Presently none are aware of any studies conducted. Lack of awareness w.r.t to provision of research and monitoring under DPEP also exists amongst both the functionaries of DPO and DIET. No such activity was planned for 1995-1996 which may be justified bearing in mind the shortage of staff and level of existing capacity.

Planning and budgeting capabilities, an integral part of any program is being strengthened by the usage of RGSMS designed spread sheet software. Nevertheless, infrastructure, space and technical support for MIS still needs to be augmented.

Civil Works and Physical Implementation

To make teaching learning processes effective the civil works is one of the important strategy interventions. Under the DPEP programme following civil works have been sanctioned to be undertaken

No. of Civil Work sanctioned

New School Buildings	129
New Rooms	200
Repair Works	45

The additional rooms will be provided in schools where the enrollment is high. The district has accepted the challenge to construct 5 BRCs and 50 school buildings by June 30, 1995


The state forwards the design of the BRCs and schools to the district along with cost estimates. The districts provide feedback on design improvement and appropriateness based on their district specific needs constraints and environment. Suggestions included replacing polymer mineral roof by RCC roof for BRCs and for using cut stone/RCC roof for schools. The polymer roof was not only costly but was also foreseen to delay the process of construction due to its limited availability. The cut stone roof was preferred over RCC for school building as technical expertise was absent at the village level. A state level meeting during February 1994 resulted in finalisation of design and estimates. The district due to scarcity of water has provided for a sharper slope in their design for toilets. Construction designs and quantities estimates have been made following the RGSMS construction manual.

Block Nirman Samiti is responsible for construction and hiring of labour for BRCs while the village Nirman Samiti is responsible for construction and hiring labour for school buildings. The Rural Engineering Service (RES) will provide technical assistance. At present weekly supervisions has been organised to be undertaken by the Asst/Sub Engineers. The total number of schools and BRCs to be supervised has been divided amongst 10 Sub/Asst engineers. Work programme clearly indicates base concrete and roofing to be undertaken under full supervision of the engineers. A programme of 120 days have been worked out detailing out the date of completion of each activity.

7. Site selection was carried out by the VECs and panchyat members. Approximately 3 options for each school/BRCs was forwarded to the engineering wing. Final selection was based on availability of water, ownership etc. Mainly government land has been chosen to facilitate transfer of land. Advance possession of land has already been given to the Education Department.
8. Excavation of BRC foundation and for some schools have already started. Construction manual guidelines on depth of foundation for different soil types are being followed. The process of planting trees at the inceptional stage of construction was suggested and possible roles discussed.
9. The release of thirty one lakhs sixty thousand from RGSM includes twenty four lakhs and seventy five thousand towards construction activity alone.

Capacity Development Needs

50. The delivery mechanism and its processes eventually governs the acceptance and sustenance of the programme. To be able to achieve a reasonable level of success it is imperative that training is provided in Education Planning and Management. The information base at the district and school is extremely rich in information but presently not disaggregated for appropriate decisions.
31. To enhance the understanding of micro planning, there is a need for districts and program forums to discuss teething problems of planning and sustenance. Regular feedback and horizontal linkages will enable the team to take socially appropriate interventions and course corrections.
32. Capacity within the project team should be enhanced to a level whereby the team is able to monitor its own program w.r.t (i) progress towards objectives (ii) progress towards expected outputs (iii) prospects/ constraints for sustainability. The urgent need to accord the highest priority to 'management' training would necessarily entail identification of resources and expertise.


(ASHISH PANIGRAHI)

Joint Supervision Mission team met with the following functionaries of the DPEP during March 14 and 15, 1995.

1. Shri R K Chaturvedi, Collector and Missions Director
2. Shri J S Sharma
SDM Panna
3. Shri D R Taram
PRO, Panna
4. Shri T N Mehrotra
Regional Consultant for Rewa and Sagar Division
5. Shri S K Agrawal
Asstt. Director, Education
6. Shri M M Sharma
Vice Principal DIET
7. Shri M Roy
Lecturer, DIET
8. Shri R K Khare
Lecturer, DIET
9. Shri R P Shukla
Lecturer, DIET
10. Shri C B Sen
Teacher, Samakhya team
11. Smt. Kavita Singh
Teacher, Samakhya team
12. Shri K R Danavak
ADIS, Devendra Nagar
13. Shri Bhushan Pandit Mishra
Accountant, DDED. Office
14. Shri Bhanu Singh
Chairman Dist. Ed. Committee & Vice Chairman Zila Panchayat
15. Smt. Deepa Bose
Social Worker
16. Smt. Meena Balmik
Social Worker

17. Smt. Bagari
Block Janpad Chairman, Ganaur
18. Shri Chaturvedi
Member, Block Project Committee
19. Shri Jai Prakash Patel
Ex MLA, Panna
20. Shri J.L. Raikwar
Executive Engineer, Panna
21. Shri Dhirendra Khare
SDO, Panna
22. Shri H L Patel
SDO, Ganour
23. Shri M L Chaubay
SDO, Ganour

DPEP Joint Supervision Mission

Madhya Pradesh: Rajgarh District

March 16, 1995

1. A joint DPEP supervision team visited Rajgarh District, Madhya Pradesh, March 14-15, 1995. The purpose of the mission was to review implementation progress and priorities for strengthening implementation capacity over the next six months. The mission consisted of Dr. John Middleton and Dr. S. Nayana Tara, and was accompanied by Dr. Shashi Rai, Additional Project Director, and Mr. Rajesh Chaurasia, Programmer, Rajiv Gandhi Shiksha Mission (RGSM). A list of persons met in the course of the visit is attached.
2. In summary, the mission found that the District Project Team, led by the Collector, Shri B.R. Naidu, had mounted a substantial environment building program that integrates Total Literacy Campaigns and the primary school focus of the RGSM under the District Primary Education Program (DPEP). Awareness of both programs is high in villages, schools and among teachers, educational officers and NGO personnel. Implementation of the RGSM has been slow due to lack of funds and, in partial consequence, incomplete staffing of the district Project Office. Progress has been made in staffing the DIET, but seven vacancies remain. The implementation challenge in the next year is to meet high levels of community demand for services, with school construction, teacher in-service training, and improved educational materials having high visibility, and thus high priority. To meet the implementation challenge, the following priorities emerge for the next six months: (a) approval of 95/96 work plan and release of the first six months of funding; (b) completion of staffing of project office and DIET; (c) support from the RGSM for improved teaching/learning materials; (d) careful review of the schedule and syllabi for in-service training to be provided by the DIET; and (e) installation of the DPEP project MIS.

Community and Stakeholder Participation

3. By means of community meetings, yatras, wall paintings and other traditional approaches to community mobilization high levels of awareness have been attained. An innovation has been explicit linking of the TLCs and the RGSM program for primary education development. This has enabled the district to use TLC and other resources effectively in the absence of substantial RGSM funding.
4. Recent Panchayat elections have given a boost to an intensive program of community participation and mobilization begun in 1994. Gram and Janpath (block) Panchayats, and the District Zilla Panchayat, each have standing committees on education chaired by the second ranking officer. Gram panchayats now have the authority to appoint teachers, Janpath panchayats have authority over teacher transfers within blocks, and Zilla Panchayats have authority over teacher transfers within the district. The mission met with members of elected bodies at all levels and found them aware of the RGSM and clear about their roles in

approving sites for new schools and in monitoring the delivery of both TLC and RGSM services and activities.

5. Mahila Samakhyia is to be initiated in three blocks in the district. The team met with the MS Core Group. Considerable work remains to be done before the program can be begun. It may be a matter of concern that discussions suggested that MS would be explicitly linked to improving female enrollments in primary school. This could be counter to general MS approaches which emphasize that MS groups should select for themselves issues to be addressed.

Program Management

6. Planning and awareness building activities to date have been managed through the District Project Committee, with support from a District Project Director, a computer programmer, and an accounts officer (on deputation). Twelve remaining positions are expected to be filled by mid-April. No furniture or equipment has been purchased. The project team is working from its intended offices in the DIET, and is using DIET computers and equipment on a temporary basis. No vehicles have been purchased, but the Collector has assigned vehicles from other district programs on an ad hoc basis.

7. One of the more striking accomplishments in the District has been the creative use of non-RGSM resources to initiate the program. For example, JRY funds under the control of the Collector are to be made available for construction of schools not on the RGSM site list. RGSM construction manual guidelines will be followed. The Collector will only reimburse Panchayats for expenditures once they have invested their own JRY funds in getting the building to plinth level. District and block officials have been heavily mobilized for environment building.

8. A total of 41 lakhs rupees have been received from RGSM, of which 31 lakhs were received on March 10, 1995. A project account has been opened under the signatures of the Collector and the Project Director. Double entry ledgers are being well maintained, as are receipts. Block level accounts were opened in January 1995 under the signatures of the Janpath Chairman and the Block Education Officer. The largest expenditure to date has been for the initiation of construction of Block Resource Centers.

9. The project office has not received the DPEP Implementation Manual; the RGSM Construction Manual was received in the second week of March. Detailed instructions on various topics have been received from RGSM Bhopal. The 95/96 work plan has been completed and submitted, and staff and stakeholders are quite familiar with the plan's contents. Monitoring schedules and assignments for the 95/96 work program have been prepared.

10. Slow release of funds from Bhopal has delayed implementation. Timely release of funds to the District as per DPEP Guidelines is now essential to meeting community expectations. Effective management of these resources will require a) completion of staffing; b) intensive training in procurement and MIS; c) installation of the DPEP Project MIS; d)

purchase of furniture (including file cabinets for storage of records); and e) assignment of vehicles per DPEP norms.

Pedagogical Improvement

11. Shikshak Samakhyas have been the principal strategy for improving classroom transactions. Approximately 1100 teachers were given one day training for the construction of low cost teaching aids in 94/95. A grant of Rs. 500 was provided to each school for painting the school building (pink), and painting/decorating interior walls to provide a "continuous blackboard" and to make the schools more attractive. The team visited a number of such schools and found the improvements in the physical environment encouraging.

12. No plans for improved teaching learning materials are found in the 95/96 work plan. This essential element of quality improvement clearly awaits intervention from the RGSM.

Teacher Training

13. In the 95/96 work plan, DIET training of master trainers and primary school teachers has top priority. In addition, the DIET would provide training for District and Block functionaries, and cluster heads. In addition to primary teachers, master trainers would also train instructor for Alternative Schools, SSK pre-school instructors, VEC heads and members, and Mahila Samakhyas staff. This second level of training would be conducted in Block Resource Centers.

14. There are reasons to be concerned regarding the feasibility of these training plans. The total number of persons to be trained through the new system is projected to be 3236. The most persons trained by the DIET in any recent year is 376 (not counting one-day orientations in 94/95). On quantity alone, this level of increase is not likely to be feasible. In addition, teachers are to be trained in (unspecified) new skills, and all other trainees would be performing new functions. The task of developing job descriptions, training objectives and effective training materials is immense. There could be a tendency to train in what is already known: the syllabus for training master trainers has more than 12 subjects for a ten day course, including such topics as use of OBB materials, values education, population education, the structure of education, and maintaining school records. More relevant to improved teaching under the RGSM would be MLL, multi-grade teaching, and continuous student evaluation -- but it is hard to see that they would get enough attention in this master trainer syllabus. In addition, no attention is given to preparing master trainers to train other teachers.

15. Other potential constraints include the fact that the BRCs have not yet been constructed and that the DIET has five senior lecturers and two lecturer posts vacant. Discussions indicated that, in addition to assuming responsibility for the RGSM program, the DIET would continue all its other functions. Thus the staff in the DIET

other departments would be only marginally available for primary in-service training and followup.

16. Accelerated recruitment against DIET vacancies and provision of other planned inputs could help. However, it seems to the visiting team that the training will not have the desired effects unless: a) priority is given to primary teacher training, with other courses (and the associated activities) being delayed to the following year; b) technical support for the development of training curricula be provided by the SCERT, with support from the NCERT Training Resource Group; and c) training schedules be carefully reviewed against BRC construction schedules and schedules for the appointment of BRC Coordinators. It may also be desirable to expose DIET staff (in this as well as other districts) to the in-service training models (and materials) being implemented in Uttar Pradesh and Rajasthan.

17. As noted in the February DPEP supervision report, the qualifications of BRC Coordinators give cause for concern. These are to be B.Ed holders, but primary teaching experience is not required. Persons of relatively little experience may not be suitable as in-service trainer or experienced teachers. RGSM staff explain that the Coordinators would not deliver training, but merely arrange and administer training delivered by the Master Trainers. It is expected, however, that Coordinators will provide followup support to trained teachers in schools. If recruitment of experienced teachers for these posts is not feasible, the Coordinators role should be carefully considered. BRC Coordinators should at a minimum receive the same training as Master Trainers.

Research and Monitoring

18. DIET staff helped implement the DPEP baseline and teacher studies in the district. However, no research or evaluation activities are anticipated in 95/96, and properly so.

19. As noted, activity monitoring schedules have been established. The District is effectively using the RGSM spread-sheet software for planning and budgeting. Installation of the DPEP Project MIS should be relatively easy provided that staff are appointed, that the RGSM can provide needed training, and that equipment can be purchased. Space is available but will need remodeling.

Civil Works and Physical Implementation

20. The District proposes to construct 6 BRCs and 75 school buildings during 95/96. All sites have been selected and land transferred to the Education Department. Construction designs and quantity estimates have been made following the RGSM Construction Manual. The buildings will be constructed by Gram Nirman Samitis (construction committees) under the oversight of the Gram and Janpath panchayats. The Rural Engineering Service (RES) will provide technical assistance. Sites will be supervised weekly by the Assistant Engineer and 3-4 times weekly by sub-engineers.

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