

**DPEP EIGHTH JOINT REVIEW MISSION  
26 October – 6 November 1998**

**Aide Memoire**

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## AIDE MEMOIRE FOR THE EIGHTH DPEP JOINT REVIEW MISSION

25th OCTOBER - 6th NOVEMBER 1998

### I INTRODUCTION

1. The Government of India (GoI) and the International Donor and Lending Agencies monitor the District Primary Education Programme (DPEP) and Uttar Pradesh Basic Education Project (UPBPEP) through a Joint Review Mission (JRM) modality organised twice a year. Nominated educational experts and specialists and other professionals are constituted into teams that visit selected districts of the states participating in DPEP. A JRM focuses more on the qualitative aspects of programme implementation since quantitative details are reported periodically under the Programme Management Information Systems (PMIS). There have been seven Missions to date.

2. The Eighth JRM of DPEP led by the Department for International Development (DFID) took place from 25th October-6th November 1998. The objectives of the Mission were; to assess the extent to which DPEP is making progress towards its objectives, the extent to which decision making has been decentralised and resourced to support the process, to gauge the extent to which PMIS and Educational Management Information Systems (EMIS) and qualitative indicators are emerging which feed into improved planning and management, to identify constraints which are impeding progress and to suggest follow up activities and to assess the extent to which DPEP is planning for sustainability. (The Mission Terms of Reference (TORs) are detailed in Annex One)

3. The Mission team consisted of 26 members comprising GoI nominees and those of various funding agencies. The team led by Barbara Payne (Senior Education Adviser and Programme Manager DFID) visited the following 11 states: Venita Kaul (World Bank) Rangana Srivastava (GoI) visited Assam; Ved Goel (DFID) Sabine Keinath (EC) visited Andhra Pradesh; Nihal Chand Goel (GoI) NK Jangira (World Bank) Pieter A Van Stuijvenberg (EC) Elaine Unterhalter (DFID) visited Bihar; Ad Hordyk (Dutch Gov) Sudesh Mukhopadhyay (GoI) visited Gujarat; Lal Advani (GoI), Himelda Martinez (World Bank) visited Haryana; Shushmitta Dutt (GoI) Barbara Payne (DFID) visited Himachal Pradesh; Ward Heneveld (World Bank) Padamvir Singh (GoI) visited Kerala; Meryi Karikorpi (EC) Carrie Auer (UNICEF), Ron Kukkler (EC) Prema Clarke (World Bank) visited Madhya Pradesh; Susan Hirshberg (World Bank) and John Shotton (DFID) visited Orissa; Ulf Metzger (EC) and Juan Prawda (World Bank) visited Uttar Pradesh and Satbir Silas (GoI) and Terri Kelly (DFID), visited West Bengal.

### II GENERAL OVERVIEW

4. The Mission notes that significant progress has been made since March 1998 and the recommendations of the Seventh Joint Supervision Mission (JSM) substantially followed up. In addition the Mission has noted the increasing use of research findings particularly at the national level which are being used to bring about modification and reassessment in relation to DPEP priorities. The DPEP Bureau, New Delhi and the

SPOs of the states visited made available illuminating background information to the Mission Members. In particular the Mission appreciated the accessibility of this information and number of research reports presented which have added to their understanding of DPEP progress to date. The comments, and advice of the DPEP Bureau and State Governments assisted the mission in drafting detailed state reports. (Summary matrices of these reports are detailed in Annex Two)

### **Progress Towards Meeting DPEP Objectives**

5. There is convincing evidence available that DPEP has already made significant strides in increasing access and enrolment and emerging evidence that quality improvements involving a wide range of interventions are being put in place which will form the foundation for accelerated learning gains. This is an area for further significant investment and attention. There are signs that attendance and retention are also improving although the Mission feels that it is important that sample studies are conducted at the local level to supplement existing data collection and to illuminate trends.

### **Decentralisation**

6. Decentralisation is intrinsic to the design of DPEP and there is evidence to confirm the DPEP Bureau report that areas of decision making are in the process of being transferred to the states. The level of capacity for this to develop warrants continued attention particularly with regard to expanding the role of Village Education Committees (VECs) to involve whole school management.

### **The Information Base**

7. The project information base is being continually enriched by the data emerging from the EMIS and PMIS, micro-planning activities and the findings of baseline and social assessment studies and other project-related research. The DPEP Bureau and SPOs may now wish to consider exploring ways to develop the lines of communication for passing important findings down the line in addition to enhancing the use of data and research findings for planning purposes. The Mission found encouraging evidence that some states are moving in this direction.

### **Constraints to Progress**

8. Levels of expenditure in DPEP are a major constraint to progress. They reflect slow programme implementation and the Mission is of the view that in addition to accelerating construction activities attention be given to increasing non-civil works expenditure to ensure a better expenditure balance that is commensurate with the DPEP guidelines.

### **Plans for Sustainability**

9. DPEP has already created innovation in terms of; management structures, procedural arrangements, holistic pedagogy and community mobilisation. It has also

created recurrent liabilities. The challenge will be to create state-specific mechanisms to institutionalise these gains.

### **Special Watch States**

10. Two states have been under special watch and the Mission has noted progress in both. However, the Mission feels a further period under special watch will support development in these states. The Mission is not recommending any new states for special watch.

### **III ACCESS, RETENTION AND EQUITY.**

11. The DPEP strategy for increasing access involves opening new primary schools in unserved areas, opening Non Formal Education (NFE) centres and Alternative Schools (AS) and other types of facilities in smaller and unserved habitations. This strategy has seen a growth of 9.4% in overall enrolment figures in the seven DPEP 1 states between 1995-6 and 1996-97, and a growth of 6.5% between 1996-7 and 1997-98 (Access and Retention - A Trend Analysis - 1995-96 to 1997-98). Another interesting indicator discussed in the same document is the Student-Classroom Ratio (SCR). As the increased availability of space has kept pace with the increased enrolment, the average SCR at the national level for DPEP 1 States has remained almost stable. (1995-96 - 42, 1996-97 - 41).

12. Kerala, Assam and Maharashtra have seen a certain decline in the recent growth of enrolment rates. In Kerala this is thought to reflect the demographic transition in which children in the relevant age group have shown an absolute decline. In Maharashtra it is thought that since the larger proportion of children in the target age group had been enrolled in the first two years, the enrolment rates did not show the same level of additional enrolment in class I.

13. All states report increased enrolment. There are positive trends for girls and Scheduled Caste (SC) and Scheduled Tribe (ST) children. The opening of new schools in unserved areas has had an immediate impact with 41650 additional students being enrolled in 833 new schools in Andhra Pradesh. 772 of the 808 planned new schools have been operationalised in Himachal Pradesh. Madhya Pradesh in collaboration with the Educational Guarantee Scheme (EGS) has provided access to 30274 habitations across the state. However, some states have yet to operationalise the AS interventions (Assam, West Bengal, Himachal Pradesh). In Haryana an available comparison between DPEP and non-DPEP districts shows that between 1993-4 and 1996-7 girls enrolment rose by 15.1% in DPEP districts with no perceptible change in non-DPEP districts. Similarly the total enrolment rose by 11.8% in DPEP districts as compared with 0.1% in non-DPEP districts. Field visits by Mission Members confirmed high enrolment trends.

14. As per data issued by the state Net Enrolment Rate (NER) in Madhya Pradesh has risen from 81% to 88% due to this year's enrolment drive. The support created by Uttar Pradesh Basic Education Project (BEP) has seen enrolment rise by 32% between 1991-92 and 1997-98 as compared with a rise of 22% in non-BEP districts in Uttar

Pradesh. The enrolment gap between the general groups and SC/ST has been reduced to less than 5% across the board.

15. However there are some exceptions. Enrolment data in Orissa tells a mixed story although it should be pointed out that this is based on only two years of data. Enrolment appears to have decreased in three districts for classes 1 and 2 whereas for classes 3, 4 and 5 there has been an increase. Data available for expansion districts for the first year confirms the pattern. This may be attributed to the inability of the EMIS to capture data related to unrecognised private schools.

16. Comprehensive strategies for retention, especially for girls have not been developed across all states. But some states have been experimenting with a range of interventions to retain the 9+ age group of girls. This consists of opening Early Childhood Education Centres (ECE) attached where possible to primary schools (Assam, Andhra Pradesh, Orissa, Madhya Pradesh), Ma Beti Melas, Bal Melas, awards to the two schools achieving the highest girls enrolment and SC/ST enrolment in the district (Himachal Pradesh, Andhra Pradesh, Haryana).

17. Attempts to retain ST children have included the development of bi-lingual teaching learning materials (Madhya Pradesh, Andhra Pradesh). Some districts in some states are also covered by a tribal-subplan which provides specially budgeted funds for development and a supportive environment for the development of Ashram Shalas on a cost sharing basis between DPEP and the Tribal Welfare Department, development of local specific supplementary teaching learning materials, assistance and training of teachers in acquiring a working knowledge of local dialect and to facilitate communication with new entrants to school have been initiated in Madhya Pradesh. There has been extensive analysis of the ST situation and noteworthy increases in tribal enrolment e.g. 25% for 1997-98.

18. Interventions targeting working children include co-operation and co-ordination with the ongoing NFE schemes and the National Child Labour Project regarding concepts, learning materials, teacher training and awareness creation is important for the development of an integrated approach (Andhra Pradesh, Bihar, Orissa). Special interventions have been designed and are in place in two districts in Uttar Pradesh. Consideration might now be given to careful evaluation, dissemination and up-scaling of successful practice.

19. A focus on Integrated Education of the Disabled (IED) within DPEP was initiated in the second year of the project and the full impact of planning for IED is yet to be seen in all states. Designs of school facilities have not yet facilitated access of students or teachers with disabilities at all places. A twenty one day training has been developed for orienting teachers and co-ordinators for IED and it is planned to pilot the strategy in one block in Orissa. An extensive survey across four districts for identifying severely handicapped children was carried out in Himachal Pradesh. Mild and moderately handicapped children are yet to be identified but a resource group of fifteen specially oriented Secondary School teachers and University teachers are in place. Haryana has developed a comprehensive plan for IED activities for the next six months with the help of Mr Advani during the Mission's visit. However, the majority of the states do not have the three recommended IED teachers per district in place as yet. Training and information materials for school support to children with disabilities has been developed

and will be in use in nine districts in Uttar Pradesh. The Mission suggests that the programme give priority to accelerating provision for children with disabilities.

20. There is some concern regarding the efficacy of the DPEP initiative in the absence of teacher rationalisation and appointment where required by new schools and also for filling in earlier vacancies. At this stage in the programme the fact that there are significant numbers of teacher vacancies in DPEP districts is a major constraint. (Bihar, Uttar Pradesh and Haryana). The Mission recommends that all such vacancies are filled forthwith.

21. Attention might be given to developing capacity in collating, analysing, interpreting and utilising enrolment, retention and repetition data to identify area specific problems and interventions. (Enrolment data appears to be the only data most easily available across states. Attention might be focused on analysis of retention data). More extensive training and specific attention is needed for ironing out the hard spots in data collection and analysis, and for use in planning. Some states have developed their own mechanism for the checking of data and some sample checking of data is taking place. It is of particular importance that data should reflect programme success in enrolling and retaining 9+ girls.

#### IV QUALITY AND EQUIVALENCE

22. One of DPEP's main objective is to bring about quality improvement in teaching and learning. A key important finding brought out by the recent observation and analysis of EMIS data from the gender perspective by Ed.Cil. is the extent to which ECE actually increases the potential performance of children in school, which in the Mission's view should lead to a significantly increased investment by all states in ECE if the programme is to meet its quality objectives. The Mission therefore suggests that ways are considered to expand ECE either through ICDS or through DPEP interventions. Provision of meals might also help.

23. There has been significant improvement reported on learning outcomes to date but assessing learning achievement over the baseline on a large scale is a complex business. The Mid-Term Learning Assessment Survey (MAS) data, as analysed by NCERT indicates a significant increase in learning outcomes in Language and Mathematics. It is recommended that item analysis generated from the MAS should now be analysed at the district level and disseminated to the classroom level for critical analysis by teachers and those supporting them, in order to continue to raise levels of learning.

24. It has also been reported that gender inequity in learning outcomes has been reduced to the target of 5% in almost all districts but the results when disaggregated according to social groups is not so encouraging. However, in Karnataka a study on gender and SC/ST equity issues in relation to textbook use in classrooms has been undertaken, which may throw light on this issue.

25. States are beginning to devise their own specific achievement studies. Haryana has already conducted two such surveys and findings in the second learning assessment survey in Uttar Pradesh indicate that composite mean scores in language in BEP

districts improved from 34% in 1994 to 37% in 1997. The Mission endorses the work already underway and the continued refinement of instruments in use but also suggests that in order to deepen understanding about the impact of DPEP on learning it may be worth considering reinforcing survey work with some well devised longitudinal studies and cohort analysis.

26. During the Mission the various state teams spent time in classrooms in discussion with teachers, children and trainers. The Mission has concluded that significant changes have already taken place in laying the foundations for future pedagogical renewal. This is reported in Kerala. Here the state team applauded the success in developing and disseminating an effective curriculum frame work and teaching materials with a coherent teacher training and support system. In Assam, the attention to sub district structures, the orientation of all concerned personnel in the revised pedagogy, preparation of teachers handbooks to supplement existing texts while new ones are in preparation were singled out for attention. In Haryana teacher training is participatory and aims at changing teachers' attitudes and classroom practices, uses modelling techniques to show teachers what is expected of them and uses a peer learning approach. The schools visited were painted in bright contrasting colours, classrooms decorated and gardens neat and well kept. In Uttar Pradesh the State Resource Group (SRG) plays a key role in ensuring a holistic pedagogical approach. States such as Bihar, Gujarat and Maharashtra have undertaken interesting work in multi-grade teaching after the National Workshop. It has also been reported that some states (West Bengal and Himachal Pradesh) even when they have interesting individual initiatives like differentiated learning materials, or in the case of Himachal Pradesh, school libraries and innovative science kits, have only just begun to revise their text books and have much to do still to develop a sufficient pedagogy package to bring about quality improvement.

27. The Mission suggests that decentralising the pursuit of quality to the classroom level by carrying out structured qualitative classroom observation such as that being currently undertaken in Uttar Pradesh should increase substantially. Such studies would further illuminate how children learn and when their level of achievement is increasing.

28. The Mission would like to draw attention to the high returns expected within DPEP in terms of improved learning outcomes, for very little investment currently undertaken through training. In most states three, seven or ten day "one shot training" for teachers appears to be the norm. The Mission urges states to expand their investment in developing quality through improved training, better provision of learning materials and better management within the framework provided by the DPEP guidelines. (The professionalisation of teachers once achieved would not necessarily need an investment maintained at such high levels after the programme ends).

29. It is suggested that a greater investment of time and resources be allocated to "in-classroom" support (through CRCs and Academic Resource Groups, BRCs and DIETs) to deepen and reinforce lessons learned in training. It is also suggested that more time be allocated to enable teachers to increase their knowledge base, especially in the areas of Science and Mathematics, and that expanded opportunities be found for teachers to learn from each other, for the exchange of good practice with more room



for critical reflection on theory and exposure to a range of methods. Assam's need-based training is an effort in this direction.

30. Alternative education may well prove a way to address the educational needs of children in isolated communities, migrant and working children and many of those whom DPEP seeks to provide with quality education. Various models are emerging. (Bihar, Andhra Pradesh and Uttar Pradesh) and most states are in the planning phase. DPEP 1 states will need to concentrate on replicating and upscaling successful initiatives. It would appear that some states are cautious about introducing alternative opportunities at all and in only Andhra Pradesh and Uttar Pradesh are there signs that an equivalence strategy is operational. If equivalence is a serious objective more states will need to learn from the experience in Madhya Pradesh and other DPEP 1 states and carry out on-going comparability studies with the formal school system.

31. Para-teacher models vary from state to state. There is a need for more alternative education provision and in the interests of quality and equivalence, a need to invest equivalent resources in the development of learning materials for AS. It may also be important to consider the selection processes, appropriate training and the kind of support structure and career development necessary which would ensure that para-teachers have the opportunity for parity with formal school teachers.

## V PROGRAMME MANAGEMENT

32. The overall progress towards setting up decentralised management structures through the project in the DPEP 2 districts has been fairly satisfactory although there have been instances of delayed appointments and frequent transfers of state and district personnel. As of now, most State and District Project Offices in DPEP 1 and 2, except West Bengal, have their core staff in place and are fully functional. The recruited staff has, by and large, been oriented in various aspects of planning and management at national and state levels. However, a review of progress of programme implementation across states raises concerns about the slow pace of implementation of planned activities for 1998-9. With the exception of two states (Madhya Pradesh and Gujarat), delays in the implementation process have resulted in low expenditure levels and budget utilisation on approved activities during the current year.

33. The experience across states seems to suggest a close link between the availability and continuity of personnel in core positions and the pace of implementation. For example, the state of Madhya Pradesh has been able to retain most of its crucial staff in position over the past years of the project and has evidenced progress in implementation of planned activities and fund utilisation. On the other hand, the frequent shifting and delays in appointment of core personnel at state, district and sub-district levels in most states, such as Assam, Bihar, Uttar Pradesh, Andhra Pradesh and West Bengal, have contributed to slowing down the progress in programme implementation and fund utilisation for approved activities during the current year. The management capacity in Bihar is particularly constrained due to the lack of staff at different levels or in different institutions created through the project. The delay in implementation of civil works activities in many states is seen to be largely responsible for low utilisation of planned budgets. With major activities including those under civil works scheduled to be completed during the remaining period of the current year, the

pace of plan implementation and budget utilisation is expected to get substantially accelerated. Expenditure levels generally, thus, seem to emerge as an important indicator of overall performance in plan implementation.

34. Simultaneously, the strengthening of planning and management capacity at all levels becomes of crucial importance particularly in developing area and context specific strategies linked to specific outputs and outcomes in an integrated fashion, rather than sporadic activities, leading to a focused emphasis on quality intervention in a wider way. In this context, it may be necessary to improve programme implementation through supervision and review and capacity development in programme monitoring and evaluation.

35. Strengthening of planning and management through development of state institutional capacities and establishing closer links and convergence of project structures with existing institutions and departments at the state and district levels would go a long way in ensuring quality and sustainability to the programme. With a view to build capacity and bring about effective convergence and co-ordination, the states have formed General Councils (GCs), Executive Committees (ECs), task forces and resource groups which involve representation from departments other than Education. Effort has also been initiated in building management institutions/ cells and strengthening linkages with existing departments and structures such as the SCERT, DIETs and other state/ district level institutes of importance. However, the experience of states in this regard is varied. While the GC and EC meetings are regularly held in most states, GCs are yet to be formally constituted in Himachal Pradesh and Andhra Pradesh; in addition, the EC meetings which provide an important link in establishing linkage and co-ordination with other departments, are also not regular in Andhra Pradesh. The SIEMATs in most states except in Uttar Pradesh and Orissa have not been established although a few states have planning and management cells attached to the SCERT with minimal staff. In some states SCERTs and project structures tend to function in isolation and staffing in DIETs, although improved, continues to be an area of concern on account of a lack of holistic vision of their role, and some states (DPEP 2) are still in the process of setting up their DRGs. In others, there is little evidence of planning either for institutionalising SRGs and DRGs or for absorbing them into existing institutions.

36. The project envisages a significant role and involvement of community based organisations, particularly the VECs in programme management at the village level. To this end, many activities have been initiated although the experience across states is varied. There is evidence of some very active VECs such as in Madhya Pradesh, Andhra Pradesh, Uttar Pradesh and Kerala which are well integrated with their respective *Panchayati Raj Institutions* (PRIs). In Gujarat, the VECs are emerging as Ward Education Committees. While no PRIs currently exist in Assam and Bihar, VECs have been formed and oriented. There is also some evidence of active VEC participation in a number of activities in Assam. VECs across various states are active in varied degrees in school construction and repair, raising voluntary contributions for schools, preparing village educational plans, appointment of para-teachers, conduct of house to house surveys and micro planning, utilisation of school improvement grant and management of NFE and ECE. VEC forums in Assam at district and block levels have facilitated monitoring of local VECs and in some cases have contributed towards

activating some of the weak VECs. In Madhya Pradesh, the VECs are becoming more aware of their rights and responsibilities and of the real influences they can have on the management of schools.

37. While success stories exist, and evidence of community involvement in programme management at the village level is emerging, VECs tend to associate their school management roles with those of utilisation of school improvement grants and undertaking repairs and construction works. The VECs may need to include wider management responsibilities to take on a more proactive role and go beyond the perceived roles of school construction and utilisation of schools improvement grants. In terms of a wider involvement of the community at school level which is essential for full interpretation of decentralisation and for achieving access and quality aims of DPEP, further effort may be needed both at the state and the district levels to provide continued and intensive capacity building support to the emerging local institutions. Project staff and functionaries at all levels delivering training need to gain a deeper insight into the processes and techniques of participative management with an emphasis on evolving roles and tasks as also the training modules from below rather than follow a top down approach. Most information provided by states at present about the VECs, is in the form of quantitative targets of Committees formed and trained. More emphasis may be necessary to elicit information through sample studies on the actual processes which lead to effective participation in school management, and the development and implementation of school plans. Effort at the state and district levels may also be required to encourage take up of more responsibility for school development, the modality for which might be assisted by undertaking sample studies.

## VI INSTITUTIONALISATION AND DECENTRALISATION

38. In line with the recommendations of the 6<sup>th</sup> and 7<sup>th</sup> JRM the Mission has given special attention to the institutionalisation of planning and management and the decentralisation of management structures as emerging key issues at the heart of DPEP. It was noted that the DPEP Bureau has been addressing these issues as being part of the intrinsic design of DPEP.

39. The Mission, based on the discussions with the states and the districts, confirms that the DPEP Bureau is gradually passing on control, supervision and support functions to the states and that capacity building exercises have been conducted to provide quality to the decentralisation processes.

40. The Mission shares the DPEP Bureau's conclusion that there is evidence that the institutionalisation and decentralisation processes are taking root in various areas, but the extent to which the DPEP related planning and management capacity has already been transferred to state institutions such as SIEMATs, management cells in SCERTs, and to districts is uneven. Most DPEP districts are now able to prepare the annual plans participatively. Delegation of appraisal processes to DPEP 1 and some DPEP 2 and other states is underway as is further delegation to districts. Bihar has also carried out an internal supervision mission

41. Pedagogical renewal has also been decentralised in some states where SRGs and DRGs have been involved in both design and implementation. Educational

management tasks have also been shared with the new structures at the village, cluster and block levels.

42. In all state reports it has been reported that due to DPEP interventions increased activity at the district and sub-district levels in the primary education sector has been evident in both DPEP and non-DPEP districts. The decentralised interventions and availability of funds have created resurgent effects at the various educational levels. Increased DPEP activity has given an initial push to improved access and quality improvement. Furthermore educational agencies are gearing up to achieve the educational reform.

43. The emphasis on decentralisation in DPEP fits very well with the national agenda for the strengthening of democratic decentralised structures and the decentralised educational administration through elected bodies or PRIs which received a thrust in 1993 after the enactment of the 73<sup>rd</sup> and 74<sup>th</sup> amendments of the constitution. The study of the DPEP Bureau about the interface between VECs and the PRIs indicates that some empowerment in VECs has taken place because of the Rs 2000 per VEC, and has identified areas for further investigation .

44. Some states have started to make an institutional analysis (West Bengal, Uttar Pradesh and Madhya Pradesh) in order to develop an institutional framework through which all new and existing educational institutions can develop into viable and strong agencies. In Madhya Pradesh, for example, the problems of the current institutional arrangement in primary education have been analysed. The State Government through the Directorate of Public Instruction (DPI) manages primary education. The DPI has delegated certain powers to the PRIs. The SCERT oversees training with the DIETs as district level implementers. The Rajiv Gandhi Shiksha Mission seeks to put in place a district and sub-district decentralised educational management system. Other states could learn from this.

45. The reform processes, which DPEP has started, imply that the local community will take charge of primary education, supported academically by the functionaries of the Education Department but organisationally by the PRIs. Achieving effective community management remains the challenge.

46. It was observed during the state visits that most individual institutions involved are in need of further institutional development and empowerment to take up their responsibilities in an effective way at the end of the programme. SIEMATs have not taken off, yet a state institution which specialises in planning and management will be required especially in the DPEP states.

47. The Mission recommends that the DPEP Bureau continues discussions with the states to work out the financial, administrative, pedagogic and structural implications of sustaining project gains. The Mission confirms that a review of the management systems and institutional arrangements at all levels will be required, possibly via state-specific studies.

## **VII THE INFORMATION BASE**

48. The mission found that the EMIS and PMIS are at different levels of operational development – from fully operational in many states to not yet fully functional in some states.

49. The DPEP Bureau and the SPOs may wish to consider further encouraging states to continue developing additional software to fit their information-specific needs such as the Statistical Comprehensive System in Andhra Pradesh and the Integrated Programme Management of Madhya Pradesh.

50. The DPEP Bureau and SPOs may also now wish to consider further emphasising strategies for developing the capacity to collect, analyse, interpret and effectively use data for planning purposes.

51. Notwithstanding the progress made in expanding the project information base, the Mission found that improvements could still be made in the dissemination, integration and utilisation of available information and research findings. This is especially pertinent now that the preparation of the 1999-2000 AWPBs is about to start. In addition, states are encouraged to integrate the grass root data emerging from the micro-planning exercises into the planning process.

52. With some exceptions (Chamba in Himachal Pradesh and most districts in Madhya Pradesh and Haryana), the capacity to analyse available data for planning purposes is yet to develop fully. Further analysis of this data is needed to strengthen the strategic nature of the AWPBs. In addition, the Mission did not find evidence of data utilisation as a management tool at all levels of decision making. Bi-directional information flow and training in its use would bring about increased management capacity.

53. The Mission found that a significant amount of research and action-research training is being conducted by some state institutions and NGOs. Various research studies that provide valuable insight into the development of the programme have been completed (Haryana and Orissa) while others are underway (Himachal Pradesh). The above reveals a growing research capacity that will be of enormous value for the programme.

54. A more holistic information based approach including dissemination, integration, analyses and utilisation of available data and research findings will enable project stakeholders to identify specific issues, set priorities and define strategies for creating better learning conditions and outcomes

## **VIII TEACHER TRAINING AND TEACHER SUPPORT**

55. The Mission found evidence across the DPEP 1 states and some DPEP 2 states (Andhra Pradesh, Himachal Pradesh and Orissa) that teacher training programmes are leading to changes in classroom practice. Most prominent catalysts for change are the improved use of space, better handling of teaching and learning materials and closer

communication between teacher and child. Children appear to be benefiting from sitting in groups and having the opportunity to learn with and from each other. Well prepared teaching and learning materials are generally acting as a stimulus for activity. The dialogue between teachers and children appears to be more interactive and mutual, and gentler on the part of the teacher.

56. The changes referred to appear to have occurred as a result of highly intensive training programmes that have focused on providing an initial training to the maximum number of people in the shortest possible time. Building on the recommendations of the previous two missions, however, states may now wish to begin to look at developing integrated training plans which build skill capacity over time. Grounding ideas and practices related to the “new pedagogy” have begun the process of renewal, but the need for thinking and strategising in relation to subject-specific training and focus group-specific training is paramount. Teachers appear to require guidance, for example, in exploring the different techniques that can be developed for teaching different subjects. Similarly, all teachers urgently require specialist training to develop approaches to teaching children with disabilities, and maybe gender awareness could be extended to targeting the boy child’s inherent prejudices.

57. The Mission learned of some examples from Assam, Haryana, Andhra Pradesh and Himachal Pradesh of increased interaction between teachers in schools and at the block and cluster levels. With this in mind consideration might be given to developing alternatives to the existing model where training needs and programmes are developed from a centralised body, whether national or state, and cascaded down. Benefit could be gained from a much greater investment in teacher training that builds on initiatives (already begun in some states) and maximises the capacity of teachers themselves to define training needs.

58. In this context thought might also be given to the whole issue of distance education. The Mission feels that although there is vision at the national level of the potential of distance education to assist progress towards the achievement of the DPEP supergoals much could be learned from the experience in Tamil Nadu and Uttar Pradesh where models are available to learn from, but there is a pressing need to involve teachers and teacher educators in a dialogue about the potential of distance education programmes in order to then conceptualise strategies for operationalisation in the next three months.

59. Despite this focus on seeking to activate development from the capacities, increasing experience and vision of teachers the mission also feels that despite some very positive developments in some states, DIETs remain a resource of untapped potential in relation to teacher training. The biggest challenges would seem to lie in recruiting staff with the best possible primary school experience that can be used to define and help deliver training programmes, and in improving the lines of communication between the DIETs and state and district planners. Here there may be some relevant lessons from the experience of recruiting cadre primary school teachers to some DIETs in Rajasthan and Uttar Pradesh.

60. The search for a new paradigm in primary education is both child and teacher centred. If the child requires understanding and mutual support so too does the

teacher. The Mission recognises the steps that have been taken to develop teacher support but also feels that there is an urgent need for thought to be given to maximising the potential of well-functioning DIETs and CRCs to deliver post-training support to teachers in the classroom that is built on principles of co-operation and mutuality.

## **IX SUSTAINABILITY AND TRANSFER OF LESSONS LEARNED**

61. As a quality oriented programme, DPEP has given special emphasis to improve support, supervision and co-ordination. Similarly, experimentation, dynamic feedback mechanisms and expansion and improvement of the information and research base are critical features of the programme. Some innovations developed under DPEP have already been adopted across states.

62. While a lot has been achieved there is a constant need to consolidate, reflect on and refine the processes and inputs which the programme is facilitating. Sharing experiences and encouraging participation of all stakeholders will enhance the change process.

63. The sustainability of quality and standards will largely depend on the effective functioning of the support structures, namely VECs, CRCs, BRCs and DIETs. Strengthening of these structures and institutions require special attention by all the DPEP states. The Mission acknowledges that some states have started to address more holistically the issue of sustainability. The SPO in Uttar Pradesh has commissioned a study for the development of a detailed sustainability plan for Uttar Pradesh BEP focusing on the following four dimensions: (i) innovative management practices and organisational arrangements, (ii) academic support structures and in-service teacher training activities, (iii) VECs' activities, and (iv) financial recurrent liabilities. Similarly, the RGPSM in Madhya Pradesh has prepared a proposal for institutional development in the context of decentralisation.

64. The National Agenda of Governance reiterates the GOI's commitment to gradually increase governmental and non-governmental spending on education up to 6% of the GDP to provide education for all. Some state governments have already taken decisive steps to increase their budgetary allocations to education. In Madhya Pradesh for example, a raise to 42% to the social sectors is budgeted for the 9<sup>th</sup> Plan as compared to the 23% budgetary allocation in the 8<sup>th</sup> Plan. The major part of this allocation is earmarked for education, with elementary education receiving a major share within the education sector.

65. However, many DPEP states are still deliberating on whether to institutionalise certain DPEP interventions, and there appears to be a reluctance to undertake some activities which would have recurrent cost liabilities. To facilitate the integration of the DPEP's achievements in the rest of the primary education system, the JRM encourages the DPEP Bureau and the DPEP states to be more pro-active in looking for efficiency and cost saving parameters without compromising on quality.

## X THE NEXT STEPS

1. The Mission recommends that states review their teacher recruitment procedures where there is a shortfall, and give attention to the process of filling teacher vacancies and appointing new teachers in DPEP districts before the start of the next JRM which is expected in March 1999.

2. The Mission recommends that serious consideration be given by states during the next round of annual work planning and budgeting to reallocating and increasing project financial resources in line with the DPEP guidelines to support more human development and to broaden the existing definition of training. This might involve attention being given to, for example: increasing the yearly allocation of training time to teachers, VEC members and other functionaries; ensuring that more training follow-up and pedagogical support be provided to teachers in project districts by CRCs; supporting the development of alternative training models which involve teachers in defining their own training needs; delivering training which allows for increased peer learning and reflection; and continue building capacity in the DIETs in DPEP districts.

3. The Mission recommends the DPEP Bureau and SPOs continue strengthening the collection and verification of data and data findings via a sample study procedure; and improve dissemination, integration and utilisation of available information and research findings which might focus on: net enrolment rates and enrolment in recognised and non-recognised private schools, alternative and non-formal schooling, retention and drop-out rates, student attendance and teacher rationalisation. In doing so, the Mission is recommending that the DPEP Bureau and the SPOs continue to strengthen their current systems to assess the reliability and validity utilised in data collection and use.

4. The Mission recommends that the states pursue with some alacrity state-specific solutions as to how they intend to institutionalise financial, administrative, pedagogical and structural DPEP gains. State-specific workshops could be held to share experiences in terms of institutional development plans, institutional reforms and studies for sustainability, in which all appropriate departments would be invited to participate. It would be helpful if a progress report on institutionalisation were made available to the next JRM and the full framework shared with the next In-Depth Review.

5. The Mission urges states to focus on expanding provision for children with disabilities and to develop comprehensive strategies to address the needs of marginalised groups.



# ANNEX 1

## Terms of Reference for the DPEP Eighth Joint Review Mission

INTERNAL DOCUMENT

National Institute of Educational  
Planning and Administration.

17-n, Sri Aurobindo Marg,

New Delhi-110016

DOC, No. .... D-10100

Date ..... 04-05-98

## **TERMS OF REFERENCE FOR THE EIGHTH JOINT DPEP REVIEW MISSION 26<sup>th</sup> October – 6<sup>th</sup> November 1998.**

### **Introduction**

The District Primary Education Programme was designed to achieve the objectives outlined within the policy framework of the revised National Policy on Education 1992. The objectives of the programme are to reduce drop out, improve learning achievement and to increase access especially for girls and SC and ST children. (The program, has since developed to include, other marginalised groups, especially children with disability). The programme was designed to decentralize decision making to the district and sub-district level for more effective service delivery. DPEP started in November 1994 as a pilot project in 45 districts in 7 states, but has expanded rapidly to 149 districts in 14 states with plans for further current expansion plans.

The programme is managed at the national level by the DPEP Bureau, at the state by a State Project Office and at the District level by District Project Offices. DPEP is monitored twice a year by the Joint GoI/Donor Supervision Missions, which are led, in rotation, by each of the main agencies. The purpose of the JSM is to provide the GoI and Funding agency with information/reassurance that the program is being carried out in accord with DPEP Guidelines, in line with all the different donor financial and project agreement and is on target to meet its objectives. The eighth JSM will be led by Barbara Payne, DFID.

### **Eighth JRM Mission Objectives**

#### **1. To assess the extent to which DPEP is making progress towards its objectives.**

Progress should be viewed in terms of trends over time since inception in DPEP 1 states, in terms of whether the strategies and process are in place which will lead to improved outcomes in DPEP 2 and other states. This objective would include raising discussions on the extent to which

- Evidence exists of improved quality (or planning for improved quality) in classroom practice and increasing learning gains as a result of DPEP. (holistic approaches to pedagogy i.e. curriculum and child development, innovations, teacher training, text book review, materials development, academic support, pupil and teacher assessment, research etc.)

- Access has been increased and retention rates improved among the marginalised groups in DPEP districts. (convergence of service, NGO activity, targeted alternative technologies, innovations)
  - Attendance patterns indicate increased “time on task” for pupil and teacher. (community mobilisation, VEC development, teacher deployment and rationalisation)
  - The extent to which the process is being institutionalised and institutional capacity is developing to support the change process at the national, state and district level. (Institutional strengthening and development strategies, cross state/district learning, identification of quality centres and external support)
2. The extent to which decision making has been decentralised and resourced to support the process, to date and what has been learned from that experience. The extent of proposed decentralisation and arrangements for support and capacity building to take on decentralised responsibilities.
  3. To gauge the extent to which PMIS and EMIS and qualitative indicators are emerging which are feeding into improved planning and management.
  4. To identify constraints which are impeding progress (towards meeting objectives and towards decentralisation) and to suggest follow up activities to improve performance.
  5. To assess the extent to which DPEP is influencing the mainstream education system and plans are in hand for sustaining, institutionalising and integrating within the main system, programme benefits.
  6. To discuss progress towards cost effective strategies for the utilisation of resources.

### **Mission Tasks**

Individual state teams will be responsible for the state reports.

The whole team will be responsible for developing a cross state matrix of issues with conclusions, on return to Delhi.

The State reports and the Matrix will be annexed to the Aide Memoire.

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

## **Composition of the Mission Team**

The Mission will consist of 26 members nominated by the Government of India and the Funding Agencies (Gol 7, IDA 7, EC 5, DFID 5, UNICEF 1, Netherlands 1)

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

## **Organisation**

There will be a full days briefing of the JSM team on Sunday 25<sup>th</sup> of October in Delhi prior to the formal start of the Mission. On Monday 26<sup>th</sup> October the team will be briefed by the DPEP Bureau and the nodal agencies NCERT, NIEPA etc. The full team will be organised into state teams (comprising two members each) to visit the selected states. Departure for the states will take place on the evening of the Monday 26<sup>th</sup> October. It is envisaged that the teams will spend longer in the states than on previous missions.

The states to be visited are:

DPEP 1 states: Assam, Harayana, Kerala, Madhya Pradesh (2)

DPEP 2 states: Andhra Pradesh, Gujarat, Orissa, Himachal Pradesh  
West Bengal

Other states Bihar (2), Uttar Pradesh

States not visited by this Mission will be visited by the Ninth JSM in February/March 1999.

## **Preparation**

The DPEP Bureau will prepare a single synthesis document which will provide the Mission with information on all the states (not just those being visited) this document will form the basis of the briefing by the DPEP Bureau on 26<sup>th</sup> October)

This will include:

Comment on progress against agreed quantitative and qualitative project indicators and objectives, identifying and explaining constraints and successes.

An assessment on progress regarding implementation since the previous JSM, including progress towards implementing the recommendations of that mission.

A resume of the DPEP Bureau's strategy since the last JSM to accelerate programme implementation (especially in "special watch states") to monitor progress, improve quality and assist capacity building.

An outline of the DPEP Bureau's decentralisation plan.

A report on levels of expenditure and forecast for expected levels of expenditure in the six months after the JSM.

A core team (one representative from each agency?) will prepare a Framework document based on the information referred to above, which the DPEP Bureau will supply two weeks before the beginning of the Mission.

The Framework document will be used as a working reference, against which the State teams will report. The Framework document will also form the basis of the Aide Memoire.

Barbara Payne  
Mission Leader Eighth JRM. August 26<sup>th</sup> 1998

## **ANNEX 2**

### **Summary Matrices of State Reports**

- **Andhra Pradesh**
- **Assam**
- **Bihar**
- **Gujarat**
- **Haryana**
- **Himachal Pradesh**
- **Kerala**
- **Madhya Pradesh**
- **Orissa**
- **Uttar Pradesh**
- **West Bengal**

## ANDHRA PRADESH STATE REPORT MATRIX

<p>Access, Retention and Equity</p>	<ul style="list-style-type: none"> <li>• Community involvement and construction of new schools contributing to increased enrolment.</li> <li>• Comprehensive strategy to increase enrolment and retention of girls, tribals and working children not yet fully developed.</li> <li>• Contracting Girl-Child-Development-Officers at mandal level causing difficulties.</li> <li>• ECE intervention well elaborated, but cooperation with ICDS causing problems.</li> <li>• IED being piloted in an integrated approach in a few districts.</li> </ul>
<p>Quality and Equivalence</p>	<ul style="list-style-type: none"> <li>• In-service training programmes participatory and interactive but different ways of acquiring skills and knowledge both by teachers and students not being addressed.</li> <li>• Opening of alternative schools is at an experimental stage, but their equivalence ensured by using formal school curricula.</li> <li>• Distance education is still at a conceptual state.</li> </ul>
<p>Programme Management</p>	<ul style="list-style-type: none"> <li>• Most programme management posts have been filled.</li> <li>• EC meetings not being held regularly, and GC not yet formally reconstituted.</li> <li>• Community involvement is strongest aspect of programme management.</li> </ul>
<p>Institutionalising Capacity in Planning and Management</p>	<ul style="list-style-type: none"> <li>• Planning and Management Department being set up in SCERT in lieu of SIEMAT.</li> <li>• School Committees institutionalised state-wide through new legislation.</li> <li>• Transition from VECs to SCs might cause confusion and diminish community motivation, if mechanisms to tap potential contributions of non-parents are not created.</li> <li>• Interface of SCs and panchayati raj institutions not clear to stakeholders.</li> </ul>
<p>Decentralisation in Decision-Making</p>	<ul style="list-style-type: none"> <li>• Appraisal of AWPBs partially delegated to state level.</li> <li>• Districts implementing interventions ahead of state-level, showing signs of decentralised decision making.</li> <li>• Convergence of services in programmes such as ECE, tribal education and led taking place at district level.</li> <li>• Decentralisation of decision at sub-district level through School Committees.</li> </ul>

## ASSAM - STATE REPORT MATRIX

Areas	Status and Progress
Access, Retention and Equiity	<ul style="list-style-type: none"> <li>• Overall GER increased (79.1 to 108.4%), Decreased Enrolment Rates; Very high Repetition Rates particularly in grade I ; Attendance pattern not available</li> <li>• Statistical evidence not available on 9+ girls; Strategies on ground: Amar Kendras (NFE): Maqtabs; ECE; women para teachers. Proposed: AS for schoolless habitations, urban slums.</li> <li>• Focus groups :Char Areas (Flood Pronelands), Tea Garden Area and Children with Special needs</li> <li>• Strategies               <ul style="list-style-type: none"> <li>- State Programme Officers (DPEP II) in position</li> <li>- Amar Kendras,</li> <li>- Adaptation of textbooks and teachers' handbooks in Bodo and Karbi</li> <li>- Compilation of folklore, songs and comunity resources as supplementary reading material;</li> <li>- Campaigns-Kalajathas, Meena Campaigns, Nature Camps</li> <li>- SNG: Ramps proposed in school buildings</li> </ul> </li> </ul>
Quality and Equivalence	<p style="text-align: center;">Pedagogical Renewal</p> <ul style="list-style-type: none"> <li>• Attitudinal change visible in teachers; limited impact yet on classroom practice</li> <li>• Strategies:               <ul style="list-style-type: none"> <li>- Formative approach to training; training evolved into 'whole-school' approach and content enrichment based on need assessment</li> <li>- Training initiated at cluster level; all levels of personnel to be oriented in revised pedagogical approach</li> <li>- Teachers' handbooks in activity based teaching under preparation</li> <li>- Para teachers appointed in high TPR schools</li> <li>- School Attachment programme for NFE and ECE teachers</li> <li>- Learning Corners and library books provided to schools</li> </ul> </li> </ul> <p style="text-align: center;">Distance Education:</p> <ul style="list-style-type: none"> <li>• Programme Officer in position, Workshops at National and state level.</li> <li>• Self Instructional Material prepared and trialled in one district</li> </ul> <p style="text-align: center;">AS provision and issue of equivalence:</p>



	<ul style="list-style-type: none"> <li>AS proposed in Schoolless habitations, urban slums. Some formal schools but flexible timings. Issues of equivalence not thought through.</li> </ul>
Programme Management	<ul style="list-style-type: none"> <li>Slow progress in programme implementation and fund utilization. Reasons: Delayed appointments, frequent transfers of SPD &amp; staff, floods.</li> <li>Most staff in place at SPO and DPOs except some junior engineers in DPEP II. Staff upto the CRC level oriented in respective functional areas. Decision taken to make DPC post full time. Interviews scheduled for next month.</li> <li>60-80% VECs formed and trained in DPEP II. VEC forums formed at block and district levels. Evidence of VEC involvement in ---appointment of para teachers, contribution to infrastructure, school construction and repairs, management of ECE and NFE; School Improvement Grant utilization, school supervision of attendance; documentation of folklore, songs and community resources.</li> </ul>
Institutionalising Capacity in Planning and Management	<ul style="list-style-type: none"> <li>SIEMT not established. Decision taken for independent institution at Guwahati. Modalities yet to be worked out. Studying Kerala proposal. Appointments by March'99.</li> <li>State Task Force for convergence and coordination; SLRGs/DLRGs/ARGs at block level. PRIs non existent. No evidence of long term institutionalisation.</li> </ul>
Decentralisation of Decision Making	<ul style="list-style-type: none"> <li>In house appraisal by SPO-task force members associated at state level. Emphasis needed on external appraisal. State resource pool required with national level guidance Extent of decentralization: Decision making At state level: Overall strategies for training, material development in all areas : models of AS, ECE, NFE structures; consolidation of plans At district/sub-district levels: Identification of areas of intervention preparation of district plans; opening of centres; management and implementation of training, environment building activities; block and district level meetings and monitoring</li> <li>Convergence provided for through Task Force at state level with participation of senior officers from departments other than education also. - no PRIs in state yet.</li> </ul>
The Information Base	<ul style="list-style-type: none"> <li>Micro Data base expanding through EMIS, HH surveys, village registers. Little evidence of utilization; processes initiated for building capacity in EMIS data interpretation and analysis. Sharing workshops conducted with EMIS staff. District reports on indicators generated.</li> <li>Action research taking roots. DIET and BRC Faculty trained by NCERT. Two workshops held at district level.</li> <li>Five studies undertaken by institutions/SPO: teaching learning</li> </ul>

## BIHAR STATE REPORT MATRIX

Access, Retention and Equity	<ul style="list-style-type: none"> <li>• Too early to assess results in terms of access, retention and equity, though promising initiatives (notably the admirable work of MS and the expansion of AS) are being undertaken</li> <li>• Serious shortages in teaching capacity hampers realisation of DPEP objectives</li> <li>• Teacher deployment strategies need to reflect local DPEP equity requirements</li> </ul>
Quality and Equivalence	<ul style="list-style-type: none"> <li>• Quality questions being tackled through textbook development, reflection on curriculum, initiatives regarding assessment and design of civil works</li> <li>• Questions of differential learning and the varying needs of focus group children could be further explored in relation to curriculum, pedagogy and assessment</li> <li>• Some equivalence issues relating to AS being explored, but these need to be broadened in scope</li> </ul>
Programme Management	<ul style="list-style-type: none"> <li>• Programme implementation constrained by staffing shortages in DIETs and SIEMAT. Some gaps remain in SLO and DLOs.</li> <li>• Greater attention needs to be paid to strategizing regarding interlinkages between relevant institutions for DPEP's implementation</li> <li>• Welcome initiative undertaken to launch Internal Supervision Missions at state level</li> <li>• Expenditures and disbursements remain very low, although expected to pick up in the coming months</li> </ul>
Institutionalising Capacity in Planning and Management	<ul style="list-style-type: none"> <li>• Formation of VECs and the use of Mata Samitis is proceeding energetically, and training is being planned</li> <li>• Lack of Panchayati Raj institutions and the infancy of the recently launched VECs result in capacity still being rather limited</li> <li>• SIEMAT substantially understaffed and thus underutilised</li> <li>• Process for appraisal of AWP&amp;B by districts had major positive spin-off effects on team building and SLO/DLO cooperation</li> </ul>
Decentralisation in Decision Making	<ul style="list-style-type: none"> <li>• Micro-planning has been initiated, but needs to be given much more emphasis once VECs are formed</li> <li>• High level of community interest in DPEP noted</li> <li>• BRC and CRC level training has begun, but needs speeding up and closer linkage to reflection on classroom practice</li> </ul>
The Information Base	<ul style="list-style-type: none"> <li>• Information systems (PMIS/EMIS/FMIS) put in place, but data still hardly used for analyses and feed back to districts</li> <li>• Periodicity of reporting requirements needs to be reviewed</li> <li>• Student attendance data will be available by December 1999 only</li> <li>• Research initiatives undertaken, but dissemination strategies require further consideration</li> </ul>
Teacher Training	<ul style="list-style-type: none"> <li>• Although integration of content and activity-based methodology is</li> </ul>

and Support	<p>being undertaken, content based training needs to be given more emphasis</p> <ul style="list-style-type: none"> <li>• Training materials are being developed taking into account the needs of some of the focus groups</li> <li>• Academic support structures need to move into supporting teachers in their schools and classrooms.</li> </ul>
Sustainability	<ul style="list-style-type: none"> <li>• Noted weaknesses in relation to institutionalisation and management in certain key areas (DIETs, SIEMAT, PRIs).</li> <li>• Some evidence for convergence at the district level, but still very patchy and in need of clearer government commitment</li> <li>• Community support is tangible, but requires both deepening and broadening (e.g. through recurrent training)</li> </ul>
The Next steps	<ul style="list-style-type: none"> <li>• Urgent need to fill large number of vacancies in both schools and institutions</li> <li>• Ensure textbook provision by the beginning of the new school year (Jan 1999)</li> <li>• Formulate institutional development strategy for DPEP (ie, from state to school)</li> </ul>

## GUJARAT STATE REPORT MATRIX

Access, Retention and Equity	<ul style="list-style-type: none"> <li>• Slow improvement</li> <li>• Too early to make evaluative comments</li> <li>• Methodology to Monitor Indicators needed.</li> </ul>
Quality and Equivalence	<ul style="list-style-type: none"> <li>• Initiated action for focus groups but needs acceleration and capacity to match district specific requirements.</li> <li>• Various strategies for As especially for migrating population being shaped.</li> <li>• Acceleration required with clear policy on the issue of incentives to volunteers.</li> </ul>
Programme Management	<ul style="list-style-type: none"> <li>• Satisfactory expenditure level, state share provided in time, DPEP Bureau grants delayed</li> <li>• Executive committee meets regularly and provides support and guidance.</li> <li>• All structures in place and adequately staffed.</li> <li>• Processes for community involvement in right direction.</li> </ul>
Institutional Capacity in Planning and Management	<ul style="list-style-type: none"> <li>• P and M cell in lieu of SIEMAT in GCERT needs to be reviewed, in terms of structure, perspective and linkages with the SPO.</li> <li>• DIETs adequately staffed but require developmental plan to establish identify and serve the district education.</li> <li>• GCERT emerging as nodal agency for HRD activities.</li> </ul>
Decentralization in Decision Making	<ul style="list-style-type: none"> <li>• Processes in place upto village level but ownership and accountability procedures at relevant levels need attention.</li> </ul>
The Information Base	<ul style="list-style-type: none"> <li>• EMIS and PMIS functional and DISE reports generated.</li> <li>• Sharing procedures in Gujarati being planned.</li> <li>• Data collected more in the spirit of project requirement, use as management tool at local levels required.</li> <li>• State's initiative for new application of management software suretack appreciable for integrating civil works with educational information.</li> <li>• Processes for strengthening research capacity appreciable.</li> <li>• Independent review studies for understanding impact of interventions desirable.</li> </ul>

<p>Teacher Training and Teacher Support</p>	<ul style="list-style-type: none"> <li>• GCERT as the nodal agency diffuses DPEP training model to non-DPEP districts.</li> <li>• Multigrade teaching pilot project completed.</li> <li>• Acceleration to influence classroom process required.</li> <li>• Concepts on integrated teacher training strategies and whole school approach needs clarification for training providers.</li> </ul>
<p>Sustainability</p>	<ul style="list-style-type: none"> <li>• Strong evidence of sustainability of structures, programmes and processes exist.</li> <li>• Reflection workshop on lessons learnt can facilitate state policy on primary education.</li> </ul>
<p>The Next Steps</p>	<ul style="list-style-type: none"> <li>• Strengthening and reviewing P and M cell in GCERT.</li> <li>• Expansion to few more critical districts.</li> <li>• Considering Dangs a special focus district for tribal education serving neighbouring tribal blocks.</li> </ul>

## HARYANA STATE REPORT MATRIX

<p>Access, Retention and Equity</p>	<ul style="list-style-type: none"> <li>• Significant enrolment increases particularly for girls and for SC students.</li> <li>• SC girls' enrolment has increased by 38% between 1993 and 1996.</li> <li>• Media campaigns and enrolment drives have been successful in creating awareness and demand for school.</li> <li>• Repetition and retention rates have not changed during the project period.</li> <li>• There is no data on attendance or time teachers and children are in school.</li> </ul>
<p>Quality and Equivalence</p>	<ul style="list-style-type: none"> <li>• Class 1 and 2 textbooks have been redesigned and tried out. They are child-friendly and well illustrated. They emphasise joyful activities. It is not clear whether they also promote reading and math skills.</li> <li>• The new training strategies have helped teachers to improve their interaction with children, use more participatory methods and promote a joyful environment for learning.</li> <li>• The school environment has been visibly improved with bright and contrasting paints used in the school walls, nice gardens and good maintenance.</li> </ul>
<p>Programme Management</p>	<ul style="list-style-type: none"> <li>• DPEP managers are also state level managers. The SPO is the Primary education Director and the DPO is the District Project Officer. This will ensure greater potential for sustainability in the future.</li> <li>• Expenditure has been low.</li> <li>• Low expenditure due to slow appointment of teachers and delays in producing new textbooks.</li> </ul>
<p>Institutionalising Capacity in Planning and Management</p>	<ul style="list-style-type: none"> <li>• SPO and DPOs well organised. BRCs and CRCs are functional and active.</li> <li>• VECs are active and show dynamism in increasing enrolment and improving the school environment.</li> <li>• SIEMAT needs strengthening.</li> <li>• SCERT is only marginally involved in the DPEP pedagogical activities.</li> </ul>
<p>Decentralisation in Decision Making</p>	<ul style="list-style-type: none"> <li>• Districts have been empowered to develop and implement AWPB.</li> <li>• SPO was active in appraisal of new DPEP districts.</li> <li>• SPO is planning to have internal review missions with the co-operation of state institutions.</li> <li>• Posting of targets and expenditures in the walls of the schools has promoted participation at the grassroots levels and greater transparency of accounts.</li> </ul>
<p>The Information Base</p>	<ul style="list-style-type: none"> <li>• EMIS very effective at state and district levels.</li> <li>• Micro planning is only now being started. Too much data collected. Need to focus the exercise on essential</li> </ul>

	<p>information.</p> <ul style="list-style-type: none"> <li>• Several studies have been conducted and the results have been used to strengthen the project.</li> </ul>
Teacher Training and Teacher Support	<ul style="list-style-type: none"> <li>• Recent redesign of training strategies has been successful in increasing teachers' motivation and dynamism in the classroom.</li> <li>• CRCs are well staffed with dynamic and experienced teachers.</li> <li>• SCERT/DIET involvement strengthening. Relatively little expertise in teaching in primary schools and in teaching reading and mathematics is evidenced and needs to be modified.</li> <li>• Student /teacher ratios are very high in some schools and teachers in these schools can't use the active methods proposed.</li> </ul>
Sustainability	<ul style="list-style-type: none"> <li>• Estimates of resources required to extend DPEP activities have been made and seem manageable.</li> <li>• Adoption of EMIS and teacher training methods is widely accepted and feasible.</li> <li>• DPEP textbooks to all districts after adequate revisions are made.</li> </ul>

## HIMACHAL PRADESH STATE REPORT MATRIX

Reference areas:	Key points: HIMACHAL PRADESH
Access, Retention and Equity	<ul style="list-style-type: none"> <li>• 20% increase in enrolment over baseline with plans for mobile, resident and Ashram schools for disaggregated needs. IED survey complete.</li> <li>• Some verbal evidence of reduction in dropout but full analysis only undertaken in Chamba district</li> <li>• Attendance data not available. Culture of school attendance evident and late marriages (18+) of girls create environment.</li> <li>• No special strategy in place for Scs, STs, but mobile school for Gujar children planned in Chamba. Residential and Ashram schools planned elsewhere.</li> <li>• ECE not operationalized but next EC may agree to some slight expansion .</li> <li>• Survey enumerates 900 children with severe disabilities, no figures for moderate disability. 15 teachers and lecturers trained to assist in emerging strategy</li> </ul>
Quality and Equivalence	<ul style="list-style-type: none"> <li>• Model "adopted "schools. Differentiated learning materials emerging; science kits. Well run DIETS, but late development of text books.</li> <li>• Strategies for holistic pedagogy not yet fully understood or developed.</li> <li>• A comprehensive teacher's training module for 10 days in place with plans for multigrade, content enrichment and other areas. Main recommendation in state report re pedagogy.</li> <li>• District specific cassettes and story books but no need for differentiated language in HP.</li> <li>• AE centres are not yet operationalized, but project personnel hope to go ahead soon.</li> </ul>
Programme Management	<ul style="list-style-type: none"> <li>• Planning &amp; Mangement needs strengthening. Present level of 13% annual expenditure hoping to hit 45%. Civil works has picked up.</li> <li>• Most posts have been filled. VEC and teacher training initiated.</li> <li>• VECs involved in mainly in construction and some in planning. Bal Melas successfully spreading awareness but not necessarily activating.</li> </ul>
Institutionalising Capacity in Planning and Management	<ul style="list-style-type: none"> <li>• SCERT &amp; SIEMAT yet to be operationalized. EC to reconsider in December.</li> <li>• No evidence of other microplanning tools &amp; techniques; or of attempts at long term institutionalizing of SRGs, DRGs and VECs.</li> </ul>
Decentralisation	<ul style="list-style-type: none"> <li>• Significant variation between districts pointing to capacity to plan inputs.</li> <li>• Capacity for undertaking appraisal process for AWPBs to be built.</li> <li>• Attempts to strengthen DIETs are a focus</li> </ul>



	<ul style="list-style-type: none"> <li>• EC hesitant about operationalizing key inputs for programme development.</li> <li>• Synergy between DPEOs and DPOs being built up, more requires to be done with Panchayat institutions.</li> <li>• No evidence of strategies to increase participation at sub-district level.</li> <li>• No mechanisms yet for convergence of activities of Gram Sabha, PTAs and VECs</li> </ul>
The Information Base	<ul style="list-style-type: none"> <li>• Capacity to analyse and utilize data for planning not uniformly developed; only evident in Chamba.</li> <li>• This appears to be a growth area; many studies are underway and strong cell in place, linkage with other resource institutions and NGOs.</li> <li>• Impact of teacher training in each district, plans for block by block comparisons.</li> <li>• No real evidence but a research culture is developing.</li> </ul>
Teacher Training and Teacher Support	<ul style="list-style-type: none"> <li>• The only existing training module so far not yet integrated with the rest of the pedagogy. Textbook &amp; Curriculum development very slow.</li> <li>• Lack of ability to visualize what a pedagogy plan involves; obvious requirement of assistance.</li> <li>• More potential at DIETs here than generally seen elsewhere.</li> <li>• Support to teachers from BRCs/CRCs reported but not seen.</li> </ul>
Diets	<ul style="list-style-type: none"> <li>• Evidence of DIETS staff actively involved in the programme with plans to associate them for planning and text book development.</li> </ul>
Sustainability	<ul style="list-style-type: none"> <li>• Since crucial institutions not yet in place it may be too early to comment on State internalizing DPEP experiences and achievements; but some thought for extending teacher training module.</li> <li>• Project officials recognise importance of sustainability specially with reference to textbooks, curriculum development and teacher training.</li> </ul>
The Next Steps	<ul style="list-style-type: none"> <li>• Integrated, time bound pedagogy plan</li> <li>• Given the ground realities, an institutional plan for sustainability, clarifying roles and functions of existing institutions</li> </ul>

## KERALA STATE REPORT MATRIX

Access, Retention, and Equity	<ul style="list-style-type: none"> <li>Disparities reported to be less than 5%</li> <li>SPO couldn't provide summary data in forms requested</li> </ul>
Quality and Equivalence	<ul style="list-style-type: none"> <li>Very little progress in special focus areas</li> <li>Excellent pedagogic model</li> <li>collaboration with SCERT for grades 5 and beyond</li> <li>Evidence of impact on classroom practice, but teachers still need to deepen their understanding</li> <li>30 NFE centres in only one district still in planning stage</li> </ul>
Programme Management	<ul style="list-style-type: none"> <li>Significant lag in disbursements, though DPEP II is better than I</li> <li>Lag largely due to focus on pedagogy</li> <li>Education Sec. in charge the last 2 month; new SPD joined</li> <li>Lack of field visits by SPO and DPOs to monitor reality</li> <li>SPO lacks summary financial management information</li> <li>The new SPD has begun a reprogramming exercise</li> </ul>
Institutionalising Capacity in Planning and Management	<ul style="list-style-type: none"> <li>Permission to establish SIEMAT is with the GOK</li> <li>DPEP pedagogy being applied statewide: gr. 1-4 texts; Gr. 5 text based on the pedagogy; overall gr. 1-10 curriculum framework will be prepared</li> </ul>
Decentralisation in Decision-Making	<ul style="list-style-type: none"> <li>VECs are functioning at municipal and panchayat levels</li> <li>School-level groups (PTA, MTA, SSG) are meeting</li> <li>All DPEP schools prepared plans this year which guided AWPB</li> <li>Strengthened convergence with Block and Gram Panchayats</li> </ul>
The Information Base	<ul style="list-style-type: none"> <li>SPO unable to provide EMIS and financial data summary requested</li> <li>Last year's EMIS district reports have errors and were not summarised for the state</li> <li>Local research and SPO supervision of pedagogy has occurred</li> </ul>
Teacher Training and Teacher Support	<ul style="list-style-type: none"> <li>Coherent training model being implemented as planned</li> <li>Headmasters not given a leadership role in pedagogic reform</li> </ul>
Dissemination	<ul style="list-style-type: none"> <li>Replication of pedagogic reform well underway but with some resistance from Non-DPEP sources</li> <li>Deepening of the reform in project schools still needed</li> </ul>
The Next Steps	<ul style="list-style-type: none"> <li>Focus on maintaining the key ingredients of pedagogic reform</li> <li>Review and reform EMIS and PMIS for management needs</li> <li>Focus on implementation of the special focus areas</li> <li>Calculate unused funds/savings against total budget and reprogramme to service emerging needs</li> </ul>

## MADHYA PRADESH STATE REPORT MATRIX

1.A. Access, Retention and Equity	<ul style="list-style-type: none"> <li>• DPEP MP in collaboration with the State government and the Panchayat Raj Institutions have realised 100 % access in all DPEP and non-DPEP districts.</li> </ul>
	<ul style="list-style-type: none"> <li>• There is a positive trend in overall enrolment of girls and disadvantaged communities: 200 000 additional children have been enrolled this year in 34 DPEP districts. Increased attention is being given to the issues related to educating children with disabilities.</li> <li>• More accurate and specific analysis is needed on the net enrolment data with critical issues such as age-specific repetition rates and drop-out rates.</li> </ul>
1.B. Quality and Equivalence	<ul style="list-style-type: none"> <li>• There is positive transformation in the classroom atmosphere in the DPEP I districts in particular. A new curriculum, new pedagogical approaches in formal as well as in alternative schools, including supplementary materials that include the life-experiences of children from certain tribal communities have been introduced.</li> <li>• Need to identify and address the weaknesses and limitations of the current teacher training strategy in order to enhance quality in the classroom processes and to increase retention and learning.</li> <li>• Classroom assessment processes, particularly for grades III and IV, need to be further developed. The principles of diagnostic, continuous assessment need to be clarified among the teacher trainers, supervisors as well as teachers.</li> </ul>
1.C. Programme Management	<ul style="list-style-type: none"> <li>• The stability in staffing has had a positive impact on long term strategic planning towards sustainability.</li> <li>• Linkages and collaboration between the panchayats, the education administration and DPEP are effective.</li> <li>• The Panchayats and VECs are controlling the major share of the DPEP funds (85%) and appear to do so relatively well, but strengthening their capacities needs to remain a focal area.</li> </ul>
2. Institutionalising Capacity in Planning and Management	<ul style="list-style-type: none"> <li>• A draft institutional reform plan linking all levels of educational planning and management has been developed; it needs to be refined and discussed with concerned stakeholders.</li> <li>• The status and role of SIEMT and DIETs need further analysis and to be linked to the development of the institutional development plan for decentralisation.</li> </ul>
3. Decentralisation in Decision Making	<ul style="list-style-type: none"> <li>• Decentralised planning and management appears to be grounded, in particular the panchayats play an important and central role. Increased participation at all levels and bottom up planning are emerging.</li> <li>• Available quantitative data is used effectively for planning purposes, but more detailed information about the qualitative aspects of the programme is required.</li> </ul>

	<ul style="list-style-type: none"> <li>• Capacity building of the academic support structures at the district and sub-district levels needs to be developed to enable the teachers and communities to take the central role in the holistic school improvement.</li> </ul>
4. The Information Base	<ul style="list-style-type: none"> <li>• Efforts were made to improve educational statistics, the data collection process, enabling teachers and communities to establish their own priorities and solutions for universalisation of the primary education.</li> <li>• There is a need to diversify research conducted on interventions integral to the project.</li> <li>• The DPI, the SCERT and the RGPSM have reviewed their data requirements in primary education and the existing MISs to rationalise data collection and information management in the state.</li> </ul>
5. Teacher Training and Teacher Support	<ul style="list-style-type: none"> <li>• The budgetary allocation for the social sectors will be raised from 23% at present to 42% in the 9<sup>th</sup> Plan. The major part of this is earmarked for education.</li> <li>• The new competency based curriculum and TLMs and training for the academic co-ordinators and teachers has been extended to the non-DPEP districts.</li> <li>• Qualitative interventions such as AS and SSKs have been initiated by the DPEP. These need to be consolidated and evaluated to allow for state policy decisions. There is a need for more extensive sharing of experiences between the different pedagogical approaches.</li> </ul>

## ORISSA STATE REPORT MATRIX

<p><b>A</b> Access, Retention and <b>E</b> Equity</p>	<ul style="list-style-type: none"> <li>• Enrolment increases varied</li> <li>• Retention trends difficult to assess</li> <li>• High increases in girls enrolment</li> <li>• 25% increase in ST enrolment</li> <li>• IED training beginning</li> </ul>
<p><b>C</b> Quality and Equivalence</p>	<ul style="list-style-type: none"> <li>• 60% teachers trained in 1st round</li> <li>• No full time CRC co-ordinators</li> <li>• Textbook development slow</li> <li>• Pedagogical change in classrooms</li> <li>• Equivalence in AS considered</li> </ul>
<p><b>F</b> Programme <b>M</b> Management</p>	<ul style="list-style-type: none"> <li>• 728/5890 lakh expenditure this year</li> <li>• No full-time APC/ADPCs</li> <li>• SIEMAT + SRG functioning well</li> <li>• SCERT/DIET linkages weak</li> <li>• Little school-based management</li> </ul>
<p><b>I</b> Institutionalising <b>C</b> Capacity in Planning <b>&amp;</b> and Management</p>	<ul style="list-style-type: none"> <li>• High intent, low hard evidence</li> <li>• SIEMAT constructing building</li> <li>• Future of SRG/DRG uncertain</li> <li>• Signs of VECs active in schools</li> <li>• Future of VECs unclear</li> </ul>
<p><b>[</b> Decentralisation of <b>I</b> Decision Making</p>	<ul style="list-style-type: none"> <li>• Strong capacity for AWPB appraisal</li> <li>• DPOs centralised, no DRG but:</li> <li>• Significant delegation to BRCs</li> <li>• VECs delegated limited authority</li> <li>• No decentralisation to schools</li> </ul>
<p><b>The</b> Information Base</p>	<ul style="list-style-type: none"> <li>• EMIS very effective at state level</li> <li>• Hardware for districts on order</li> <li>• Research very strong</li> <li>• EMIS and research help planning</li> <li>• No impact assessment</li> </ul>
<p><b>Teacher</b> Training and <b>Teacher</b> Support</p>	<ul style="list-style-type: none"> <li>• Good designing at state level</li> <li>• Cascade model broken</li> <li>• SCERT/DIET involvement low</li> <li>• Teacher support weak but:</li> <li>• CRC support to be developed</li> </ul>
<p><b>Sustainability</b></p>	<ul style="list-style-type: none"> <li>• State has declared intent to sustain</li> <li>• State norms for teaching days 210</li> <li>• Good signs re DPCs and CRCs</li> <li>• DPEP textbooks to all districts</li> <li>• Large fears of recurring costs</li> </ul>

## UTTAR PRADESH REPORT MATRIX

<p><b>Access, Retention and Equity</b></p>	<ul style="list-style-type: none"> <li>• Significant increases in girls enrolment in project districts</li> <li>• Process of filling 11,800 teacher vacancies to be completed</li> <li>• School construction process to be completed</li> <li>• Model cluster development approach for girls education to be piloted</li> <li>• Strategy for working children being implemented</li> </ul>
<p><b>Quality and Equivalence</b></p>	<ul style="list-style-type: none"> <li>• Improvements of achievement levels in language and maths</li> <li>• A gamut of alternative schooling (AS) models being implemented</li> <li>• Approved equivalence strategy between AS and formal school system</li> <li>• A holistic pedagogical strategy being implemented</li> <li>• Distance education materials to be used in the next round of training</li> </ul>
<p><b>Programme Management</b></p>	<ul style="list-style-type: none"> <li>• Expenditures in DPEPII low</li> <li>• Rupee savings to be utilised for additional school/classroom construction</li> <li>• Important to retain key management professionals in SPO/DPO levels</li> <li>• Follow-up of VEC training impact is needed</li> <li>• Evidence of positive Mahila Samakhya impact in DPEP</li> </ul>
<p><b>Institutionalisation of Capacity in Planning and Management</b></p>	<ul style="list-style-type: none"> <li>• SIEMAT staffed and operational</li> <li>• Next AWPBs need to be more strategic and integrate available information</li> <li>• Evidence of convergence to tap additional resources and expertise</li> </ul>
<p><b>Decentralisation in Decision Making</b></p>	<ul style="list-style-type: none"> <li>• Training for preparation and appraisal of AWPBs devolved to the state</li> <li>• Inclusion of qualified representatives of all levels in the SRG and DRGs</li> <li>• BEP DPOs are fairly autonomous to execute their approved AWPBs</li> <li>• Strategy ensuring convergence between VEC and Gram Panchayati Raj</li> <li>• Diversity, innovation and creativity may be further encouraged at all levels</li> </ul>
<p><b>The Information Base</b></p>	<ul style="list-style-type: none"> <li>• Net enrolment rates available in some districts</li> <li>• Retention/completion/drop-out rates needed</li> <li>• SIEMAT conducting classroom-related action research</li> <li>• SIEMAT networking with other institutions</li> <li>• New upper primary school construction need to be phased out</li> </ul>
<p><b>Teacher Training and Teacher Support</b></p>	<ul style="list-style-type: none"> <li>• Ensure strengthening the follow-up of teacher training</li> <li>• Holistic pedagogical approach to be implemented in next training</li> </ul>

## WEST BENGAL STATE REPORT MATRIX

Access, Retention and Equity/	<ul style="list-style-type: none"> <li>• No hard evidence linking increased enrolment to DPEP</li> <li>• No causal connection between training and pupil's attendance and retention</li> <li>• No specific action for retention of girls aged 9+</li> <li>• Good planning in hand for IED</li> <li>• No information about SC and ST children in or out of school</li> </ul>
Quality and Equivalence	<ul style="list-style-type: none"> <li>• Teachers believe TLM is key for improving their teaching</li> <li>• Different pedagogical models being used and need for better understanding</li> <li>• Some learning from NGOs in respect of AS</li> <li>• Distance learning an integrated approach to support teachers' performance</li> <li>• Understanding needed for teaching children with special and different needs</li> </ul>
Programme Management	<ul style="list-style-type: none"> <li>• Staff in SPOs and DPOs likely to be in position in 3 months</li> <li>• Only 44% of budget spent but recent planning likely to accelerate progress</li> <li>• Unexploited potential for community involvement</li> <li>• Monitoring seen largely as collection of numerical data</li> <li>• Need for more personal, formative contact with schools</li> </ul>
Institutionalising Capacity in Planning and Management	<ul style="list-style-type: none"> <li>• Confusion regarding responsibility for planning and management because of complex, parallel systems</li> <li>• Redefinitions of institutional arrangements need implementing and testing</li> <li>• Imminent study on institutional issues will be helpful</li> <li>• Sharing and agreement of vision for primary education and DPEP needed</li> </ul>
Decentralisation in Decision Making	<ul style="list-style-type: none"> <li>• Strong PRI structures</li> <li>• PRI elections and initial resistance delayed DPEP progress</li> <li>• VECs not yet empowered for assumption of responsibilities</li> <li>• Little convergence at village level</li> </ul>
The Information Base	<ul style="list-style-type: none"> <li>• Equipment in place at SPO and DPOs</li> <li>• Awareness needed of usage and benefits of MIS</li> <li>• NIEPA studies could be better disseminated and used</li> <li>• Need to guard against data collection chores being passed to teachers without there being clear benefits</li> <li>• Systems need to be modified for SPO and DPO usage</li> </ul>
Teacher Training and Teacher Support	<ul style="list-style-type: none"> <li>• Teacher training not yet provided by SCERT for DPEP</li> <li>• DIETs are still being established</li> <li>• Slow progress in establishing BRCs and CRCs</li> <li>• No evidence yet of improvements in learning resulting from teacher training</li> <li>• Vacant teaching posts to be filled quickly through redeployment and new recruitment</li> </ul>
Sustainability	<ul style="list-style-type: none"> <li>• Great potential in WB for sustaining DPEP</li> <li>• Little understanding at VEC level of what DPEP can do</li> </ul>

	<ul style="list-style-type: none"> <li>• DPEP means different things to different people</li> <li>• Critical analysis of management processes needed</li> </ul>
The Next Steps	<ul style="list-style-type: none"> <li>• Achieve a shared vision for DPEP at all levels</li> <li>• Plan systematic and a clearer model of teacher training</li> <li>• Expedite appointment of the Additional SPD</li> </ul>



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