

THE SHIKSHA KARMI PROJECT RAJASTHAN, INDIA

PROJECT DOCUMENT

MINISTRY OF HUMAN RESOURCE DEVELOPMENT
(DEPARTMENT OF EDUCATION)
GOVERNMENT OF INDIA
NEW DELHI

OCTOBER, 1986

REVISED SEPTEMBER, 1987

CONTENTS

INTRODUCTION	3
SUMMARY	3
I PROJECT OUTLINE	5
I.1 <u>Background</u>	5
I.2 <u>The Shiksha Karmi concept</u>	5
I.3 <u>Project outline</u>	6
I.4 <u>Aims and objectives</u>	9
I.5 <u>Project strategy</u>	9
I.6 <u>Targets</u>	10
I.7 <u>Risks and critical issues</u>	10
.1 Training, supervision and support	10
.2 Organizational development	10
.3 Involvement of NGOs and voluntary agencies.....	11
II PLAN OF OPERATION	11
II.1 <u>Activities</u>	11
.1 Identification and selection of Project villages	11
.2 Identification and selection of Shiksha Karmis	12
.3 Training of Project personnel	13
.4 Training of Shiksha Karmis	13
.5 Training centres for women	14
.6 Establishment of night centres	15
.7 Establishment of day centres	16
.8 Development of syllabi and teaching materials	16
.9 Follow-up, support and supervision	17
II.2 <u>Project Components</u>	19
.1 Manpower	19
.2 Organization and management	22
.3 Logistics	24
.4 Research	25
.5 Monitoring and reporting	25
.6 Evaluations and reviews	26
.7 Studies and consultations	27
.8 Phasing	27
II.3 <u>Budget and financial issues</u>	28
.1 Project cost	28
.2 Budget	28
.3 Retroactive financing of Project preparations	34
.4 Cost sharing	34
.5 Foreign exchange requirement	35
.6 Midterm Review and Budget revision	35
III ACTIVITY PLAN 1987-88	36-38
APPENDIX 1 Training of Shiksha Karmis	39
APPENDIX 2 Participatory evaluation	41
APPENDIX 3 Role of various agencies	42
APPENDIX 4 Physical targets	44



ABBREVIATIONS and GLOSSARY

BDO	Block Development Officer
CAPE	Comprehensive Access to Primary Education
EEO	Education Extension Officer
GoI	Government of India
GoR	Government of Rajasthan
IDS	Institute of Development Studies
IRS	Indian Rupee
Lakh	100.000
NCERT	National Council for Educational Research and Training, Delhi
NFE	Non-formal education
NGO	Non-Government Organization
NIEPA	National Institute of Educational Planning and Administration, Delhi
Panchayat	Local government
Panchayat Samiti	Block level local government
POL	Petrol Allowance
Pradhan	Elected Chief of Panchayat Samiti
RSTB	Rajasthan State Text Book Board
SANDHAN	A non-government organization based in Jaipur
Sarpanch	Elected Chief of village
Shiksha Karmi	Education worker
SIDA	Swedish International Development Authority
SIERT	State Institute of Educational Research and Training, Udaipur
SEK	Swedish Krona
SWRC	Social Work and Research Centre (volag based in Silora Block)
volag	voluntary agency
WDP	Women's Development Programme

Sub. National Systems Unit,
National Institute of Educational
Planning and Administration
17-E, Shaheed Marg, New Delhi-110016
DOC. No. A. 2. 6. 7
Date... 6/6/87

INTRODUCTION

This Project document has been prepared by a joint Government of India/Government of Rajasthan/SIDA mission visiting Delhi and Rajasthan 15-26 September 1986. The work has been based on a preliminary "Project Description and Plan of Operation" drafted by a previous joint mission in February 1986.

The September 1986 mission consisted of:

- Mr S.M. Acharya, Dy Secretary, Ministry of Human Resources Development, Delhi.
- Mr L. Kishore, Consultant
- Mr C.S. Metha, Director of Adult and Nonformal Education, Jaipur
- Ms A. Runeborg, First Secretary, Swedish Embassy/DCO, Delhi
- Mr G. Tamm, Consultant
- Mr U. Winblad, Consultant

SUMMARY

The document describes a 6-year, IRS 222 million project, aimed at revitalizing and expanding elementary education in about 2 000 remote and socio-economically backward villages in Rajasthan. The problems that this project attempts to solve are:

- poor enrolment, particularly of girls;
- high drop out rate;
- teachers' absenteeism; and
- poor local relevance of the curriculum.

The Project is based on an approach developed in Silora block by the Government of Rajasthan in cooperation with a voluntary agency, SWRC. The crucial innovation in the Silora block experiment and in this Project is the substitution of the primary school teacher by a team of two educational workers, "Shiksha Karmis". Unlike the school teacher in the Project villages, the Shiksha Karmi is a local person, living in the village.

Shiksha Karmi candidates should have about eight years of primary schooling. They are selected by a special committee on the basis of individual aptitude and the villagers' preferences. After one month of training the two Shiksha Karmis in a particular village are supposed to take over the school and teach an average of 45-50 children for two - three hours per day. In order to reach children unable to attend day school the two Shiksha Karmis shall open "night centres" at places convenient to the learners. At the night centres another group of 45-50 children will be taught for about two hours per evening according to a specially devised curriculum for class I-V.

Special efforts are to be made to recruit female Shiksha Karmis. About 20 Training Centres for Women will be established in order to provide supplementary primary education to female Shiksha Karmi trainees.

Innovations are envisaged in the curriculum and instructional methods to make the learning process child-centred and related to the environment, and to improve the pace and quality of learning. SIERT, SANDHAN and groups of Shiksha Karmis themselves will have this awareness in the

conduct of all their activities and specific support is to be provided for these activities.

A prerequisite for the Shiksha Karmi system is that the voluntary educational worker receives continual support and encouragement. An intensive system of monitoring, participatory evaluation, refresher courses and upgrading training is built into the Project.

The Project organization is based on the fact that this Project can only succeed if there is a close interaction between government bodies (Directorate of Adult and Nonformal Education, SIERT, the office of the BDO) and NGOs (SANDHAN, IDS, local voluntary agencies).

The Project is designed to expand gradually. The physical targets (140 blocks, 2 100 villages, 5 000 Shiksha Karmis) must be seen as upper limits. One of the important tasks of the Joint Reviews would be to assess Project achievements and if desirable recommend changes of emphasis on various components as well as changes in the rate of expansion to be followed.

Being innovative and geared towards a target population/area which is extremely difficult to reach this is a high risk project. The greatest risk is that of an uncontrolled expansion of the Shiksha Karmi system coupled with a withdrawal of the regular primary school teachers. If this happens the target group will be left with a downgraded educational facility leaving them worse off than had the programme never been launched. The Shiksha Karmi concept means an activation of the educational system, an intensification that puts more demands on the backstopping and supporting capacity of the government bodies rather than less. It is therefore extremely important that any expansion is done on the basis of an effective monitoring and concurrent assessment of the existing and future capacity to implement the programme in accordance with its aims and objectives.

I PROJECT OUTLINE

I.1 Background

In February 1984 the Govt of Rajasthan, with the assistance of the Panchayat Samiti, the Social Work and Research Centre (Tilonia) and the State Institute of Educational Research and Training (Udaipur), launched an experiment in 13 remote villages in Silora Block, Ajmer District. The experiment aimed at rejuvenating the prevailing primary education system which had become ineffective in remote areas due to irregular attendance of the primary school teacher and the consequent extremely low enrolment of the children.

The experiment in Silora Block consisted of the Panchayat Samiti identifying, as a first step, 13 villages where the incidence of the teachers' non-attendance was particularly high. This was followed by identification of suitable persons in the village who could act as educational workers. Identification and selection was done in two stages. First a tentative, somewhat large, list of available persons was drawn up by the Panchayat Samiti and the SWRC jointly after consultations with village elders, parents and other villagers interested in promoting education in the village. In the second stage the BDO and the Field Coordinator of SWRC visited the villages and on the basis of the villagers' preferences, individual aptitude and educational qualifications selected 26 persons who were willing to become educational workers in Hindi, "Shiksha Karmis". These Shiksha Karmis were then given one month's initial residential training at the SWRC Tilonia campus. For this purpose the SIERT prepared a special syllabus and teaching materials. The training was imparted by persons drawn from SIERT, NCERT (through its Field Adviser in Jaipur), retired educationists and the SWRC, Tilonia. By March 1984 the Shiksha Karmis began teaching in their respective villages. Three months later they were given another training, this time for three weeks. The Shiksha Karmis have since then been running the primary schools in these villages. The regular primary school teachers have been officially withdrawn. During their work they have been continuously supported and encouraged by the SWRC staff and have been given one to two week's refresher courses twice a year.

Data provided by the BDO, Silora, indicates that the attendance of children has increased substantially since the start of the experiment: a 56% general increase which has been most marked among girls (136%) and children from Scheduled Tribes (50%). There is little doubt that the project has been welcomed by the community which involves itself by actively encouraging regular attendance of the children, by giving support to the Shiksha Karmis and by participating in school functions and improvement of the school environment.

I.2 The Shiksha Karmi concept

✓ A Shiksha Karmi is a local person residing in a particular village willing to work for its development and with certain educational

qualifications and an aptitude for learning as well as for teaching.)

The concept of Shiksha Karmi is based on the assumption that in order to work effectively in a field related to any kind of social change it is desirable that the "change agent" belongs to the same locality and thus has a social and emotional attachment to it. This is perhaps even more important in the field of education where local relevance, commitment and social acceptability is as essential in making education effective as the formal content. The importance of belonging to the village becomes crucial in more remote and socio-economically backward villages where it is very difficult for an outsider to stay or to be accepted. In such instances educational qualifications are of lesser importance than the teacher's willingness and ability to function as a social worker.

The role of the Shiksha Karmi in the village may be described as follows:

S/he is a voluntary educational worker residing and working in a remote village.

S/he is expected to articulate and respond to local needs and aspirations as part of her/his educational efforts in order to make them more relevant.

S/he is expected to actively encourage regular attendance as well as retention of all children until they have completed the equivalent of five years of elementary education.

S/he is expected, with the support of the community and cooperating outside agencies, to organize and run elementary education through day schools and/or NFE night centres.

S/he differs from a regular teacher in the formal system of primary education in the sense that S/he is an insider in the village and is involved in a continuous process of recurrent training and support in order to upgrade her/his educational qualification.

S/he is also visualized as a village level social worker/activist, participating in various programmes of social development.

I.3 Project outline

The experience gained from Silora Block along with the need to intensify the efforts towards universalization of education particularly with respect to remote and backward areas gave rise to the idea of a more systematic attempt to apply the Shiksha Karmi concept on a larger scale. There are many places in Rajasthan where the education system is not working for the same reasons as in Silora. The project outlined here incorporates the day and night centre concepts of Nonformal Education and the formal Primary Education system with the Shiksha Karmi concept as the dynamic and intensifying element.

There are obvious pitfalls in trying to apply the experience of a limited experiment with a heavy and sustained back-up of a locally active voluntary organization to a large scale project

aimed at a substantial improvement of the formal education system.

First of all a much heavier reliance will have to be placed on the existing government bodies. In the Silora experiment much of the continuous follow-up and support was provided by SWRC. Such well-established voluntary agencies can be found only in a few other blocks in Rajasthan.

Secondly, the attempt represented by the Project must not create a parallel system of education outside that of the established primary education system. The Project must be an integral and extended element within the existing system.

Thirdly, the Project can only promote its objectives if the necessary flexibility is built into its organization. This is particularly important in the selection, training and continued support of the Shiksha Karmi. This voluntary worker will only be effective if s/he gets encouragement and continual support.

Fourthly, as the Project represents an innovative approach to elementary education it is extremely vulnerable. It must be closely monitored and frequently evaluated. Expansion of the Project must be strictly controlled and kept within the supporting capacity of local governmental and voluntary agencies.

The Project is designed for application in remote villages where regular attendance of school teachers is inhibited by lack of housing facilities and difficult access. It is based on the assumption that in such areas education is better promoted through upgrading of local human resources and by tapping local interests than by trying to enforce a commitment and regular attendance of outside teachers. Even so the Project is built around what is undoubtedly the most critical point - that of providing continual and active outside encouragement and support to the Shiksha Karmi who is expected to carry out what the formal primary education system has failed to do. As such the Project therefore puts more, although different, demands on the involved governmental agencies, rather than less.

In emphasising the local involvement and attachment as a crucial factor in its own right it is recognized that the selected Shiksha Karmis need not necessarily have the formal educational qualifications normally associated with the function of teaching. In this case it is rather the interest and aptitude of the individual along with community acceptance and support which are decisive. As a rule it is therefore envisaged that the Shiksha Karmi should have studied up to class VIII. At the same time it is also recognized that a pervasive feature of education is the low enrolment of girls which in turn requires that every effort must be made to select and train female Shiksha Karmis. This implies that the Project must accept and encourage women, often with much lower educational qualifications, to come forward as Shiksha Karmis. These will in turn require more training and support.

The major features can be summed up as follows:

In villages selected on the basis of remoteness, low or very irregular teacher attendance, and low enrolment of children the primary school teacher posted to the village will be with-

drawn and replaced by Shiksha Karmis who will be requested to run day and/or night centres on a voluntary basis. For undertaking to do this the Shiksha Karmi will be given both initial and recurrent training and a monthly honorarium.

The day and night centres will be run in the existing primary school premises or, if these are inadequate or unsuitable, in any other suitable place acceptable to the villagers.

Each village thus selected should have two Shiksha Karmis, in principle one female and one male, to promote total enrolment of all eligible children. If the number of pupils in the day centre increases, a third Shiksha Karmi will be provided.

The primary education centres run by the Shiksha Karmis in the day will operate for 2-3 hours per day. In addition they would run a night class (NFE Centre) for children who cannot attend the day school.

The selection of villages as well as the implementation of the Project will be done block-wise in a staggered manner to ensure that at any given point in time the implementation and follow-up capacity of the Project organization is on par with the requirements at the village level.

To promote the necessary flexibility in the implementation the project will involve NGOs at the supporting level and locally active voluntary organizations who will be requested to support the Project particularly in the selection, training, and continuous follow-up and support of the Shiksha Karmis. In blocks where NGOs are not available effort will be made to set up such organizations. The coordinating, promoting and reporting responsibility at the block level will lie with the BDO assisted by one additional Educational Extension Officer per Project block.

The Primary Education and Non-formal Education centres run by the Shiksha Karmis will follow syllabi prepared by the State Institute of Educational Research and Training (SIERT), Udaipur, and use the teaching and learning materials prepared by the SIERT for the formal and non-formal education system in Rajasthan. Sufficient scope will, however, be provided for introduction of innovations by SANDHAN and other NGOs. In the training of Shiksha Karmis special efforts will be made to inculcate methods and approaches of teaching locally relevant issues in order to make instruction relevant to the children.

Although the overall responsibility for Project implementation will be vested in a Project Director under the Director of Nonformal Education (Govt of Rajasthan), he will be assisted by a NGO (SANDHAN, Jaipur) which will be responsible for mobilising the support of local voluntary agencies and for the training of Shiksha Karmis. In addition, SANDHAN would be encouraged to undertake innovations and experimentation in all aspects of the educational process.

I.4 Aims and objectives

Consistent with the aims laid down for primary education in the "National Policy on Education 1986" and the 7th Five Year Plan the Project aims at

- universalization of education in remote, socio-economically backward villages in those blocks of Rajasthan State where the existing primary education has proved particularly ineffective;

- a qualitative improvement of primary education in such villages by adapting the form and content of education to local needs and conditions;

- achievement of a level of learning equivalent to the norm for class V to be achieved by all children in the Project villages with primary attention given to girls.

To promote these aims the objectives of the Project are

- to identify and train voluntary education workers from among the village community - Shiksha Karmis - who will be requested to run primary education day and/or night centres in selected villages;

- to establish, with the active involvement of NGO:s and voluntary organizations, a training and support system adequate to sustain and promote the role of the Shiksha Karmis.

I.5 Project strategy

The Project represents an innovative approach to improvement and extension of education in remote areas. It is designed to incorporate and utilize the experience and flexibility of NGO:s as well as voluntary organizations. Their inclusion is a key factor to ensure that the Shiksha Karmis and the selected villages as a whole are provided with the continuous support required.

However, as provision of primary education is Government's obligation under the Constitution and as locally active and capable voluntary organizations are not always available, the responsibility for implementing the Project will rest with the Directorate of Adult and Non-formal Education, GoR.

The targets indicated in section I.6 below must be seen as upper limits. The expansion of Project activities over time and over blocks should be decided annually on the basis of agreed criteria and the capacity of the institutions involved.

The selection of villages and blocks to be covered by the Project as well as the selection of Shiksha Karmis will similarly be done according to the criteria laid down in the Project Document.

During the first two years of implementation the activities will be taken up in such blocks/districts where the active collaboration of a voluntary organization or NGO can be ensured. This would provide the necessary support and flexibility at the field level as well as the opportunity to develop approaches and procedures of selecting and supporting the Shiksha Karmis.

I.6 Targets

With the qualification given above the indicative targets for the Project are

- ✓ to establish/take over primary education schools in about 2 000 villages in 140 blocks;
- ✓ to select, train and give continuous support to 5 000 Shiksha Karmis;
- ✓ to provide supplementary primary education for about 800 female Shiksha Karmi trainees;
- to provide 5 years of education, or its equivalent in the non-formal stream, to all children in all project villages.

I.7 Risks and critical issues

In the implementation of such a highly innovative project as this one there are a number of factors that, if left unattended, could lead to a rapid failure of the Project.

.1 Training (recurrent training), supervision and support of Shiksha Karmis

The village level voluntary cadre to be created is expected to take on what the formal education system has been unable to achieve. This puts heavy demands on the capacity of all government and non-government agencies involved in the Project to sustain, support and continually motivate the Shiksha Karmis.

In reality the demands on the supporting and supervisory agencies become much higher than in the normal pattern of primary education with fully employed and trained school teachers. This is not only or even primarily a question of providing material incentives (e g through honoraria). Much more important is the interest and manifest support shown by the outside agencies in the progress problems and conditions faced by the Shiksha Karmis. As the normal way of implementing government programmes is through directives (which would be destructive in the case of voluntary workers) this will imply a major effort on the part of the government to change procedures and practices. This in turn requires attitudinal changes among all staff concerned.

In the assessment of proposed expansions and budgets put forward for approval to the Steering Committee and the Joint Review Missions this factor must be a decisive one.

.2 Organizational development

The Project envisages a gradual build-up of an organization in which govt bodies are closely interacting with NGOs and voluntary agencies. The exact role of the respective parties is difficult to predict, nor should any rigid model be adopted. Past experiences show that rela-

tions between govt and non-govt agencies are difficult to handle. Govt agencies must follow set procedures and rules often inimical to the way NGOs work, while NGOs often fail to realize the constraints under which govt. bodies operate. This difficulty can be resolved by careful selection of NGOs and Government personnel and by insistence on flexibility and innovations in all processes, at all stages. The capacity of the Project management to develop fruitful collaboration between the different agencies will be of crucial importance for the success of the Project.

.3 Involvement of NGOs and voluntary agencies

If NGOs and voluntary agencies are to play the important role envisaged in this Project, funds must be channelled to them in proper time. Past experience has shown that the govt. machinery has serious problems in doing this. Measures will also have to be taken to see that NGOs are enabled to provide the support back up. The Project must find a solution. Without efficient NGO/volag involvement the Project is bound to fail. This should be an important item of review in the meetings of the Steering Committee and Joint Biannual Reviews.

II PLAN OF OPERATION

This Plan of Operation contains an outline of Project activities, components and budget. The major activities are selection of villages, selection and training of Project personnel and Shiksha Karmis, establishment of day and night centres, development of syllabi and follow-up, support and supervision. The components are manpower, management, logistics, research, monitoring and evaluation. The budget chapter presents a summary budget for six years and outlines procedures for cost sharing, retroactive financing, drawing powers and financial reporting.

II.1 Activities

In keeping with the need for flexibility in the implementation of the Project the description of major activities has been kept deliberately broad. It will be the duty of the Project Director to ensure that specific executive guidelines are worked out during the early stages of the Project in consultation with the Project Steering Committee.

.1 Identification and selection of Project villages

As pointed out in the Project Outline the target population is the children of those villages which are remote and inaccessible, where the school teacher for this or other reasons attends work irregularly, where the drop-out and/or non-attendance rate of the eligible children is very high and where consequently the process of education lacks momentum.

In order to identify such villages the following procedures will generally be adhered to:

In consultation with the District Collector, the District Education Officer and the local NGOs, the Project Director shall identify those blocks of a district which have persistent problems of UPE and where the support of a NGO may become available. Based on this information the BDOs of the blocks listed will be requested to submit information on 15-20 villages considered most appropriate for implementation of this project by the Panchayat Samiti.

A consolidated list of all such proposed lists of blocks and villages will be put to the Steering Committee and the Joint Annual Review as part of the Action Plan and budget to be approved by them with respect to the coming year.

In assessing and approving the number and location of blocks/villages proposed to be taken up during the coming year, the Steering Committee and the Annual Review shall be guided by

- a/ the experience of the last year;
- b/ the capacity of the Project organization to continue the implementation and support in the blocks/villages presently taken up;
- c/ the proximity or otherwise of the Project districts, blocks and villages; and
- d/ the presence or otherwise of a locally active voluntary organization capable and willing to assist in the Project implementation.

.2 Identification and selection of Shiksha Karmis

One of the most crucial activities of the whole project is to identify and select the proper persons in a village to act as Shiksha Karmis. In identifying and selecting the Shiksha Karmis the following procedure will generally be adhered to:

A block level group will be constituted. This will consist of the BDO, the Education Extension Officer (EEO), the Sarpanch of the respective villages, and a representative of a locally active voluntary organization or of the Women's Development Program. In addition to these a female village level/social worker familiar with the area shall be member to ensure that the committee embodies a capacity to contact and mobilize female potential Shiksha Karmis.

(The group will visit the respective villages to discuss with potential Shiksha Karmis and others interested in furthering elementary education in the village) In finalizing the selection the personality and acceptability by the community as a whole shall have priority over educational qualifications.

While recruiting the above persons, care shall be taken to identify female candidates.

As the task of selecting the Shiksha Karmis is both sensitive and demanding it is the duty of the SANDHAN to provide adequate assistance to the BDO and the selection committee.

.3 Training of Project personnel

As pointed out in section I.6 the whole project will put heavy demands on the responsiveness, understanding and attitudes of the personnel charged with training and supporting the Shiksha Karmis. Consequently the Project's in-service training will be extremely important, at all levels and for all persons involved in the project implementation.

The overall responsibility for this in-service training of project personnel will lie with the SIERT, Udaipur. SIERT will secure involvement of SANDHAN and other NGOs in the discharge of this function. In the main the training will have the following components:

a/ Annual orientation/refresher courses for all persons associated with Project implementation at block, district and state level. These will be 3-4 day workshops, the purpose of which is to inculcate/retain an understanding of the Shiksha Karmi concept and its specific requirements, as well as to provide feedback from the experiences gained so far.

b/ Training of Master Trainers. Mutually complementing personnel with competence and experience will be selected by SIERT/SANDHAN to serve as Master Trainers. Such groups will be attached to the NGO/Voluntary agency designated to provide training and other support in each selected block. Besides, teams of Master Trainers would include individuals engaged in training activities in programmes of Rural Development, Women's Development, NFE Adult Education, etc. The responsibility for determining the duration and content of training/orientation of Master Trainers, as also the responsibility to actually run the training/orientation courses, will rest with SIERT and SANDHAN.

.4 Training of Shiksha Karmis

Since the Shiksha Karmi concept substitutes voluntary workers for formally qualified teachers, and the Shiksha Karmis have less educational qualifications and no teaching experience, the training of Shiksha Karmis requires the central place in the entire strategy of the Project. The purpose of the training of Shiksha Karmis is consequently fourfold:

~~to upgrade the initial educational qualifications of the selected Shiksha Karmis to a level making it possible for them to run the day/night centres in their respective villages;~~

~~to continually improve and promote their teaching ability through frequent recurrent training;~~

~~to systematically reinforce solidarity among Shiksha Karmis and to enable them to play their role as social activists;~~

~~to provide encouragement and support to, as well as feedback from, the Shiksha Karmis.~~

The actual training will be carried out at block level by the Master Trainers under the overall coordination and management of the SANDHAN and a district/block level voluntary agency (=District Resource Unit). For each group it will be carried out as a residential 30 day course followed by two refresher courses of 10 days each every year. The responsibility for developing syllabi and training materials will lie with the SIERT/SANDHAN.

As for the form and content of the Shiksha Karmi training, experience of Silora Block indicates that when carrying out the training the methodology applied must agree with the methods to be used in teaching the school children. This means that it should be more of a dialogue and practical content demonstration than a predetermined pedagogical exercise. It is primarily in this respect that the training of Shiksha Karmis differs from the rigid and routinized training imparted in teacher training colleges. Similarly, another important aspect of the Shiksha Karmi training is the priority to be given to the local environment, local conditions, and local needs. This puts a heavy demand on the capacity of the Master Trainers and the SIERT/SANDHAN staff to respond to questions and issues emanating out of the experience of the trainees themselves, and to be able to provide adequate resource persons for this purpose if necessary.

A tentative outline of the Shiksha Karmi training format is given in Appendix 1.

.5 Training Centres for Women

A major problem in the universalization of education is the enrolment of girls. To encourage enrolment of girls and to develop awareness among women, it is imperative that women are trained as Shiksha Karmis in as large a number as possible. In most rural areas, particularly in remote and hard places, such women workers are not at all available. The literacy rate is so low and indifference towards girls' education is so great that unless some remedial action is taken right now, the problem of girls' education will remain unsolved. The Project shall therefore establish special training centres for women.

There will be 20 women centres within the project period of six years, starting with two such centres in the beginning and gradually increasing them to 20 in the sixth year, the number to be set up each year depending on availability of suitable NGOs. There will be 30 women enrolled each year in one school. The women will be selected from remote rural areas where shiksha karmi centres are to be located. No formal qualifications will be required for admission to these courses. The candidates should preferably be literate, but must be enthusiastic and vigorous and have a desire to work as Shiksha Karmis.

They are to be trained and educated up to a level corresponding to class VIII. The duration of the course will be three years divided into intensive periods of three months followed by a break of one month. This will be a residential course. In addition to free boarding and lodging facilities, each trainee will be given a stipend of IRS 60 per month.

It is likely that some of the trainees will bring their young children who must be taken care of while the mothers study. Each centre shall therefore be provided with a crèche. The centres

will be run in the premises available with the organization running them. The Central Social Welfare Board (GoI) has already laid down the syllabus and other details in respect of such courses (called "Condensed Courses"). Necessary adjustments will be made to suit the needs of this Project by SIERT/SANDHAN. District Institutes of Education and Training will provide necessary guidance to these centres. There are to be four female teachers on the staff which would include teachers for languages, science, maths, arts, music and physical education. One of them will also act as warden of the hostel. These instructors may be drawn from the regular cadre of the education department or may be selected for this purpose by a special committee. These teachers will be trained by the SIERT/SANDHAN.

These centres would be established by voluntary agencies of good repute. Selection of agencies will be made by the Steering Committee.

.6 Establishment of night centres

Two night centres per village will be started in the project area in order to cater to the education of such children who can not attend school during the day. The Shiksha Karmis will run one night centre each, either separately or jointly as one unit. The night centre will operate for about 2 hours per evening according to the convenience of the learners. The exact timing will be decided by the Shiksha Karmi and the families of the children attending. Each centre is to cater for about 25 learners in the age group 6-14 years.

As stated earlier, the centres will be established in consultation with the parents of children, particularly girls, not attending school. One centre might be run in the school building and the other in any convenient place provided by the villagers. It could be in a village panchayat house, in a dispensary or in the house of the Shiksha Karmi. If the regular school building is far away from the hamlet where many non-attenders live, the night centre could be located in the hamlet. There must be no rigidity about the location of the night centre. The location of night centres will be finalized by the Shiksha Karmis and the village Panchayat. The preliminary survey will be done by the Shiksha Karmi.

Each centre will receive necessary equipment like carpets, lantern, kerosene oil, teaching aids etc. A provision of non recurring grant has been made in the budget for this. The purchase of above articles will be made by the BDO and supplied to the centre by the EEO. Similarly a provision for recurring expenditure like text books, chalks etc has also been made in the budget.

It is expected that the Shiksha Karmis will be able to ensure that all children of the village 6-14 age group do attend either a day centre or a night centre.

The syllabus for the night centres will be the same as followed in other NFE centres in Rajasthan. SIERT/SANDHAN may, however, adopt some of these centres and try out the new syllabus and instructional methods. The night centres will offer a 2 year condensed course but those who are unable to complete it in time may continue for further years until they reach the "minimum level of learning" equivalent to class V.

The students who wish to go from night centres to day centres or vice versa must be facilitated to do so.

.7 Establishment of day centres

The day centres to be established under this Project are the regular primary schools in the Project villages. At present they are all run by government funds through the Panchayat Samitis. Most of them are single teacher schools with five classes (I to V).

These regular schools will now be converted into day centres. There will be two Shiksha Karmis in place of one regular teacher. The latter will be withdrawn and posted in some other primary school in the same block. The day centres will operate for about 2-3 hours per day.

Most of the rural primary schools run by Panchayat Samitis have inadequate physical facilities due to shortage of funds. The Shiksha Karmi schools will receive equipment and instructional material under GoI's Operation Blackboard. Under the Shiksha Karmi Project some major deficiencies like lack of black boards, tables, chairs, teaching aids, carpets etc, will be met out of recurring grant of IRS 1 000 per school. Some provision for necessary items like chalk and dusters as well as for improvement of water and sanitation facilities will also be made. This will be in addition to the funds to be provided under Operation Blackboard.

.8 Development of syllabi and teaching materials

Most of the pupils in the centres of the Project will be the drop-outs from the regular primary schools or those who have never attended school. They require special attention as regards development of need based curriculum and suitable literature. The majority of non-attending children are girls. They, particularly, need more practical and functional syllabi.

Moreover, it has also to be ensured that a child passing Class V in a day centre can join Class VI in a nearby regular upper primary school. The same possibility to be transferred from one system to another must also be ensured as regards day centres and night centres.

All this requires special types of syllabi and suitable literature. Here the State Institute of Education Research and Training (SIERT) Udaipur, could be the most competent body. SIERT is working on various UNICEF-assisted projects (Curriculum Renewal, Comprehensive Access to Primary Education, etc) and on preparation of text books. SIERT will examine how the work done previously under these projects can be profitably used in the Shiksha Karmi Project and also develop new prototypes.

SIERT will be the apex body for curriculum development, publication of suitable literature and text books. It will also be actively involved in training and evaluation aspects of the project.

There is a separate organization, Rajasthan State Text Book Board (RSTB), established by the Government for the publication of text-books up to Class VIII. After the SIERT has prepared prototypes, the RSTB will get the books printed and ready for sale all over the state through its depots or retail booksellers. The Block Education Extension Officer/Block Level Superior will buy these books directly from the depots and arrange to send them to the centres. While stressing the role of SIERT and RSTB it should be underscored that the Shiksha Karmi Project provides scope for involvement of a wide range of NGOs and individuals interested in innovative and experimental approaches to curriculum and material development. Hence, in addition to SIERT, SANDHAN, district level voluntary agencies and interested individuals would be encouraged to participate in a systematic manner, to be determined by the Steering Committee. Besides, NCERT, NIEPA and other suitable agencies outside Rajasthan may also be involved.

.9 Follow-up, support and supervision

As has been repeatedly stressed, the decisive point on which the Project will stand or fall is the capacity generated to continually support, encourage and upgrade the competence of the Shiksha Karmis. It is primarily on this account that the scale of the Project becomes a risk, and which makes this Project different from the small and concentrated experiment in Silora Block. In a very real sense the Shiksha Karmi scheme, if successful, will not only make a substantial contribution to universalization of education where it matters most - the remote and socio-economically weak villages - but it will also provide a rejuvenating influence on the primary education system itself. The back-stopping and supportive capacity generated by the Project can therefore be seen as an objective in its own right, aimed at making the primary education system as such more relevant and responsive to the needs.

Much will depend on such intangible influences as can be instilled by the Project management and by the inclusion of NGOs and voluntary organizations as active partners in the Project implementation. But there are nevertheless more routine activities that must be attended to. While it will be the responsibility of the Project management to continually test and introduce new means to improve the interaction between the Shiksha Karmis and the supportive bodies, the following activities should be introduced as integral parts of project implementation:

a/ Participatory evaluation-cum-monitoring

The Institute of Developing Studies in Jaipur has developed a process of involving the actual beneficiaries and villagers as active partners in the further development of outside interventions such as this. An outline of their approach is given in Appendix 2. Under the overall coordination of SANDHAN and in consultation with the Project Director, the IDS will accordingly be entrusted with introducing and promoting this approach in the implementation of the Project. The purpose of this activity is twofold. Firstly it provides both a supportive and a corrective mechanism at the village level which amongs other things will

assist in making up possible deficiencies in the selection procedure of the Shiksha Karmis. Secondly, it provides an important means of feedback into the Project organization and particularly into the ongoing training carried out at various levels of the project. It should be emphasized that this type of evaluation/monitoring, to be effective, must not be treated merely as a management tool but as an important means of developing the Project organization as a whole.

b/ Establishment of District/Block Resource Units

As the Project expands and in order to avoid a centralized structure it is envisaged that in each District/Block where project activities are to be taken up there will be a District/Block Resource Unit. This may either be in the form of organized involvement of a NGO or voluntary organization (if available) or through the field units of SANDHAN or SWRC. In fact, a district selection criterion for the first two years is the existence of a recognized and active NGO/voluntary organization willing to act as an advisory and supportive body to the block level operations. The role of these units is to assist in providing relevant resource persons from within or outside the district and to act as coordinators of NGO/voluntary organization activities. While the most important role of District/Block Resource Unit will be training of Shiksha Karmis, they will also have an important role in the selection of Shiksha Karmis, and in providing to them comradely back-up support in their work and in solving their problems.

c/ Field visits of block level staff

The Project provides for the addition of an extra EEO at each block in which Project activities are taken up. Apart from having a role in the selection of villages as well as the selection and training of Shiksha Karmis, s/he will also be the person primarily responsible for the continuous support and supervision of the Shiksha Karmis. It is therefore necessary that regular tour programs are laid down for her/him, providing for a frequency of visits to each Project village of not less than once every month. In order to make this possible the Project is going to provide one motorcycle for each EEO. The EEO will have to be properly re-oriented by SIERT/SANDHAN to ensure that s/he does not function as a conventional supervisor, but rather as a friend and facilitator for the Shiksha Karmis.

d/ Newsletter

The Project will publish a monthly newsletter aimed at the Shiksha Karmis. The purpose of the newsletter is to keep the Shiksha Karmis informed on what is going on in the Project and in the field of elementary education in Rajasthan. The newsletter is also going to play an important role in the upgrading of teaching skills of the Shiksha Karmis. Each issue will contain correspondence lessons in various subjects as well as instructions regarding academic and administrative matters.

The newsletter will be edited and published by the SIERT on the basis of information compiled from the Director NFE, the BDOs, SANDHAN, IDS etc. The newsletter will be distributed via the BDOs to the Shiksha Karmis.

e/ Village pre-implementation studies

One of the first actions of a Shiksha Karmi will be to carry out a simple 'diagnostic' study of the conditions prevailing in her/his village. This will be done under the guidance of the EEO. The purpose of the study is:

to initiate a discussion within the village about the need for and role of primary education against the background of the specific conditions of that particular village;

to demonstrate, as far as possible, the problems on which more knowledge would be helpful in a village setting;

to popularize and generate an understanding of the Shiksha Karmi concept from below;

to provide baseline data of relevance not only to the Project organization but also to the villagers themselves;

to increase the Shiksha Karmis' awareness and knowledge of village conditions.

to inform the villagers about their responsibilities in this project.

It will be the responsibility of SIERT/SANDHAN to develop simple tools and methodology for such studies and to include it in the training of Master Trainers.

II.2 Project components

.1 Manpower

A prerequisite for the Project is that the administrative machinery as well as the professional capacity is strengthened at various levels. However, mere addition of persons to the existing staff is not going to serve any purpose. Care will be taken to select a special type of person sympathetic to the aims of the Project and flexible enough to assist in this innovative venture. Selection will be made by a high powered committee where due emphasis is to be given to the capability of the person and not to her/his position in the cadre. If, while working on the post, the incumbent gets promotion in his regular cadre, the same benefits will be given by the Project without transferring her/him elsewhere.

a/ Directorate

The Directorate of Adult and Nonformal Education, Government of Rajasthan, has a separate nonformal education wing headed by a Joint Director. It has only five supporting staff of clerical nature. This set-up is inadequate even for the present traditional nonformal education programme in the state. The nature of this innovative programme means that separate staff

for planning, execution, coordination and control is needed. This separate wing will be headed by an Addl/Joint Director who will act as Project Director under the Director of NFE. The Director NFE will deal with policy matters and overall supervision only. The Project Director will have supporting staff of one Dy/Asst Director, one Project Officer, 6 clerical staff, one driver and two helpers. It is expected that this set-up will cost IRS 415 000 recurring every year and IRS 175 000 non-recurring for the first year.

b/ ~~SIERT~~

The State Institute of Educational Research and Training, Udaipur, is the nodal body for all education training and research in Rajasthan. It has a strong base and has also experience of the Shiksha Karmi Project in Silora Block, where the subject experts participated in the training programmes. The present staff could manage this additional task due to the limited scale of the experiment. But as the Shiksha Karmi Project expands the present staff will be unable to cope with the increased workload. A separate unit may be required within the SIERT to deal with this project. It is proposed that such a unit should be headed by a Joint/Deputy Director and assisted by two DY/Asst Directors. Six clerical staff and two helpers may also be required. The estimated cost is IRS 541 000 annually in addition to IRS 50 000 as non-recurring for the first year only. The establishment of this unit should be subject to the approval of the Steering Committee.

c/ Shiksha Karmi Training Centre for Women

At present there is no institution to prepare women Shiksha Karmis to work in the remotest places. Such places will, generally speaking, not have women who have passed standard V. Suitable candidates will be selected regardless of educational qualifications and put in a school so as to develop the competencies required for them to work as Shiksha Karmis. This school will give a 3 year training and have 4 teachers and some supporting staff for school and the hostel. The estimated cost is IRS 290 000 annually for one school and IRS 45 000 non-recurring for the first year in addition to the above.

d/ Block

Primary schools in a block are supervised by the Education Extension Officers. Generally an EEO is in charge of 50 regular primary schools. The sheer number makes it impossible for him to pay frequent visits to these schools and even less to remote villages where Shiksha Karmis require frequent visits, feed back and guidance if the system is going to function properly. Consequently provision has been made for an additional EEO to each of the project blocks. The estimated annual cost per block for this is IRS 41 000 and IRS 18 000 non-recurring.

e/ State level agencies (NGOs and voluntary)

SANDHAN - The main characteristic of the Project is that local persons will be selected as educational workers, even if s/he is less qualified. S/he will be given intensive need based training in content as well as methodology. This training will be the responsibility of the SANDHAN, a non-government organization at state level. This NGO has at present no staff. A Project Coordinator, four subject specialists (one each in languages, science, maths and social science), and four research assistants, four supporting staff and two helpers will be needed. Half the subject specialists, research assistants and supporting staff will be employed in the first year and the rest in the second year. The estimated cost is IRS 380 000 recurring for the first year and an additional IRS 304 000 next year. In addition to this IRS 200 000 has been provided towards non-recurrent expenditure for the first year.

IDS - a state level voluntary agency has been engaged in social science research and evaluation of various programmes. Some support will have to be given to this agency by way of one project coordinator and two supporting staff members (one in the first year and another in the second year). The estimated cost is IRS 161 000 for the first year and IRS 210 000 per year subsequently. In addition IRS 29 000 have been provided towards non-recurrent expenditure for the first year.

SWRC - the start of this innovative programme took place at the initiative of this dynamic voluntary agency based in village Tilonia of Ajmer District. SWRC has expressed willingness to associate itself with a variety of essential activities connected with this project - e.g. training, mobilization of district/block level volags, organization of symposia/seminars for review and evaluation, etc. Separate funds have not been provided by SWRC, it being assumed that the concerned agency - SIERT, SANDHAN, IDS, etc - will provide the expenses involved in seeking SWRC support.

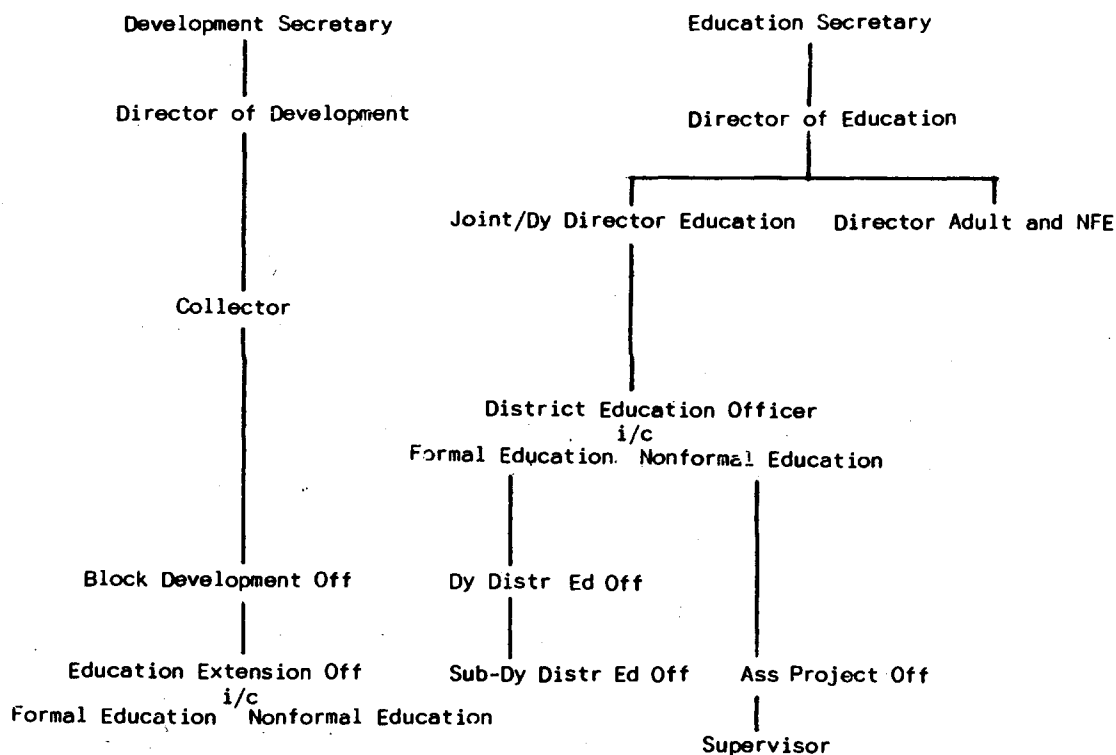
f/ District/block level agencies (NGOs and voluntary)

NGOs and voluntary agencies at district/block level will also be associated with the Shiksha Karmi project. They will continually keep in touch with the Shiksha Karmis for monitoring, support, evaluation and training. They will be given one specialist and one supporting staff for this purpose. It is estimated that each district will need IRS 76 000 annually. After three years, when the number of blocks in the district have increased, additional funds will be made available. The work of each of the organizations has been detailed in Appendix 3. Flexibility will be provided, as necessary, to have separate agencies at the block level with lower level of financial/personnel support. Decision in this regard will be made during the Biannual Joint Review meetings.

.2 Organization and management

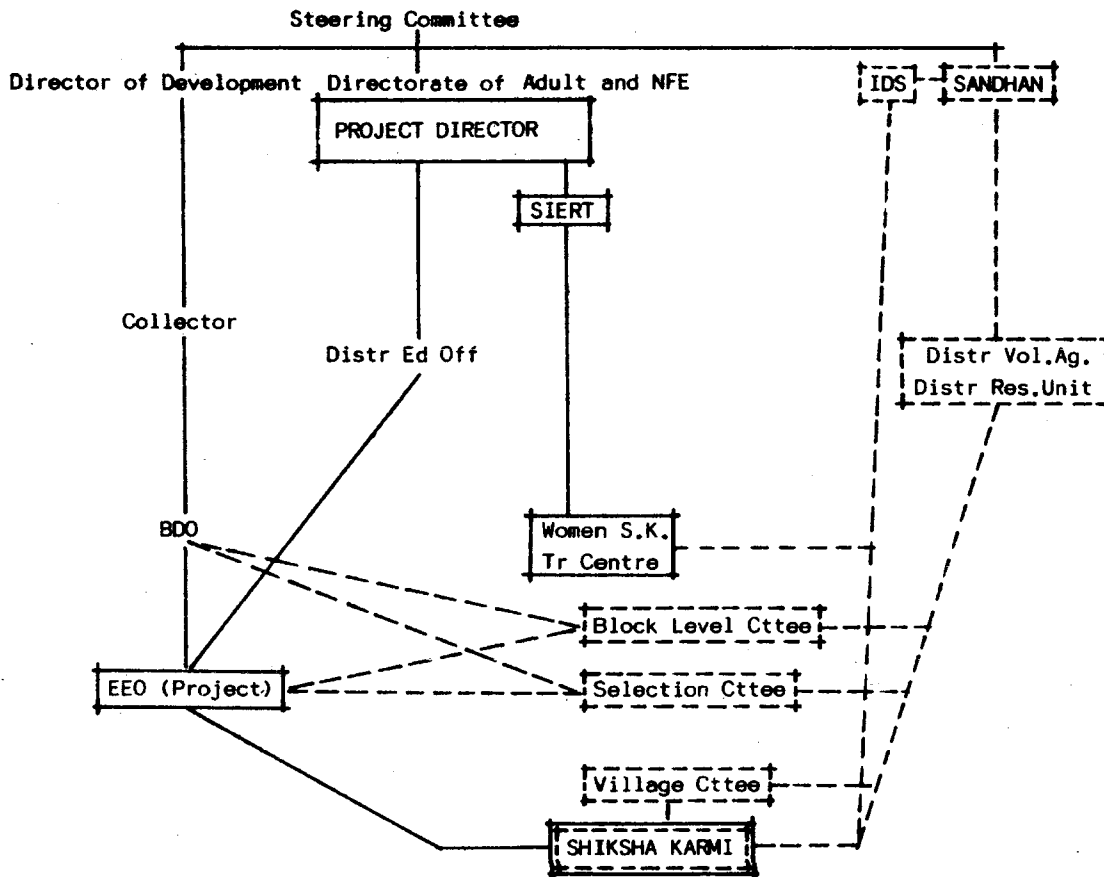
a/ Existing organization

Educational activities in Rajasthan are the responsibility of the Government's Directorate of Education headed by a Director of Education. Under him there is one Joint/Dy Director of Education and one Director of Adult and Non-formal Education. At the district level there is a District Education Officer in charge of both formal and nonformal education. At the block level the Block Development Officer is in overall charge and under him an Education Extension Officer in charge of both formal and nonformal education, see the organogram below.



b/ Proposed organization

The existing managerial arrangements within and outside the Directorate of NFE are not adequate for the challenges posed by this project. As pointed out in section I.3 the need for flexibility has necessitated a fluid and rather complex project organization, involving not only government agencies, but also NGO's and voluntary organizations. This organizational pattern, outlined in the organogram below, must be seen as a model which after being tested for a while, should be evaluated by one of the first Joint Reviews.



The basic management principle adopted for this Project is to use (and when necessary reinforce) the existing management and executive structure of the formal and nonformal education sector. To ensure that the new procedures are both formulated and put into practice the existing system is to be supported by a parallel structure of advisory and/or executive committees. These committees will include representatives of the NGOs and voluntary agencies involved in supporting and implementing the Project.

Village Education Committee

There will be a Village Education Committee which helps the Shiksha Karmis to run the centre in a better way, contacts parents for increased enrolment and retention, supervises the working of the centres and also arranges for physical facilities.

This committee will consist of the following members:

- Sarpanch of the village - Chairman
- Ward Heads (2)
- Female social worker
- Shiksha Karmis (2)

Shiksha Karmi Selection Committee

The selection of Shiksha Karmis is of crucial importance. There will be a Selection Committee for this purpose. This

committee will go from village to village, contact the villagers and after interviewing the probable Shiksha Karmi candidates select the suitable ones. The committee will consist of:

- Block Development Officer
- Education Extension Officer
- Sarpanch of the village
- Representatives of District/Block Resource Unit
- Women Development Worker or female social worker

Block Level Committee

There will be a Block Level Committee which will review the progress of the project in the block and take measures for its successful implementation. This committee will meet quarterly and have the following members:

- Pradhan
- Block Development Officer
- Education Extension Officer (Project)
- Representatives of NGO or voluntary agency
- Sarpanches (2)
- Women Development Worker or female social worker

Steering Committee

This committee will meet quarterly, or more frequently if deemed necessary, to review the progress of the project, provide guidance to various departments/agencies and devise ways and means of dealing with administrative and financial problems. The decisions of this committee regarding administrative and financial matters will be final and taken as the Government's decision. It will work as an empowered committee for this project.

The committee will consist of:

- Education Secretary, Chairman
- Director, Development and Panchayati Raj
- Deputy Secretary (Finance Department)
- Director, Adult and NFE
- SANDHAN Representative
- IDS Representative
- 1 - 2 Representatives of GoI

Other relevant resource persons may be coopted as and when necessary.

.3 Logistics

The Project can be implemented without any new construction. Existing school buildings or other institutions will be used for training Master Trainers and Shiksha Karmis. Day centres and some of the night centres are going to use existing primary school buildings. The other night centres will be housed in any available building. The residential training and education of female Shiksha Karmi candidates will take place in rented premises.

The Project cannot be implemented without added transport facilities. The additional Education Extension Officers will therefore be provided with motorcycles and petrol allowance (140 motorcycles budgeted for under item C in section II.3.2). The Directorate of NFE and the SANDHAN will be provided with one four-wheel-drive vehicle each. For the Directorate, the SIERT, the SANDHAN, the IDS and the participating voluntary agencies the budget provides adequate funds for travelling.

.4 Research

Support from applied research is essential for the successful implementation of the programme. Action research on methodologies of training, on the efficacy of various inputs in the retention of children and on modifications in syllabi and teaching and learning materials will be made by the SIERT. A research programme shall be prepared by the Joint/Dy Director of SIERT before the first Joint Biannual Review. SANDHAN and other NGOs/volags will also be encouraged to take up research projects.

.5 Monitoring and Reporting

The Project activities are to be spread over widely scattered areas with poor accessibility. A large number of different types of organizations are to be involved. Monitoring therefore becomes a critical factor in the overall management and development of the Project.

Three different approaches to monitoring will be used in this project:

1. Internal, physical, financial and manpower monitoring following normal government requirements and procedures. These would, however, be reviewed to suit this project in consultation with IDS.
2. Specific monitoring of performance indicators. These should include:
 - number of day and night centres established;
 - number of Shiksha Karmis selected, trained and active in their respective villages;
 - number of female Shiksha Karmi candidates under long-term training;
 - number of children attending the centres (age/sex);
 - number of non-attenders and drop-outs (age/sex);
 - hours of training and education/week provided by the Shiksha Karmis.

The simple format for these should be developed and introduced by the Project Director in consultation with IDS. The actual data collection will be the responsibility of the EEOs during their regular visits to the Project villages and through the monthly meetings. The first joint annual review will assess the adequacy of the monitoring system.

3. Participatory monitoring and evaluation

This will be initiated and carried out by the Institute of Development Studies in Jaipur. In this approach the

role of the IDS staff goes far beyond that of traditional inspection, and includes the extension of support and help to the Shiksha Karmis. Information is to be gathered through dialogue and mostly without the use of intermediary instruments such as questionnaires and formats etc. (see section II.1.9a). It may not be possible to extend this intensive process of concurrent grass-root monitoring and evaluation to the whole project area once it has expanded beyond what the IDS is able and willing to handle. After the first few years a modified approach may therefore have to be worked out.

Based on the Project specific monitoring format outlined above, monthly compilation will be submitted by the BDO to the Project Director, summarizing the Project performance. Together with the monitoring of physical and financial performance and the reports resulting from the IDS based on the participatory monitoring and evaluation this constitutes the internal reporting system.

The Project Director will, in turn, submit to the Steering Committee biannual progress reports well in advance of the biannual joint review. These will along with the comments and recommendations thereon by the Steering Committee be passed on to GoI and SIDA and will constitute the main basis for the Reviews. In addition the second biannual review to be held in the month of November (see section .6 below) will make an overall assessment of last year's performance, and the proposed budget, action plan and targets for the next year.

.6 Evaluation and reviews

Joint Biannual Reviews will be undertaken twice a year and include representatives of the Government of India, the Government of Rajasthan, the Steering Committee, the Swedish International Development Authority (SIDA) and consultants. It is envisaged that these reviews will be undertaken in May and November each year, of which the latter one will be more detailed and charged with approving the annual action plan, targets and budget of the coming year.

The Biannual Reviews will assess Project progress on the basis of information compiled by the three monitoring processes outlined above as well as other reports from the Project. On specific issues the SIDA Review Mission members may propose and take part in special studies aimed at collecting supplementary information. Reports and other documentation must be available for the Review Committee not later than two weeks before the review. These reviews may also include workshops and other discussions with project staff at all levels.

At the end of 1989 a Joint Mid-term Review of the progress of the Project will be undertaken. The aim of this review in addition to what has been outlined above is to

- assess the projection of the project into the 8th 5-year plan;
- provide the background information required for SIDA and GoI to discuss the possibility or otherwise of continued SIDA support.

The Mid-term Review will therefore be preceded by an independent evaluation of project performance and impact.

.7 Studies and external consultancies

The Project must have the capacity and willingness to explore new approaches as well as to analyse problems of implementation. At one point in time it will be necessary to make a systematic attempt to analyse the situation of the Shiksha Karmis and the factors influencing it. An impact study focusing on the actual educational achievements of the learners will have to be made before the Mid-term Review. Such special studies may be carried out by outside Indian consultants. In addition, SIDA may, for its own purposes and in order to gain further experience from the novel approach used in this Project, engage Swedish consultants to participate in, or prepare background information for, the Joint Reviews. A foreign exchange component of SEK 3.8 million has been included for this purpose over and above the Project cost. This sum will also cover the foreign exchange costs for the Joint Reviews.

.8 Project Phasing

The Project is designed to expand gradually. The expansion of the Project qualitatively as well as quantitatively would largely depend on achievements made during earlier phases of implementation. One of the important tasks of the Joint Reviews would be to assess Project achievements and recommend the rate of expansion to be followed. Suitable corrective measures shall, if needed, be taken. The system shall allow for rephasing of the Project and changes of emphasis on various components, if considered desirable.

Since emphasis will have to be put on training, building up of operational resources, establishment of instruments, staffing, identification of Shiksha Karmis, selection of villages, creation of Village Committees and participatory monitoring and evaluation systems, physical achievements of the Project will have to be modest in the initial year during which institution building and training would have priority. In general, the physical targets suggested are dependent upon the extent to which the above activities are successfully carried out. Precedence is to be given to the creation of a sustained, self-reliant system of village based elementary education. The physical targets must therefore be regarded as preliminary.

II.3 Budget and financial issues

.1 Project cost

The total cost of the project for implementation over a 6-year period (1 July 1987 - 30 June 1993) is estimated at IRS 222.47 million. This includes a cost escalation of 7% per year.

A breakdown of the cost estimates as well as details of the physical targets on a year-wise basis are furnished in section .2 below.

The initial SIDA-support is planned for a 4-year period (1 July 1987 - 30 June 1991). The total project cost for these four years, including the project preparation activities outlined in section .3 below, is IRS 87.42 million. With the cost sharing arrangement outlined in section .4, SIDA's contribution would amount to SEK 48,1 million. To this must be added the foreign exchange requirement for review missions etc, SEK 4.0 million, according to section .5 below.

.2 Budget

In the following budget estimates the costs are first specified per block assuming an average of 15 day centres, 30 night centres and 34 Shiksha Karmis per block. On the basis of the physical targets listed in Appendix 4 the annual expenditures are then presented.

A Field costs for day centres (see II.1.4 and II.1.7)

Running costs per block per year:

	IRS
- Honoraria (34 teachers x 12 months x IRS 300)	123 000
- Other recurrent costs (chalks, pencils, paper, teaching guides, soap, combs, water charges, oil etc; 15 centres x IRS 630)	10 000
- Training of Shiksha Karmis (30 days yearly, 10 days half-yearly, 2 days monthly during 8 months, travelling costs, daily allowances, honoraria to 6 resource persons per block)	62 000
Non-recurrent costs per block (blackboards, teaching aids, buckets, furniture etc; 15 centres x IRS 1 000)	15 000

Note: Honorarium of a Shiksha Karmi has been computed at the rate of IRS 300 per month. It may become necessary to increase it due to inflationary pressures. Revision may be undertaken in Joint Review but the additional costs involved will be adjusted within 7% cost escalation provided.

B Field costs for night centres (see II.1.6)

Running costs per block per year

- Honoraria (30 teachers x 12 months x IRS 105)	38 000
- Other recurrent costs (textbooks, light etc; 30 centres x IRS 1 100)	33 000
Non-recurrent costs per block (30 centres x IRS 1 000)	30 000

Note: This is the existing pattern prevalent in Government NPE Programme. It would be automatically revised if Government revises its pattern.

C Supervision (see II.1.9 and II.2.1d and f)

- Salaries and allowances per block and year (one additional EEO per block: 12 months x IRS 2 500+ +5 000)	35 000
- Other recurrent costs (training and POL etc)	6 000
- Non-recurrent cost (motor cycle)	18 000

<u>A, B and C: total for years I - VI</u>							IRS lakh (100 000)
year	I	II	III	IV	V	VI	
nr of blocks	10	30	50	80	110	140	
recurrent	30.5	98.5	175.7	300.9	442.7	602.8	
non-recurrent	6.3	13.5	14.4	23.2	24.8	26.5	
					after 4 years	after 6 years	
					recurrent	605.9	1 651.3
					non-recurrent	57.4	108.6
					total	663.3	1 759.9

D Development of Training and Evaluation - NGOs (see II.2.1e)

SANDHAN

Year I Project coordinator, 2 subject specialists,
2 research assistants, 2 supporting staff
members, 2 helpers

- Salary costs	IRS 282 000
- Other recurrent costs (travelling, rent for accommodation, stationery, postage, POL etc)	150 000
- Consultancies	50 000

Non-recurrent costs (one vehicle, office furniture, typewriters etc) 200 000

Year II To be added: two subject specialists, 2 research assistants, 2 supporting staff members

- Salary costs (additional) 204 000
- Other recurrent costs (additional) 100 000

Note: If SANDHAN is required to take larger responsibility, it will be provided additional staff and other recurrent support. Decision in this regard will be made in Joint Review.

IDS

Year I Project Coordinator, 1 supporting staff member

- Salary costs 86 000
- Other recurrent costs (Travelling , stationery, printing of questionnaire etc) 75 000
- Non-recurrent costs (Typewriters, furniture etc) 29 000

Year II To be added; 1 supporting staff member:

- Salary costs (additional) 24 000
- Other recurrent costs 25 000

<u>D: total for years I - VI</u>						
IRS lakh (100 000)						
year	I	II	III	IV	V	VI
recurrent	6.4	10.4	11.2	11.9	12.7	13.6
non-recurrent	2.3	-	-	-	-	-
				after 4 years	after 6 years	
				recurrent	66.2	
				non-recurrent	2.3	
				total	42.2	68.5

E District level voluntary agencies (see II.2.1 f)

Year I 1 specialist, 1 supporting staff member:

- Salary costs 66 000
- Other recurrent costs (travelling, monthly meetings, stationery, postage, telephone etc) 10 000

Year II, III Same recurrent cost

Year IV, V, VI 1 additional specialist and 1 supporting staff member in IV year

- Salary costs (additional) 66 000
- Other recurrent costs (additional) 20 000

E: total for years I - VI							IRS lakh (100 000)
year	I	II	III	IV	V	VI	
nr of volags (1 per distr)	3	5	7	9	11	14	
recurrent	2.3	4.0	6.1	17.3	22.6	30.8	
non-recurrent	-	-	-	-	-	-	
				after 4 years	after 6 years		
			total	29.7	83.1		

F SIERT (see II.2.1 b)

Year I 1 Joint/Dy Director, 2 Dy/Asst Directors,
6 supporting staff, 2 helpers

- Salary costs	241 000
- Other recurrent costs (holding workshops, printing of prototypes, travelling stationery, postage etc)	200 000
- Bulletin and other reading material	100 000

Training of Master Trainers (team of 6 for two blocks,
refresher course after two years; IRS 750 per trainer
for first training plus IRS 400 per trainer for refresher
course):

Year I	23 000	
" II	48 000	
" III	65 000	
" IV	112 000	
" V	136 000	
" VI	223 000	
Total year I - VI		607 000

Non-recurrent costs (typewriter, furniture etc) 100 000

G Directorate of NFE (see II.2.1 a)

1 Addl/Joint Director, 1 Dy/Asst Director, 1 Project
Officer, 6 Supporting staff, 1 driver, 2 helpers:

- Salary costs	265 000
- Other recurrent cost (travelling, POL, office accomodation, printing, stationery, postage etc)	150 000
- Non-recurrent cost (1 vehicle, office furniture, typewriters etc)	175 000

<u>F and G: total for years I - VI</u>						IRS lakh (100 000)
year	I	II	III	IV	V	VI
recurrent	9.8	10.7	11.6	12.8	13.9	15.6
non-recurrent	2.8	-	-	-	-	-
				<u>after 4 years</u>	<u>after 6 years</u>	
			recurrent	44.9	74.4	
			non-recurrent	2.8	2.8	
			total	47.7	77.2	

H Women Shiksha Karmi Training Centres (see II.1.5)

Expenditure per training school of 30 Shiksha Karmis
(4 teachers, 1 supporting staff, 1 chowkidar, 2 helpers):

- Salary costs	139 000
- Other recurrent costs including stipend (IRS 400 per month including boarding charges) hostel rent, stationery, books, light, water, games, teaching materials, visits, day care centre etc	151 000
- Non-recurrent cost (teaching materials, hostel items etc)	45 000

<u>H: total for years I - VI</u>						IRS lakh (100 000)
	year					
year	I	II	III	IV	V	VI
nr of centres	2	4	7	10	15	20
total cost per year	6.7	13.5	24.7	37.2	60.0	84.5
				<u>after 4 years</u>	<u>after 6 years</u>	
			total	82.1	226.6	

Annual and total expenditure

In the table below the letters A, B, C etc refer to the items in the preceding pages which form the basis for the calculation. The physical targets for Project are detailed in Appendix 4.

<u>Annual and total expenditure</u>		IRS lakh (100 000)						
	Pre-proj activities	I	II	year III	IV	V	VI	Total
<u>Government account</u>								
A, B and C (centres, supervision)	8.4	36.8	112.0	190.1	324.1	467.5	629.3	1 768.2
F and G (SIERT and Directorate)	1.1	12.6	10.7	11.6	12.8	13.9	15.6	78.3
H (Women S. K. Centres)	-	6.7	13.5	24.7	37.2	60.0	84.5	226.6
<u>NGO/Volag account</u>								
D (SANDHAN;IDS)	-	8.7	10.4	11.2	11.9	12.7	13.6	68.5
E (District volags)	-	2.3	4.0	6.1	17.3	22.6	30.8	83.1
<u>Total/year</u>	<u>9.5</u>	<u>67.1</u>	<u>150.6</u>	<u>243.7</u>	<u>403.3</u>	<u>576.7</u>	<u>773.8</u>	
Grand total IRS							<u>2 224.7 lakh</u>	
Total after 4 years IRS 874.2 lakh								

.3 Retroactive financing of Project preparations

Certain developmental activities (hiring of staff at the SANDHAN and the IDS, training of Project staff, Master Trainers and Shiksha Karmis, planning for the first year implementation, establishment of day and night centres in the first blocks, preparation of syllabi for Master Trainers, purchase of equipment and vehicles) will be taken up in a pre-project phase. This pre-project phase would commence as early as possible during 1986/87 (the Project itself is scheduled to start on 1st July 1987).

It is not possible for the State Government to launch a full-scale implementation of pre-project activities until details of the external support for the Project have been finalized. But if the Project is to be operational from 1st July 1987 certain activities have to be undertaken in advance by the Department of Education, the SIERT, the SANDHAN and the IDS. The Government's pre-project activities shall be financed out of the financial budget of 6 lakhs set aside by the GoR for the Shiksha Karmi project 1986/87. These costs will be reimbursed by retroactive financing from the project budget after signing of the SIDA-GoI agreement starting 1st July 1987.

The budget estimates in section .2 above include the following pre-project activities:

A	Day centres	
	- 34 Shiksha Karmis in 4 blocks during 6 months plus training of Shiksha Karmis for another 6 blocks	615 000
B	Night centres	
	- 30 Shiksha Karmis in 4 blocks during 6 months	142 000
C	Supervision	
	- 4 supervisors during 6 months	84 000
D		-
E		-
F,G	Directorate of NFE+SIERT	
	- Staff costs during 6 months	107 000
H		-

As for the pre-project activities to be undertaken by the SANDHAN and the IDS special funding arrangements will be looked into by SIDA since the Government cannot pay NGOs out of its own funds before the official start of the project. For the successful implementation of the Shiksha Karmi Project it is of outmost importance that these NGOs participate in the pre-project activities. (See section .5 below.)

.4 Cost sharing

The Project has been planned for a period of six years. The Rajasthan Government will share 10% of the operational cost and provide the amount annually in its budget. The cost escalation and contingencies will be borne totally by SIDA. After the Mid-term Review at the end of the Seventh Plan it is envisaged that the Government of Rajasthan will substantially increase its share of Project cost in the Eighth Plan, so as to be in a position

to carry the full cost of the activities initiated by this project at the end of the Project period.

.5 Foreign exchange requirement

For project development activities, review missions and assistance in special fields which will require foreign exchange expenditures, SIDA will make available the total amount required over and above the SIDA contribution to the estimated project cost. Foreign exchange expenditures during the first four years of the Project are estimated as follows:

SEK million						
year	pre-project	I	II	III	IV	Total
Review missions and assistance in special fields		0.50	0.52	0.54	0.57	2.13
Special studies		0.15	0.16	0.17	0.19	0.67
Fellowship		0.50	0.50	-	-	1.00
<hr style="border-top: 1px dashed black;"/>						
Pre-project activities and other costs: SIDA's Special NGO funds	0.20					0.20

Grand total SEK 4.0 million

.6 Mid-term review and budget revision

A joint mid-term review shall be carried out in the second half of 1989 as outlined in section II.2.6. The main tasks of this review are to discuss the possibility and extent of continued SIDA-support to the Project beyond June 1991 and to review the budget for the remaining two years. With the proposed rate of expansion about 60% of Project cost fall on the last two years.

Sub. National Systems Unit,
National Institute of Educational
Planning and Administration
17-B, Sanshodhan Marg, New Delhi-110016
DOC. No. A.2.6.7.....
Date... 6/6/89.....

ACTIVITY PLAN 1/7 1987 - 30/6 1988 (including pre-project activities)

Activity no	Description (figures in bracket refer to section in project Document)	Action authorized by	Action executed by	Pre-proj activities	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
1	Establishment of steering Committee (II.2.2d), meetings	Ed. Secr	Dir. NFE	Dec-86												
2	Identification and selection of voluntary agencies (II.1.9b and II.2.1f)	St. Ctte	SANDHAN													
3	Identification and selection of Project blocks (II.1.1)	Dir. NFE	Dir. NFE													
4	Identification and selection of Project villages (II.1.1)	Dir. NFE	BDO													
5	Recruitment of personnel (II.2.1)	Government NGOs/volags	St. Ctte SANDHAN	Dir. NFE NGO/volag												
6	Purchase of Project equipment (II.2.3 and II.3.2)	Government NGOs/volags	Dir. NFE SANDHAN	Dir. NFE/BDO NGO/volag												
7	Establishment of Village Committees (II.2.2a)	SANDHAN	NGO/volag													
8	Establishment of Training Centres for Women (II.1.5 and II.2.1c)	Dir. NFE	SIERT/Distr. Teach. Tr. Inst.													
9	Selection of female Shiksha Karmi trainees; training (II.1.5)	Dir. NFE	NGO/volag													
10	Establishment of Shiksha Karmi Selection Committees (II.1.2 and II.2.2b)	Dir. NFE	BDO													
11	Establishment of Block Level Committees (II.2.2c)	Dir. NFE	BDO													
12	Selection and training of Master Trainers (II.1.3b)	Dir. NFE	SIERT													
13	Establishment of District Resource Units (II.1.9b)	SANDHAN	NGO/volag													
14	Preparation of village-wise list of educated persons (II.1.2)	SANDHAN	Dist. Resource Unit													
15	Selection and training of Shiksha Karmis (II.1.4)	BDO	EEO													
16	Development of syllabi and teaching materials (II.1.8)	Dir. NFE	SIERT													
17	Field visits by Project's EEO (II.1.9c)	BDO	EEO													
18	Village survey by Shiksha Karmis (II.1.9e)	SANDHAN	EEO/Sh. Karmi													
19	Orientation/refresher courses for Project personnel (II.1.3a)	Dir. NFE	SANDHAN													
20	Establishment of day and night centres (II.1.6 and 7)	Dir. NFE	BDO													
21	Enrolment of learners (II.1.6 and 7), training and education	BDO	Shiksha Karmi													
22	Monitoring (II.2.5)	Dir. NFE	BDO/EEO													
23	Participatory monitoring/evaluation (II.1.9a and II.2.5)	SANDHAN	IDS													
24	Internal reports (II.2.5)	Dir. NFE	SIERT													
25	Publication of Newsletter (II.1.9d)	Dir. NFE	SIERT													
26	Preparation of action research programme (II.2.4)	Dir. NFE	SIERT													
27	Progress Report (II.2.5)	Dir. NFE	Dir. NFE													
28	Joint Biannual Review (I.2.6)	GoI	Dir. NFE/SIDA													

III ACTIVITY PLAN 1987-88

APPENDIX 1

TRAINING OF SHIKSHA KARMIS

The training of Shiksha Karmis will be carried out at block level by Master Trainers under the overall coordination and management of SANDHAN. The SIERT will be responsible for developing syllabi and training materials.

Training will be given in four areas:

- social relationship and awareness building;
- primary education content;
- teaching methodology;
- health, hygiene and physical education.

Social relationship and awareness building

Shiksha Karmis will be initiated in various learning process in order to enable them to

- establish good relationship with the local community;
- persuade parents to send their children to school;
- assist villagers in solving their problems by creation of a better understanding of the issues involved;
- make herself/himself acceptable to the whole community;
- actively participate in various programmes of social development.

Content

An assessment will be made of the scholastic deficiencies of each Shiksha Karmi and on that basis a programme to upgrade their qualification will be included in the training course so that they

- master the content of Hindi, Mathematics, Social Sciences and Environmental Sciences for class I-V;
- perform simple science experiments by using locally available materials;
- adapt the course content to the local situation.

Methodology

Shiksha Karmis will be enabled to develop capability to

- use analytic and synthetic methods for teaching Science and Mathematics;
- use story telling, drama and other relevant methods for the teaching of Hindi and Social Science;
- use actively methods for basic scientific concepts.

On methodology, see also section II.1.4.

Health, hygiene and physical education

Shiksha Karmis will acquire competence to

- do physical training exercises to keep fit;
- play various games;
- inculcate regular habits of personal hygiene; and
- make physical training, games and inculcation of personal hygiene a part of the instructional programme in the day as well as night centres.

Duration of training

Shiksha Karmis will be provided a 30 day induction training followed by at least two training programmes of 10-15 days' duration in the first year and one or two training programme of 10-15 days in the following years.

In addition to this two days per month will be devoted to monitoring and problem solving. This programme of recurrent training will continue during the entire project period.

Correspondence lessons

Continuing training and education may be given to Shiksha Karmis in the form of correspondence lessons. These will be distributed monthly and included in a Newsletter to be published by the SIERT.

APPENDIX 2

41

PARTICIPATORY EVALUATION

(Note submitted by the IDS)

1. The purpose of participatory evaluation is to get regular access to the fresh knowledge generated through specific development/ intervention (in this case the the Shiksha Karmi Project) and see how it can be used to effectively reinforce the Project. It is an activity which has to be woven into each facet of the engagement, constituting a continuous reaffirmation of the central values incorporated in the Project.
2. To ensure the "authenticity" of this knowledge. it has to be generated in a non-threatening and non-mechanistic manner. Also, to get "adequacy" of the information, it ought to incorporate diverse levels of perception of the same situation. In order to meet both these demands, the evaluation procedure would have to be both "participatory" and "continuous" through a group approach.
3. This would entail that "evaluation" be treated as a reflective exercise in which all members in the Project participate at regular intervals and which gets facilitated by an outside/insider.
4. The "information" generated through these reflective sessions has to be distilled out regularly and shared as knowledge. This process of sharing would ensure a group censorship and self-correcting mechanism (assisted by the kind of inputs which get identified as "needed"). Ensuring an incorporation of this growing knowledge in "action" (resulting in altered modes of behaviour) is seen as effective monitoring. This need not be codified in any document. Its effectiveness can be judged directly by simple indicators - whether or not the programme has a live character as distinguished from mere mechanical repetitive acts. The role of the evaluation/monitoring agency, in this light, is seen as one who works in close association with other participants, periodically participating in training, workshops, get-togethers and excursions. Its activity would get defined as the programme progresses as a sensitive response system for a problem-solving assistance.

APPENDIX 3

ROLE OF VARIOUS AGENCIES

Directorate of NFE

- detailed project planning;
- monthly, quarterly and annual monitoring and review of the project;
- selection and deployment of suitable officers;
- selection and facilitation of the involvement of NGOs and voluntary agencies;
- release of funds to various agencies and ensure proper and timely utilization of funds;
- co-ordinate various departments and agencies connected with the projects;
- ensure smooth running of the project and remove bottlenecks in training, evaluation, supply of teaching-learning materials, funds supervision etc;
- overall supervision of the various constituents of the project;
- issue administrative sanctions and guidelines.

SIERT

- selection of Master Trainers;
- training of Master Trainers;
- prepare suitable literature for above training;
- devise package of training modules for Shiksha Karmis;
- arrange correspondence lessons for Shiksha Karmis;
- participate in some of the training programmes of supervisors and Shiksha Karmis;
- prepare and publish literature for the use of Shiksha Karmis;
- publish a monthly Newsletter;
- carry out research studies regarding efficacy of the teaching and learning materials used;
- frame syllabus, prepare textbooks, train the teachers and supervise the special women training centres.

SANDHAN

- training of Supervisors (EEOs)/BDOs and other functionaries;
- coordinating the training of Shiksha Karmis in various blocks;
- receive feedback from Shiksha Karmis and ensure improvement in various spheres through different agencies involved (SIERT/ Dist. Agencies/IDS and the Govt);
- payment of funds for various NGOs and voluntary agencies;
- assist Directorate of NFE in selection and involvement of NGOs/volags;
- participate in the training programmes of Shiksha Karmis organized by NGOs/volags and reinforce the same wherever needed;
- coordinate with SIERT in the training of Master Trainers;
- assist the blocks in selection of Shiksha Karmis.
- undertake innovative and experimental activities in curriculum and materials development;

IDS

- participatory evaluation of the whole programme;
- assist in all training programmes to build evaluation into the system;

- conduct research studies of specific aspect of the programme.

District/Block level NGOs and voluntary agencies

- participate in selection of villages;
- participate in selection of Shiksha Karmis;
- arrange training programmes for Shiksha Karmis;
- prepare villagers for the new scheme;
- keep in touch with Shiksha Karmis for feedback and support;

- participate in monthly two days evaluative meetings of Shiksha Karmis;
- assist IDS in monitoring and evaluation;
- provide resource persons for the training programmes;
- provide feedback to SIERT and other organizations.

APPENDIX 4

PHYSICAL TARGETS

Enrolment in night centres

Based on an average of 30 teachers and 750 learners per block. The figures below are theoretical maxima and do not take into account the drop-out rates nor the facts that many learners may have to attend for more than two years in order to reach the "minimum level of learning" corresponding to class V.

Nr of blocks	year						total
	I	II	III	IV	V	VI	
I 10	7 500	-	7 500	-	7 500	-	22 500
II +20	-	15 000	-	15 000	-	15 000	45 000
III +20	-	-	15 000	-	15 000	-	30 000
IV +30	-	-	-	22 500	-	22 500	45 000
V +30	-	-	-	-	22 500	-	22 500
VI +30	-	-	-	-	-	22 500	22 500
140	7 500	15 000	22 500	37 500	45 000	60 000	187 500

Enrolment in day centres

Based on an average of 34 teachers and 800 learners per block. The figures below are theoretical maxima and do not take into account the inevitable but unknown drop-out rates.

Nr of blocks	year						total
	I	II	III	IV	V	VI	
I 10	8 000	-	-	-	-	8 000	16 000
II +20	-	16 000	-	-	-	-	16 000
III +20	-	-	16 000	-	-	-	16 000
IV +30	-	-	-	24 000	-	-	24 000
V +30	-	-	-	-	24 000	-	24 000
VI +30	-	-	-	-	-	24 000	24 000
140	8 000	16 000	16 000	24 000	24 000	32 000	120 000

Enrolment in Women Shiksha Karmi Training Centre

Nr of centres	year						total
	I	II	III	IV	V	VI	
I 2	60	-	-	60	-	-	120
II 2	-	60	-	-	60	-	120
III 3	-	-	90	-	-	90	180
IV 3	-	-	-	90	-	-	90
V 5	-	-	-	-	150	-	150
VI 5	-	-	-	-	-	150	150
20	60	60	90	150	210	240	810

Overall nr of blocks, centres, learners

year	I	II	III	IV	V	VI	total
Blocks	10	+20	+20	+30	+30	+30	140
Day centres	150	+300	+300	+450	+450	+450	2 100
Night centres	300	+600	+600	+900	+900	+900	4 200
Day centre learners	8 000	+16 000	+16 000	+24 000	+24 000	+32 000	120 000
Night centre learners	7 500	+15 000	+22 000	+37 500	+45 000	+60 000	187 500

Sub. National Systems Unit,
National Institute of Educational
Planning and Administration
17-B, Sri Aurobindo Marg, New Delhi-110016
DGC. No. 1267
Date..... 6/6/88

NIEPA DC



D04267