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AIDE-MEMOIRE

Primary Education Programme (DPEP)

4th Joint Supervision Mission

from 4th October - 7th November 1996

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ANNEXES

Annex A:	List of Abbreviations
Annex B:	Mission Terms of Reference
Annex C:	State Report: Karnataka
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Aide-Memoire: District Primary Education Programme (DPEP) 4th Joint Supervision Mission: 28th October - 7th November 1996

1. Introduction

1.1 Joint Government of India (Gol)/international donor supervision is the modality through which the District Primary Education Project (DPEP) is monitored twice yearly. Nominated educational experts act as independent professionals and form the supervision team within agreed parameters for representation. There have been three Joint Supervision Missions (JSMs). The Terms of Reference (TORs) for each mission are agreed between the agencies and Gol (See Annex B). Each mission involves briefing and discussion with the DPEP Bureau and national institutions supporting DPEP and field visits to implementing states and districts. An Aide Memoire is produced and formally presented to Gol and participating states representatives. Responsibility for leading the mission rotates. Missions to date have been led by the World Bank (WB) in March 1995; The European Commission (EC), in September 1995; and the Government of India in June 1996.

1.2 The Fourth Joint Supervision Mission has been undertaken from 28th October to the 8th November 1996, led by the Overseas Development Administration (ODA). The mission team consisted of the following people:

T O Eisemon (WB), David Harding (UNICEF), Rainer Hampel (EC), Myra Harrison (ODA), N K Jangira (WB), Mervi Karikorpi (EC), Ron Kukler (EC), John Kurrien (Gol), S Nayantara (Gol), CS Nagaraju (Gol), Brajesh Panth (WB), Barbara Payne (ODA, Mission Leader), Juan Prawda (WB), Kondal Rao (Gol), Vijay Rewal (WB), David Smawfield (ODA), David Theobald (EC), and Adriaan Verspoor (WB). Professor Gulhati, Managing Director of EdCIL, participated as an observer.

1.3 A full list of abbreviations used in this Aide-Memoire comprises Annex A.

2. General Overview

2.1 The Joint Supervision Mission has undertaken two intensive weeks of documentation analysis, discussion and state and district visits. The recommendations of the mission, therefore, should be understood within the limitations of that context. What has emerged is a series of strong impressions of successful programme implementation.

2.2 In order to report systematically on the findings of the team, the Aide Memoire has been structured in the following way: to comment on follow-up since the previous supervision mission (Section 3); to report progress in DPEP 1 Districts against the DPEP objectives of Capacity Building (Section 4), Access and Dropout (Section 5), retention through Learning Achievement (Section 6) and Management

and MIS (Section 7). In DPEP 2 states, comments have been structured in order to allow comment on implementation readiness in terms of Awareness Raising and Community Participation (Section 9), Civil Works (Section 10), Pedagogy and Teacher Training (Section 11), and Management/MIS (Section 12).

2.3 The team would like to congratulate the DPEP Bureau on their preparation for this mission, for the documentation provided and for the briefing of the team. It was particularly useful to receive the Status reports, the update on progress against implementing previous supervision mission recommendations and, for the first time, Education Management Information System (EMIS) and Project Management Information System (PMIS) reports, which represent a crucial step forward. The DPEP Bureau might now: (i) continue producing a summary of national work programme activities, over the six months prior to each mission, and (ii) direct Supervision Missions even more analytically to particular areas for focus and concern. Robust performance indicators, effective and analytical progress reports, and effective internal supervision processes are particularly important now that, under the new modalities, not all states are visited by every Joint Supervision Mission.

2.4 The DPEP Bureau is providing strong and effective support to the states, through visioning workshops and other forms of facilitation, especially in the areas of teacher training, pedagogy and text book development, which is recognised and appreciated by the states. It is clear that these areas are fundamental to the success of DPEP and the team endorse the priority given to them by the Bureau. The suggestion of the Mission is that deepening the pedagogical renewal experience remains a challenge and that this will continue to be a major undertaking in both DPEP I and II states.

2.5 The demand for support from the centre has grown. This, in itself, is an endorsement of the DPEP Bureau's success, but it has now become necessary to implement rapidly the Bureau's plan to address its future role in programme support and management, and develop a technical resource capacity to meet the expanding needs of the programme.

2.6 The team was impressed by the sheer volume of data which is now accumulating within the DPEP programme at all levels and recognises what an enormous asset this will be. The mission would wish to reinforce the recommendations of the previous mission and support plans under development to use and disseminate these data.

2.7 It is clear that data are already being used at the national level to great effect diagnostically, to inform planning and to prioritise interventions. The challenge now is to ensure that similar capacity currently developing at state level is accelerated at district level.

2.8 The team were particularly interested in the growing interest in evaluation and research at the national level and in the priorities selected for research investigation (classroom processes and institutional development). These are in line with the

team's own thinking. The intention to use learning achievement information diagnostically to inform local teacher training will be an exciting development to watch as it progresses, as will other plans to use research findings to underpin planning.

2.9 The mission can report very positive impressions of work in most DPEP I states. In spite of the fact that little time has elapsed since the last Joint Supervision Mission, considerable progress has been made, which is elaborated on in later sections of this Aide Memoire. The simplification of procurement procedures and requirements appears to have been a factor in accelerating the implementation process.

2.10 The extent to which all the communities visited were aware of and committed to DPEP was particularly impressive. The grant of the Rs 500 to teachers and Rs 2000 grants to schools have been utilised in DPEP I states and the team have noted what an important and stimulating factor this will be in empowering teachers and local communities as they take on responsibility for school improvement.

2.11 The establishment of Panchayat Raj will effect the local environment where it operates. The challenge will be to ensure locally elected officials will support DPEP and participate in District Project Committees (DPCs) and Village Education Committees (VECs). Furthermore, district institutions will have to play a key role in ensuring the convergence of services delivered for education and schooling at the village level. There have been examples of success in this field, observed during the mission, but this is felt to be an important issue and therefore one where the team makes recommendation (see Section 12).

2.12 Start up has been comparatively rapid in DPEP II states. Preparedness to implement is greater than was the case in DPEP I at a similar time stage. This is indicative of the extent to which lessons have already been learned and internalised. The mission fully supports DPEP Bureau plans, in preparation, to target supervision and assistance to states and to assist DPEP II states in learning from the experience of DPEP I states. Expanded opportunities for cross state learning can be expected to result in accelerated progress towards project objectives.

2.13 Throughout the DPEP system, there is more interest beginning to show in the actual **change process**. Attention is now turning to the **kind of changes which might be expected** as a result of this programme, not just in terms of achievements of DPEP objectives, but what might be expected to be happening in DPEP classrooms, village communities and various institutions at state and district levels, at the end of six years.

2.14 The mission saw evidence of women's commitment and involvement in DPEP I states, through Mother/Teacher Councils, VECs, and membership within the Panchayat Raj system. Some states, such as Tamil Nadu, have made a major investment in recruiting women teachers. Innovative strategies, aimed at the education of girls, are being planned. A conscious effort to draw more women into the programme continues, especially in DPEP II states.

2.15 In spite of the progress that is being realized, there remains a large, unfinished agenda, which will need to be addressed as the project matures. The Mission's full recommendations on the priorities in this agenda are contained in Section 12: the Way Forward. They are summarised below:

- Review implementation progress in the states systematically
- Strengthen district planning capacity
- Broaden opportunities for cross state Learning

DPEP I States:

- Deepen the process of pedagogical renewal
- Ensure greater convergence of interventions

DPEP II States:

- Expedite Implementation Start Up

2.16 DPEP I

2.16.1 Implementation in DPEP I states is progressing satisfactorily, but with considerable variation between states and components. Activities in Assam appear to be slowing down from earlier levels, and the key activities of establishing BRCs and CRCs and building capacity at DIETs and SCERT need to be accelerated. Haryana has completed a round of training for all teachers and has achieved 57% completion of classroom and school construction. Karnataka has trained 50% of its teachers and revised Class I & II textbooks have been distributed to all DPEP districts. Kerala continues to make progress in the area of pedagogical renewal through curriculum development, textbook renewal and the establishment and activation of a teacher training delivery system. Madhya Pradesh has made progress in developing a number of learning materials and training almost all Grade I teachers. Community mobilisation and alternative schooling activities are developing well. Maharashtra has undertaken micro-planning and community mobilisation programmes and is strengthening the establishment and operation of Maharashtra Institute of Educational Planning and Administration. Tamil Nadu, as evidenced by the PMIS data provided by the DPEP Bureau, needs to continue to accelerate its activity levels. Community participation continues to develop through MTCs and VLCs and the teacher training programme has been initiated.

2.16.2 Moreover, in the short period between the 3rd and 4th JSMs, the DPEP I states have made progress on the key recommendations within their AWPBs for 1996/7. There has been acceleration in a number of components, increased collaboration with NGOs and the convergence of services, setting up of units for management of research and evaluation, development of indicators for monitoring the impact of teacher training, and greater involvement of the community in programme implementation.

2.16.3 The mission did not visit the DPEP states of Assam, Haryana and Kerala, but reviewed the DPEP report on their progress. Assam, Haryana, Karnataka and Maharashtra have still not made their full 15% contribution to the 1995/6 project costs. The shortfall is particularly serious in Assam. The DPEP Bureau will need to consider what further action to take, to ensure compliance.

2.16.4 The implementation of the 1996/7 AWPBs has been affected by the 'carry over' of the 1995/6 plans. The mission is concerned about the achievability of a number of components in several states, given past performance, and the time remaining within this plan period. Details are provided in the state visit reports. The Mid-Year review planned by the DPEP Bureau will be a good opportunity to adjust targets as needed.

2.16.5 The generation of detailed district and state data from both MIS systems has improved significantly, although systems in Maharashtra and Karnataka are not yet fully operational. Combined with the data from the learning achievement study and the social assessment micro-planning exercise, this constitutes a rich source of district specific information. There is an issue of the volume of data being generated and the effectiveness of its use, at all levels. A plan exists to address this.

2.16.6 The provision of funds to VECs and teachers for teaching aids is creating a more stimulating environment in schools and having a positive influence on the sense of ownership by stakeholders. Considerable training activity is taking place and training strategies are evolving as experience is being built up. The revised MLL document and good practices in reading and mathematics disseminated by NCERT, and ongoing support from TSG have assisted states to maintain a strong focus on textbook renewal. The challenge is to enrich and deepen this process.

2.16.7 A greater integration of training is now needed with other interventions such as new textbook production, community ownership and emerging information from MIS and research studies. Progress will be further facilitated by strengthening the state level resource group, in order to investigate vocabulary and language usage and develop supplementary materials for multigrade situations. The issue of innovative professional capacity of SCERTs and DIETs is recognised. Implementing the proposed systematic plan for their development will need to start urgently.

2.16.8 Activities continue towards increasing access and reducing dropouts through establishing new schools, constructing classrooms and complementary community activities. In-school quality of education will affect retention rates, as it receives attention through teacher training, and supply and use of improved learning

materials. Data on school enrolment, attendance and pupil progression is now available in some states and could be used for improved planning and decision making.

2.17 DPEP II

2.17.1 The 96-97 AWPBs of Gujarat, Himachal Pradesh, and Orissa emphasize the need to: build up the State project office management capacity; develop an understanding of DPEP objectives and educational approach among educators and administrators involved in the project; build community awareness and support for DPEP objectives; and establish a capacity to deliver a large scale teacher training programme, starting early in the 97/98 school year.

2.17.2 In Andhra Pradesh, much of the implementation capacity is already in place, and their AWPB gives priority to a gradual expansion of the programme in the project districts, with the objective of covering almost 15% of the project mandals by the end of the first year.

2.17.3 In all four DPEP II states the start up of the project has been faster than DPEP I states, but slower than planned. With the exception of Andhra Pradesh, states have not yet received funds beyond the initial allocation of Rs.50 lakhs. Yet, in all states the commitment to DPEP objectives is strong at every level and the eagerness to learn from the DPEP I experience to date, apparent. In Gujarat, district administrators and elected officials are fully aware of DPEP and are ready to start implementation. Himachal Pradesh and Orissa have established and almost completed staffing the SPO and DPOs as agreed at appraisal. Andhra Pradesh has, in addition, initiated project activities in all blocks to be covered in the first year. In all states, orders have been issued to establish Village Education Committees (VECs) and formation/activation has already begun in Himachal, Andhra Pradesh and Orissa. Himachal has started school mapping activities. All states, except Gujarat, have completed their construction manuals.

2.17.4 Core SPO staff are in place in all states except Gujarat. The priority now is to launch, as a matter of urgency, an orientation and training programme for the newly appointed staff, including district level officials especially. In addition, funds should now be released urgently to states and districts to furnish and equip project offices, including computer equipment for the MIS. Given the priorities in the AWPBs, appointment and training of finance/procurement specialists, civil works and training specialists has a very high priority.

2.17.5 In Himachal Pradesh a visioning exercise was conducted. This has laid the foundation for a wider dissemination of the DPEP objectives and pedagogical approaches. In the other states, there is a need to conduct such exercises. To ensure that the DPEP quality improvement objectives and strategies are well understood by all involved in the programme's implementation, project launch activities will need to be intensified and include specific orientation on the DPEP educational approaches and strategies to reach girls, SC and ST students.

2.17.6 Involvement and support of communities, most importantly through VECs, is critical to the sustainability of DPEP. It is therefore important that all states develop a plan for the gradual development of the capacity of VECs. This would include a gradual increase in tasks and responsibilities supported by a training programme and opportunities to visit already established, well functioning VECs.

2.17.7 Implementation of large scale teacher training will require (i) establishing technical resource groups to take the lead in the development of training modules and the delivery of training programmes); and (ii) the early construction of BRCs. State level, Technical Resource Group (TRG) staff need to be identified, and training modules prepared and delivered. Each state will need to review the capacity of its existing resource institutions and identify needs for and sources of additional support. Designs and bidding documents and procurement arrangements for the construction of BRCs need to be finalized urgently.

2.17.8 The mission has identified certain key action points for DPEP II, to be addressed during the next six months. These are detailed in Section 12.

DPEP ONE STATES

3. Follow-Up on the Recommendations of the Third Joint Supervision Mission

3.1 The 3rd Joint Supervision Mission (JSM) made recommendations related to four focus areas, viz. Monitoring, Research and Evaluation, Community and Teacher Participation, and Networking in terms of Capacity Building. The 3rd JSM also noted a number of critical priorities for action. For convenience of reference, in this section the focus areas and recommendations in the priority areas have been merged. It should be noted, however, that the time lag between the 3rd and 4th JSMs has been too short to assess the follow-up of many of the recommendations, some of which set March 1997 as a date for completed action.

3.2 The task of the 4th JSM has been assisted greatly by the existence of status reports produced by the DPEP Bureau, the TSG and state and district offices. A Report on Follow up Actions was provided and presented to the 4th JSM at the beginning of the mission. EMIS and PMIS data were also available for the first time to the JSM team from every DPEP I state (with the exception of a PMIS report from Karnataka). The quantitative performance indicators discussed with the 3rd JSM were introduced by the DPEP Bureau; further fine-tuning and the integration and interpretation of this data should be encouraged for the forthcoming mission. Status documentation could be refined to bring it in line with the DPEP Bureau's and the States' needs to enhance overall planning and monitoring needs.

3.3 JSM recommendations are generally given high priority by the State Implementation Societies. They can demand a considerable amount of time and effort on the part of states and districts at the risk of overburdening them: demanding attention to activities that may detract from programme implementation. It has been the intention of the 4th JSM to limit the number of recommendation for each state and to take into account a realistic assessment of the capacity being demanded of the state and district in following up on recommendations.

1. Title:	Management, Monitoring and Civil Works:
1. Recommendation:	Acceleration in implementation in some areas, particularly Civil Works, Teacher Training and MIS, where slow quantitative progress resulted in low actual vs. planned expenditure ratios. DPEP Bureau to monitor defined targets for Civil Works implementation and prepare report for the 4th Joint JSM. States to commission third party review of progress and prepare action plan for DPEP Bureau review by March 1997.
Follow up action:	Most states have revised their AWPBs to increase the pace of implementation. Teacher training is accelerating. MIS is operating in most states. Model TOR for third party review have been circulated to the States. States are in process of shortlisting agencies for review and evaluation as well as improving monitoring and supervision for speeding up implementation and improving quality at the field level.

Mission's comments:	There is evidence of acceleration in programme implementation except in the case of civil works - mainly in regard to the construction of schools and classrooms - where progress has been uneven. Plans to set up rigorous monitoring and quality assurance at all levels would assist greatly.
2. Recommendation:	DPEP Bureau with SISs to evolve system to facilitate relaxation in procurement guidelines.
Follow up:	Various procedures such as enhanced ceiling for Force Account and community/construction, state authority for selecting and contracting consultants up to a financial ceiling, is now being applied to DPEP I as well as DPEP II.
Mission's comments:	The process of decentralising to the states is acknowledged and there is a need for further delegation to the district level. There are implications for reconsideration of procurement guidelines.
3. Recommendation:	States that have not yet contributed the full 15% share of the FY 1995-96 project costs should do so within 30 days.
Follow up:	All states except Assam have released their 15% share of the FY 1995-96 expenditures. The Director, Elementary Education, Assam has been requested to pursue the matter on a priority basis.
Mission's comments:	In the case of Assam, DPEP Bureau will need to consider what further action to take to ensure compliance.
2. Title:	<i>Institutional Development, Capacity Building and Networking:</i>
Recommendation:	Institutional development and capacity building components to be better focused and more rigorously implemented. Networking with academic institutions and NGOs to be increased. -Strengthen the capacity for data analysis and planning at all levels. -Establish a task force for pedagogical renewal at the state and district levels.
Follow up:	A full time chief consultant is in post in the capacity building unit of TSG. At the national level and in some states resource inventories have been carried out for capacity building in planning and management; teacher training and pedagogy; research, evaluation and monitoring as well as institutional development. LBSNAA/TSG as well as state level institutions have conducted AWPB training.
Mission's comments:	There is evidence of increased collaboration with NGOs and convergence of activities with various agencies. However, even greater NGO involvement is desirable and continued efforts should be made to ensure this. Once resource inventories have been compiled the states should develop a co-ordinated strategy for utilising identified resources and sharing experiences with other states in view of creating a multiplier effect and increasing in-house capacity.
3. Title:	<i>Research and Evaluation (RE):</i>
Recommendations:	A strong national leadership for the development of the research and evaluation programme under the DPEP to be created. An effective evaluation strategy should be designed for evaluating effectiveness of teacher training programmes.
Follow up:	National Advisory Committee set up to advise on Learner Achievement Survey, Core committees constituted to advise on study of Classroom Processes and Institutional Development. Workshops organised by DPEP Bureau, TSG and NCERT for building national and state capacity in priority research areas. States planning similar workshops. NCERT has constituted a core resource group for DPEP.

Mission's comments:	Most states have already responded to the recommendation by setting up units for the management of research and evaluation activities. As yet, there is little evidence of states developing a research agenda. Some states have made a start on developing indicators for monitoring the impact of teacher training programme on classroom processes.
4. Title	<i>Community and teacher participation</i>
Recommendations:	Principle of local ownership to be built into programme at various levels. SISs, in consultation with DPOs to work out a clear strategy for constituting and empowering all CRCs and the VECs/MTCs. All CRCs need to be in place and functioning vibrantly by March 1997 and the same for the VECs/MTCs by June 1997. There should be clear evidence that the AWPB 1997-98 has been discussed and evolved at least from the cluster level.
Follow up:	The states are developing strategies for involving local communities in implementation of DPEP interventions. In some states CRCs and VECs/MTCs have been provided with initial training and there are some positive examples of micro-planning taking off.
Mission's comments:	CRCs and VECs are already operational in many states. The mission found considerable progress has been made in approaching and eliciting involvement from the community in programme implementation. Yet, further steps should now be taken to ensure the long term sustainability of these activities and the deepening of this involvement into areas of planning and monitoring.

4. Capacity Building

4.1 The reports of the previous Supervision Missions present an impression of a gradual but significant shift in the development of strategies and activities addressing capacity building in the DPEP programme. The Aide Memoire of the First JSM emphasised the need for developing the management capacity for the core programme and the technical support agencies. In particular the need for strengthening the DPEP Bureau's capacity for implementing the AWPB review process and the establishment of national technical resource programmes was recognized. It proposed to realise this by employing more staff, and by providing training for staff in post at National, State and District level. The Second JSM identified weaknesses in institutional processes, in particular the lack of co-ordination between the various institutions offering planning and management training. It stressed the importance of these areas in view of the deficiencies in project planning skills at district- and sub-district level. The fact that the DPEP Bureau is not yet up to full strength was again noted. The Third JSM addressed, in its Aide-Memoire, the issues of capacity building in a more holistic way, and concentrated on: (i) the need for capacity building at community level, ultimately leading to community ownership; and (ii) networking for capacity building.

4.2 The added responsibilities for DPEP II are increasing the workload of the DPEP Bureau. Additional posts have, however, been sanctioned, some junior posts are still vacant, but are expected to be filled shortly. The field visits of the present JSM have ascertained that, in the states visited, the staff in state and district offices are essentially in place. SCERTs have been strengthened with qualified and

committed contract staff, but additional staff may be needed if the increased demand for services is to be met.

4.3 DIETs remain the critical link in the capacity building process for improving the learning achievements. It is a point of serious concern that most DIETs are still inadequately staffed. It is acknowledged that solutions to this problem do not fall entirely within the control of DPEP and need to be carefully negotiated with state authorities. BRC and CRC staff have been appointed, the effectiveness of their interventions will largely depend upon the quality of the support provided by the DIETs. Good progress has been made with the appointment of additional teachers in most states. Impressive achievements can also be noted with regard to teacher training. However, at district level this success has so far been reported largely in quantitative terms. What is needed now is to strengthen the quality of the programme and measure its impact. Actions are being taken to achieve this.

4.4 The long-term sustainability of DPEP will rely heavily upon the perception of ownership of the provision of education by the community. The establishment and mobilisation of VECs has been largely completed, initial training sessions, mainly in a workshop mode, have taken place. In view of the magnitude of the exercise, these are major achievements. However, the impact is still limited. The impression is that the large majority of VEC members do not yet grasp the concepts of their new roles, rights and responsibilities with regard to school management.

4.5 As already reported by the Third JSM, most district staff are not yet adequately conversant with the concepts of participatory techniques for planning at community level. The DPEP strategy for providing guidance to districts for capacity building is expected to be available by March 1997 and will help to address this issue.

4.6 The implementation of interventions and their impact will be monitored and assessed, with the outcomes used to fine-tune activities where necessary, culminating in revised strategies and action plans. The mission acknowledges that steps are being taken to put appropriate mechanisms in place. Considerable investments are being made in using contract staff for capacity building. The challenge will be to institutionalize the knowledge, experience and skills they bring.

4.7 School building construction activities are essential to expanding access, but not all states have adequate arrangements in place yet for consideration of alternative designs and technologies, or for ensuring the involvement of communities and educators on issues of site layout and usage, ensuring that educational requirements are met.

4.8 The intention to establish a data pool of identified nationally available expertise will contribute to the development of local capacity and will enable the linking of DPEP I experience with DPEP II activities. It may also ease the burden of the overloaded TSG. Furthermore, initiatives have been taken in some states to establish inter- and intra-state sharing of experiences with sister institutions and with similar programmes. Greater links have been established with relevant activities by

NGOs at state and district level. This can be a most effective strategy for capacity building, but is not yet being addressed structurally and systematically. States that so far have not initiated inter- and intra-state sharing are urged to establish such links. Most capacity building interventions take considerable time to implement. Therefore the recommendations made by the third JSM only four months ago are yet to show results. Capacity building can make a significant contribution towards the realisation of community ownership through community participation. Further relevant interventions will need to be identified and operationalised in future plans.

5. Increasing Access and Reducing Dropout

5.1 Action in these two related areas falls into three main areas: strategies adopted; physical access improved; and attention paid to in-school quality of education.

5.2 There has been uneven progress among states in adopting strategies to address specific issues which have either direct or indirect impact on increasing access. Strategies that have been developed include village level social mapping as a means of identifying out of school children and for identifying where classrooms/schools need to be built; social mobilisation to encourage parents to send their children to school; and specific actions to integrate children with mild learning difficulties into schools, and to enrol girls, ST and handicapped children. States - most notably Tamil Nadu, Karnataka and Madhya Pradesh - have also initiated linkages between Early Childhood, Total Literacy and women's empowerment campaigns, and are developing strategies in alternative schooling.

5.3 Reducing dropout is a related task. Strategies adopted include community awareness-raising via VECs and cultural performers; generation of gender-sensitive materials and in-service training; and provision of incentives to groups vulnerable via external pressures to drop out of school. It is important for all states to continue to strengthen the collection and analysis of appropriate data relating to retention.

5.4 SPOs have adopted a number of ways of informing themselves about specific aspects of these issues: surveys by NGOs into the number of children with mild/moderate learning disabilities, and into the needs and functions of non-formal education centres; studies into social and educational aspects of gender issues; and learning from the outcomes of social mapping exercises. The need to develop capacity to analyse and make use of EMIS data is widely recognised and efforts are being made to this end.

5.5 Physical access to schooling is being improved through the provision of schools and classrooms in remote rural areas, where previously children would not have been able to attend school. Teachers are also being posted to these schools to ensure that they function. In addition, the school fabric is being improved, and classrooms refurbished. Progress with the construction of new schools and classrooms has been generally slow compared with AWPB targets. It is important

that school construction keeps pace with the increased demand from the community for access to primary school education. There is a need to ensure improvements in the supervision of civil works to ensure quality as well as the appropriateness of school and BRC siting through school mapping exercises.

5.6 States and Districts are beginning to address the need for alternative education to increase access. The 'sugar schools' in Maharashtra are an example of this. Retention rates are affected by the learning environment. The child-centred, activity-based approach to education embodied in DPEP encourages children to enjoy learning, and reduces feelings of alienation from the classroom process. Materials which are gender-sensitive, and in-service training that highlights the need for teachers to avoid gender (or other) bias, are being developed. A start has been made on the development of learning materials in minority languages. A further school-based factor, which may have potential impact on parents' attitudes to enrolment (and retention) of children in school, is the quality of the school buildings, including provision of toilets and water.

5.7 Although progress has been made, constraints remain in certain areas. These include data specification and analysis, targeting on specific minority groups, and insufficient attention to the importance of retention of children in school. In order to be able to plan better for disadvantaged groups, as the MIS system develops, there will need to be further disaggregation of data for use at the micro-level.

5.8 Physical access should be enhanced by further attention to micro-planning and other baseline data. Programmes for SC and other disadvantaged children, and approaches to non-formal or alternative education are essential to a rapid expansion of education coverage. These will need, however, to be monitored carefully and lessons of experience documented. In-school quality should be further enhanced by development of materials in minority languages and attention to gender and minority issues in all training materials. Furthermore, research studies into aspects of access/dropout indicated above, and their social and educational implications, should be commissioned by SPOs.

6. Learning Achievement

6.1 Indicators that learning achievement is improving, considered by the Mission, involved appropriate changes in the learning environment, in the curriculum, learning materials and recurrent in-service teacher training. The Second JSM carried out a detailed review of the progress in DPEP I states and suggested directions for change. This mission noticed significant progress in all three areas. Improvement is an evolving process and challenges will need to be addressed continually.

6.2 The mission saw that classrooms, particularly for Grades I and II, are being enhanced and made colourful. However, more thought could be given to displaying children's work. This could include the kind of furniture most suitable for activity based learning. It is noted that Karnataka is redefining its classroom furniture

requirement. The importance of the learning environment is gradually emerging. The organisation of classroom space is also under review and the use of corners of rooms for particular study areas (Mathematics, Science, etc) is beginning to occur. (Lessons could be learned here from ECCE training). Libraries and display boards for students' work are some of the ideas under development. Assam has already introduced learning corners in their use of model classrooms. The availability of funds to teachers for teaching aids and to VECs is having an impact on the environment in schools. In Grades I and II, the classrooms in most of the states present a more stimulating environment than before.

6.3 The visioning workshop on textbook and supplementary learning materials, in 1995, and capacity building workshops on development and production of textbooks, organized by TSG and NCERT in 1996, with support provided by the TSG, have had a significant impact on work in the states. NCERT has also released the revised MLLs document and research data on good practices in reading and mathematics at the primary stage, which will be invaluable if utilised well. All states are at different stages of development of new textbooks/activity/workbooks. Most states have developed materials for Grades I and II with team efforts involving teachers, subject experts, illustrators and production experts. Some states have also developed supplementary learning materials. Systematic field testing is a common feature of the development of the new generation of learning materials. The TSG is documenting the process of developing textbook and learning materials in the states of Karnataka, Kerala, Madhya Pradesh and Tamil Nadu.

6.4 In spite of this considerable progress, several challenges remain. The number of experts available to assist the process of developing learning materials needs to be increased. A core group in SCERTs, and other institutions, to specialize in the skills of developing learning materials for the primary stage will need to be developed if long term institutionalization of this capacity is to occur, but the first step will be to find, train and establish an expert group of this nature. Systematic field testing of translated textbooks and learning materials in multilingual states is also yet to be initiated.

6.5 The DPEP Bureau's plan to strengthen its ability to respond to the State's demand for technical support, is an important one for building skills and capacity in state resource groups. The DPEP Bureau is also prioritising the targeting of particular states for technical support, according to need.

6.6 It is suggested that interstate sharing of experiences and mutual support through visits and attachments be encouraged. One priority will be to develop learning materials for multigrade teaching and this is recognized at most levels. An important area for research might be an investigation of child vocabulary and language usage which will assist textbook developers.

6.7 In order to make teacher training more effective, a review of the design, materials and methodology of training is underway in some states. Block resource Centres will become the key delivery point of training. Teachers are also being given continuous support through the Cluster Resource Centres. The visioning and

sharing workshop organized by the TSG and NCERT in 1995, and the effort to link training to learning materials development have started influencing the teacher training programmes in the states. Teachers have started to use teaching aids and organize activities. Some states have started refining the training packages, based on feedback received from teachers and trainers. A rationalisation of all the different forms of training currently available into a whole developmental package of training would have tangible benefits.

6.8 The delivery structure for training is at different levels of development in DPEP I states. Block Resource Centres are operating in makeshift accommodation in most states due to delay in civil construction. Karnataka and Maharashtra have appointed full time team in the BRCs, while in others, part time resource persons impart training with a full time BRC coordinator. Making Cluster Resource Centres operational is in process in most of the states. Support to teachers depends on the completion of this process. DIETs and SCERTs still remain a cause of concern. The quality of staff is also a cause for concern in most DIETs. There is a need for the states to address this issue immediately.

6.9 There are lessons to be learnt from implementation of the first cycle of the teacher training programme in DPEP I states. The challenge will be to deepen the understanding of teachers and to provide pedagogical underpinning to their newly acquired skills. The development of a training strategy would encourage schools to set targets for the improvement of their effectiveness. It would assist the development of training which results in an integrated development of textbooks and supplementary materials, teaching aids development, classroom organization and management for the use of the new pedagogy and school improvement programme.

7. Management/MIS

7.1 Among some of the major accomplishments emerging from the execution of DPEP I, is that the programme management structures at the state and district levels are now in place and fully operational. Nonetheless, DIETs need to be appropriately staffed according to their agreed training programmes. In addition, VECs promoting community mobilization and participation in micro educational planning at the village level have been established in thousands of communities in DPEP project states. Almost all the VECs have received the Rs 2,000, and some have already spent this grant in school improvement related expenses.

7.2 States have gone through two AWPB planning exercises and are now engaged in the preparation of the next round of AWPBs to be sanctioned by the DPEP Bureau in March 1997. The states and district planning teams have learned to produce better AWPBs, and should be commended for this achievement. It is expected that future plans will be further strengthened by increased utilisation of the increased data which is now becoming available.

7.3 With the expansion of DPEP into more districts and states there is also

pressure and expectations from the states with regard to the devolution of some managerial, supervisory and technical assistance responsibilities from the centre downwards. In consultation with the states, the DPEP Bureau is developing a strategy for decentralization of responsibilities. An initial meeting has been scheduled.

7.4 Nearly all MIS recommendations of previous JSMs have been followed up. Through cross-checking and back-feeding of collected data down to clusters and schools, the quality of raw data has improved significantly. It is particularly commendable that, for the first time, actual school level data and statistics for 1995-96 are being made available in the same year. The first publication of DPEP educational and performance indicators is a big step forward.

7.5 The MIS are in different stages of functioning in the four states visited. In Maharashtra and Tamil Nadu, hardware is not yet installed completely at the district level, though staff have been trained. In Karnataka, constraints on the function of MIS are to do with staffing.

7.6 In the states where the MIS is fully operational, the mission suggests that more thought be given to how to disseminate the available educational and PMIS data downwards to the school and village levels. While pointing to the need for increased dissemination of this kind, the mission also anticipates that, in the near future, there may be a likelihood of information overflow in the districts, with all kinds of quantitative and qualitative information, including information from school and social mapping exercises. As is already recognized, increased interfacing of the existing systems may be one way of helping to overcome this potential problem.

7.7 More training, especially for the district level staff, is needed with regard to simple statistical analysis and presentation of the available data. The skills required at each level may need to be more precisely identified. Plans are again in hand to address these issues.

DPEP TWO STATES

8. Awareness Raising/Community Involvement

8.1 The DPEP II states have recognised the importance of mobilising the community and establishing VECs. The awareness of DPEP objectives and guidelines for implementation have been built up among education department personnel at the state, and to an extent in the districts.

8.2 Various factors have contributed to the mobilisation of communities. These include the Total Literacy Campaign, District Women and Children's Rehabilitation Association (DWCRA), NGOs and Mahila Samhakra activities. In most DPEP II states VECs have been formed, with the exception of Gujarat where an executive order has just been issued. VECs are active in some places and beginning to assume responsibilities. In Andhra Pradesh some VECs have embarked on enrolment drives and also collected cash/materials for construction. Orientation and training of VECs are planned with regard to their roles and responsibilities.

8.3 Baseline and Social Assessment Studies have been conducted. Many of the studies point towards specific ways in which community participation can be improved. Some states have begun to form links with the TLC, and other community mobilisation programmes. This could be a significant contribution to the concept of 'convergence of services' from the community level upwards. DWCRA and MS groups have already been useful partners in Orissa.

8.4 Micro-planning is also being seen as a way of involving communities, and states have used NIEPA and Lok Jumbish (Himachal Pradesh) resource persons to develop different models for training and implementation. Andhra Pradesh has experimented with Participative Rural Appraisal techniques for training trainers in micro-planning.

8.5 The training of trainers in micro-planning is being coordinated at the national level. However, there remains a problem of the identification of state level micro-planning training personnel, while planning and management departments of SCERT or SIEMTs are being established. Involvement of NGOs needs to be more widely considered e.g. in micro-planning and PRA, training, mobilisation and enrolment drives.

8.6 The orientation of VEC members also needs a more explicit strategy, with roles and responsibilities better articulated. The good experiences of DPEP I states, and training modules already available, could be utilised. Thought needs to be given to the identification of resource persons and how training will be provided to the large numbers involved.

8.7 Research on the functioning and effectiveness of VECs in DPEP I needs to be initiated, so as to facilitate a better understanding of what can be achieved, under which conditions and within realistic time frames. Information from background studies will need to be shared more widely and findings incorporated into district AWPBs.

8.8 The orientation of Panchayat Raj institutions at all levels and other elected political leaders and their articulation with NGOs and Government departments is seen as an important and immediate issue that needs to be addressed in order to ensure the effectiveness of community empowerment at village level.

8.9 Some DPEP activities have received coverage in newspapers but a more systematic media policy needs to be put in place.

8.10 There would appear to be few women actively participating in community development in DPEP II states. A conscious effort to draw more women and women's groups into the programme is suggested. Women's involvement in DPEP I States already includes active involvement in issues that affect their roles and responsibilities in the community e.g. water supply at schools, uniforms, mid-day meals, attendance.

8.11 Organisation, recording and dissemination of good experiences and practices from DPEP I states could be made systematically available to the DPEP II states, especially in the area of VEC mobilisation and training.

8.12 VECs would benefit from encouragement to take up activities which are both visible and realisable in a short period. Examples include drinking water supply to schools, construction of toilets, and enrolment of the girl child. Where it is intended to give classroom construction activities to VECs, the training and support mechanisms need to be established.

9. Civil Works

9.1 Variations, both in actual progress and strategies for planned activity, in relation to civil works, are marked across the four new DPEP Two states. Gujarat has made least progress, for reasons explained above and below. With the exception of Gujarat, key civil works staff are either in place or are under recruitment. Construction manuals have been completed in Andhra Pradesh, Himachal Pradesh and Orissa. The Orissa manual has already been cleared by the DPEP Bureau.

9.2 Orissa has made a good start in activating VECs, but the state and districts may now wish to reflect further on how this resource can be capitalized upon to support the civil works component. Himachal Pradesh enjoys a tradition of community involvement in school construction and maintenance and VEC responsibility for school construction and repair will be given in Chamba and Sirmour

Districts, as one of four different civil works strategies that is proposed. Andhra Pradesh, too, is placing heavy stress on community ownership and involvement. Communities are already offering financial contributions to school and classroom building programmes. Initial identification of sites for school and classroom construction in Andhra Pradesh was informed by impressive village mapping and participatory rural appraisal activity conducted on a large scale. DPEP One state, Karnataka, and the Lok Jumbish project in Rajasthan have also had successful experiences of village mapping activity, which Gujarat, Himachal Pradesh and Orissa may wish to learn from.

9.3 Appraisal guidance for civil works procedures has been thorough and clear and the documentation remains an important checklist for state and district planning teams to refer to, to monitor progress and help sequence and prioritize activity. Areas covered include: appointment of staff, priority locations, regulations and procedures to be observed, building functions and additional facilities required, the design process and the preparation of construction manuals.

9.4 In terms of planning for construction, emphasis has been placed on: (a) identification, recruitment and training of key civil works staff for state and district level offices; (b) identification and training of persons at the community level, where community involvement is planned; (c) the planning of supervision procedures, including training needs; (d) site inspection and acceptance procedures; and (e) mechanisms for release of funds for civil works authorities, including record keeping.

Stress was also placed on giving priority to the construction of BRCs/CRCs, or their equivalents, allowing these institutions to become functional as soon as possible, to support the various training programmes envisaged. With the exception of Gujarat, generally good progress has been made in following all these procedures through their logical sequence. Further work needs to be done to complete the processes in full. In particular, in Gujarat, Himachal Pradesh and Orissa, BRC construction is a matter of urgency. The DPEP Bureau/TSG recognizes this and has given an assurance that it is taking action to expedite matters.

9.5 Overall, Gujarat excepted, progress in respect of preparation for civil works in DPEP Two states compares favourably with DPEP One states at a similar point in time. This is encouraging and reflects increased capacity and learning from experience. What is especially positive is the increased diversity of approach and readiness to experiment with alternative designs and technologies. The special fund for experimentation with alternative technologies, introduced as part of DPEP Two, has clearly had an instrumental part to play in this. It is noted, however, that Orissa has presently embraced experimentation with alternative designs more readily than experimentation with alternative technologies. The international workshop in Hyderabad, on alternative civil works technologies and designs, scheduled for 18-21 November, is important and timely. It is highly desirable that relevant key staff from Gujarat, Himachal Pradesh and Orissa attend and share their experiences with others. Important as experimentation with alternative construction approaches is to DPEP, it is essential that this work proceeds in coordination with mainstream DPEP construction activity. There is a need to avoid it proceeding in parallel, if this means in isolation. At the same time, the mainstream programme should not be held up or

detracted from. The challenge is to find a way of complimenting, modifying and enhancing the mainstream programme through a process of evolution, as lessons from experimentation are learned.

9.6 In the process of developing and refining their future AWPBs, in respect of civil works components, efforts will also need to be made to continue to reach decisions that assimilate findings emerging from DPEP One states, as well to take into rather more account international research evidence that could also usefully inform policy. This point is made with especial reference to questions of the provision of girls' and boys' toilets, potable drinking water and the educational and environmental impact of these interventions. There will also be a need to reflect on the realism of future AWPBs taking first year experience into account.

10. Pedagogy/Teacher Training

10.1 Improved pedagogical practice and related teacher training is central to the DPEP objectives of improved retention and learning. This is recognized by all DPEP II states. Three of the four DPEP II states need to strengthen SCERTs and DIETs to tackle these issues. The key challenge is to start up the process of pedagogical renewal that is now occurring in DPEP I states, but to do so in an accelerated way, drawing on the lessons learnt in DPEP I. There is widespread support in all DPEP II states for the quality improvement objectives of DPEP. The four DPEP II states are, however, at different institutional starting points. Andhra Pradesh has the advantage of a long experience with APPEP. In Himachal Pradesh and Gujarat SCERT are understaffed and lack the experience to exercise the professional leadership required by DPEP. SCERT in Andhra Pradesh and also in Orissa has the potential to make important contributions to DPEP provided it organizes itself for the purpose and implements an institutional development plan. DIETs remain weak everywhere and need strengthening, even in Andhra Pradesh. The understanding of the pedagogical strategies inherent in DPEP (activity based learning, child centred teaching etc.) is generally limited, both state and district level.

10.2 The priority for each state is to develop a shared vision of the educational objectives of the DPEP, develop an implementation strategy that links together training, on site support, pedagogical practice and materials development and identifies the priority activities that need to be tackled immediately. This strategy will need to be reviewed on an annual basis as the lessons from experience become available and other project activities mature. A priority activity will be to disseminate this vision widely among all those involved in DPEP. All DPEP II states see the first year of implementation as a year of capacity building. Most importantly, AWPBs for 1996-97 aim to establish a capacity for delivering recurrent teacher training on a large scale early in the '97/98 school year (September '98). This process of capacity building now needs to be tackled with considerable urgency.

10.3 Himachal Pradesh and Gujarat, and to a somewhat lesser extent Orissa and Andhra Pradesh, will need to follow a two track approach: establishing capacity for immediate action; and introducing a longer-term capacity building programme for SCERT and DIETs to ensure that the qualitative gains can be sustained and integrated in the regular system.

10.4 The immediate priority for DPEP II states now is to make progress with the first track. This will require the establishment of a Technical Resource Group (TRG) for pedagogical renewal at the State level drawn from senior teachers and other educationists); and building up of the capacity of the SIS (SPO and DPO) to manage the delivery of a large scale in-service training programme.

10.5 While the focus should be to strengthen the SCERT, where this is required, the TRG could also comprise experts from other institutions (including NGOs) to create a vibrant group. The tasks of the TRG are likely to include developing training modules, training BRC and CRC resource persons, and developing teacher training materials, in consultation with teachers and other educationists and supported resource persons/institutions from within and outside the state, as needed.

10.6 The DPEP Bureau has developed a plan to assist states to help build up capacity of the TRGs rapidly. This is an initiative that the mission fully endorses. It will provide the opportunity to expose the TRG to the lessons of the experience of the DPEP I states (and other states such as Rajasthan and UP). To be fully effective, the training that is planned should be complemented by a mechanism of continued support to state level workshops and training activities where the lessons learned at the national level will be put into practice.

10.7 The strengthening of staffing of SCERTs and DIETs and implementation of realistic staff development and institutional improvement plans, are critical activities central to the long term success and sustainability of DPEP. Selection of additional staff and development of a programme of systematic staff development activities needs to start as soon as possible.

10.8 As planned by the DPEP Bureau, the increased demand of the states for central assistance and support for the design and development of their training programmes and materials will require that the pool of national resource persons and institutions be broadened. This process of capacity building through the exchange of experience would be further strengthened by the programme of dissemination of research findings with practical applicability in a format that is easily accessible for teachers, CRC and BRC resource persons. NCERT is planning the preparation of these materials.

10.9 In summary, therefore, it is desirable for DPEP II states to: (i) develop and disseminate a clear vision of the pedagogy underlying the DPEP quality improvement objectives, and (ii) establish a Technical Resource Group (TRG) with a mandate of leadership in pedagogical renewal as a matter of urgency. Implications for the DPEP Bureau/TSG are thus likely to include necessary action to support the

implementation of a programme of training of TRG personnel before the end of January 1997; and assist the states with the development of a long term capacity building programme for SCERT and DIETs.

11. Management/MIS

11.1 All but one of the DPEP II states visited (Gujarat) have taken steps to appoint key project staff at the state and district levels as well as procure necessary office equipment. Most start up activities proposed in state appraisal reports have been undertaken according to the DPEP II internal appraisal reports. In Orissa, however, some training activities have been delayed, as funds have not been released yet. The state reports of the Joint Supervision Mission emphasize the potential benefits to be derived from studying implementation in DPEP I states through "twinning" arrangements.

11.2 The DPEP II states are overwhelmed by a large number of activities that they have to undertake at this initial stage of project implementation. Capacity building at the state level in the form of functioning DIETs and SCERTs has proven to be a slow process. As a result, the states need to develop their own interim implementation strategy with the support of a network of institutions, including NGOs, within and outside of a given state. All DPEP II states should take greater advantage of the opportunity to share experiences. This is being facilitated by the DPEP Bureau, NIEPA and NCERT as a central component of their capacity building activities. Once the states have more information about which institutions to contact and which programmes to visit, they will have much greater capacity to advance on their own.

11.3 Extensive staff development programmes have been proposed in DPEP II states, but there remains the further challenge of finding additional ways to ensure that knowledge, skills and experience are properly institutionalized. DPEP II states may benefit from experiences of states, such as Karnataka, which have introduced policies to promote the retention of staff who have received training under the project and allow transfers mainly to other DPEP districts.

11.4 Project activities during the early stages of implementation will, essentially, be "training driven." The magnitude of training necessary to provide for teachers, educational administrators, and community members is only gradually being appreciated. Sequencing of project interventions is a major issue in all DPEP II states and districts. District work plans will need to be rescheduled in light of the time needed to train trainers and build training infrastructure. In the interim, priority might be given to accelerating the preparation of MLL texts and teacher guides and the construction of resource centres, classrooms, clean water and sanitation facilities.

11.5 There are important lessons for DPEP II districts which have implications for data analysis and utilization, linkage with research and monitoring, and sustaining the programme. EMIS and PMIS implementation in DPEP I districts has been slow

and difficult. Even where there has been some success, the utilization/analysis of data has occurred more from a reporting perspective. Also, DPEP I districts have had problems recruiting technical staff, particularly system analysts, and retaining them.

11.6 In all DPEP states, there is a large number of community based educational initiatives--adult literacy, non-formal education, the integrated child development scheme, the mid-day meal programme, in addition to the self-help programmes of women's and other non-governmental organizations. DPEP I & II build on educational "awareness-raising" and successful implementation requires coordination with these initiatives. A greater convergence of services is needed at the village, block and district levels. Collectors and district development committees have a critical role to play in this regard.

11.7 At the district and sub district levels, there is also a need to articulate the relationship of new or reactivated participatory organizations like the VECs to reformed local elected Panchayat Raj institutions. Some DPEP I states, such as Karnataka and Tamil Nadu, have begun to address this issue by requiring that chairpersons of the village education committee be representatives of the education committees of the local Panchayat Raj. VECs appear most promising, as their active involvement is likely to enhance community ownership of, and accountability at, schools.

12. The Way Forward

To build on the achievement documented above and to address the priority issues and constraints that have been drawn to attention, the mission has identified the following key areas for critical action **over the next six months**:

DPEP Bureau:

1. **Systematic Review of Implementation Progress in the states.** The MIS has become operational in almost all states. On the basis of the quarterly MIS reports, it is now possible for the DPEP Bureau to monitor implementation closely. The opportunity has been created to prepare progress reports that are more analytical, to identify performance problems at an early stage and intervene when slippages occur. The MIS can be the basis for supervisory and support actions that target states with performance problems (e.g. Gujarat) or activities (e.g. civil works implementation). The mission suggests that in the next progress report a discussion of the key agreed supervisory and support activities be included.
2. **Strengthening District Planning Capacity.** The limited capacity of many districts to prepare more analytical and realistic plans, use participatory planning techniques and tap the increasingly rich data bases available to them was already flagged by the Third Supervision mission. This mission endorses the plans of the DPEP Bureau to prepare a manual for the preparation of AWPB and intensify the efforts to train district staff in a range of planning techniques, including monitoring and evaluation mechanisms, the use of EMIS/PMIS data, of findings of student achievement surveys, and social assessment and micro planning data. It recommends that a determined effort is made to train the core district teams prior to the preparation of the FY97/98 AWPBs. The mission anticipates that these AWPBs will reflect the effect of these efforts.
3. **Broaden Opportunities for Cross State Learning.** Implementation of DPEP is generating a rich and varied experience with regard to virtually all DPEP components. The DPEP Bureau should consider ways to systematically share these lessons and experience among DPEP states. The national workshops that have been organized on different aspects of the project are already making important contributions, but the efforts should now be planned more systematically and include, in addition to the workshops, twinning arrangements, study visits and dissemination of key research findings and success stories. The 1997 national progress review workshop would provide another opportunity for states to share implementation experiences. The mission recommends that the national FY97/98 AWPB elaborates a plan for the development of cross state learning opportunities.

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DPEP I States:

4. ***Deepen the Process of Pedagogical Renewal.*** In almost all DPEP I states the process of pedagogical renewal is well underway. It includes efforts to develop MLL based curricula, revise textbooks, develop supplementary materials and deliver large scale in-service teacher training programmes. In addition, an increasingly rich set of research findings with implications for resource allocation decisions and classroom practice is emerging. The challenge is now to link these activities together and develop a second generation of in-service training programmes that are based on the new and revised materials, and reflect the practical implications of research findings. The proposed establishment of a pool of resource institutions/persons is an important step to ensure the continued ability to respond effectively to state demands for technical assistance. In addition, states will need to ensure that the DPEP in-service training is coordinated with other training efforts such as Joyful Learning and SOPT. The mission expects the 97/98 AWPBs to include activities for the deepening and enrichment of pedagogical strategies.

5. ***Ensure Convergence of Interventions.*** As the DPEP activities broaden to address educational needs of special target groups (SC/ST, children with disabilities, working children, girls, children pre-school age), it is becoming imperative to closely coordinate DPEP interventions with programmes of other government and non-government agencies, as well as the emerging Panchayat Raj institutions. The SPO should ensure that, in formulating the 97/98 AWPB, district planning teams consult with other agencies involved in education programmes to ensure maximum coordination and collaboration.

DPEP II States:

6. ***Expediting Implementation Start Up.*** The challenge in DPEP II states is to move rapidly to establish the capacity to start implementation project activities at the block level and below, early in the 1997/98 school year. These capacity building activities are specified in the 1996/97 AWPBs. Some rescheduling of activities may be required. The mission recommends that the following key activities and target dates be closely monitored by the DPEP Bureau:

- ensure the appointment of all core SIS staff within 30 days and complete the appointment and training of SPO and DPO staff by March 31, 1997;
- establish TRGs and select staff by January 1997 and arrange for their participation in the DPEP national training programme;
- launch the dissemination of DPEP objectives and strategies to communities, teachers and education administrators by March 1997;
- finalize BRC bidding documents by December 15, 1996

ABBREVIATIONS

APPEP	Andhra Pradesh Primary Education Project
AWPB	Annual Workplan and Budget
BRC	Block Resource Centre
CRC	Cluster Resource Centre
DIET	District Institute for Education and Training
DPC	District Project Committee
DPO	District Project Office
DPEP	District Primary Education Programme
DWRCA	District Women and Children's Rehabilitation Association
EC	European Commission
ECCE	Early Childhood Centres for Education
EdCIL	Educational Consultants India Limited
EMIS	Education Management Information System
GoI	Government of India
ICDS	Integrated Child Development Scheme
JSM	Joint Supervision Mission
MIS	Management Information System
MLL	Minimum Level of Learning
MS	Mahila Samakhya
MTC	Mother/Teacher Councils
NCERT	National Council for Educational Research and Training
NGOs	Non Governmental Organisations
NIEPA	National Institute of Educational Planning and Administration
OB	Operation Blackboard
ODA	Overseas Development Administration
PMIS	Project Management Information System
PRA	Participative Rural Appraisal
PRED	Panchayat Raj Engineering Department
PTA	Parent Teacher Association

SC	Scheduled Caste
SCERT	State Council for Education Research and Training
SOPT	Special Orientation Programme for Teachers
SPD	State Project Director
SPO	State Project Office
ST	Scheduled Tribe
TLC	Total Literacy Campaign
TORs	Terms of Reference
TRG	Technical Resource Group (State level)
TSG	Technical Support Group (National level)
UNICEF	United Nations Children's Fund
VEC	Village Education Committee
VLC	Village Level Committee
WB	World Bank

TERMS OF REFERENCE FOR THE FOURTH JOINT DPEP SUPERVISION MISSION

Introduction

The Government of India and the funding agencies supporting DPEP have agreed to conduct biannual Joint Supervision Missions (JSMs). Leadership of these missions has been on a rotation basis.

The first JSM took place March 3rd - 24th 1995 under the leadership of Adriaan Verspoor of the World Bank.

The second was scheduled September 17th -29th 1995 and was led by Inge Eichner of the EC.

Most recently the third Joint Supervision Mission took place 24th June -5th July 1996, under the leadership of Denzil Saldhana, on behalf of Gol.

The fourth JSM will take place from 28th October - 8th November 1996 and be led by Barbara Payne ODA.

Mission Objectives

To assess the extent to which DPEP is making progress toward its objectives.

To identify constraints which are impeding progress and to suggest remedial action.

To assess the extent to which the recommendations of the Third Joint Supervision Mission (and preceding Missions) are being implemented.

To assess the preparedness of the new States for implementing DPEP and to suggest ways in which their planning could be improved.

To identify issues/areas where cross state learning would prove beneficial.

To gauge the extent to which PMIS and EMIS performance indicator data are emerging.

Mission tasks

To examine all key project activities with a view to commenting on quality and progress toward DPEP objectives, including those identified in the following matrix:

DPEP Objectives:	Key Issues/Activities:
Capacity Building at National and State levels	<ul style="list-style-type: none"> • project management including MIS systems • progress towards community ownership • institutional development and capacity building • networking and convergence of services • NGO involvement • construction, maintenance and alternative technologies • provision for girls and special focus groups • innovations
Reducing Dropout and Improving Access	<ul style="list-style-type: none"> • alternative schooling • improvements in teaching and learning
Improving Learning Achievement	<ul style="list-style-type: none"> • teacher training • book, resources and materials production

To prepare a draft Aide Memoire for presentation to MHRD, which will make recommendations, having taken into account the briefing by the DPEP Bureau; the experience of field visits; the views of stakeholders and the objectives of the Mission. The Aide Memoire will raise issues of principle, identify strengths, celebrate success and provide practical advice. The draft Aide Memoire will be discussed fully with the DPEP Bureau at a pre-Wrap Up meeting on 7th November and be presented to the formal Wrap Up meeting, attended by representatives of the DEA, the Planning Commission, MHRD, participating States, Nodal Institutions and donor agencies on 14th November 1996.

Composition of Mission team

The Mission will consist of 18 members nominated by the Government of India and funding agencies (Gol 4, IDA 6, EC 4, ODA 2, UNICEF 1, Netherlands 1). The team will comprise general educationalists. Efforts will be made informally to ensure that nominees reflect a balance of skills and expertise.

Priority should be given by the nominators to the principal of continuity. The majority of nominees should have had some prior involvement with and /or understanding of DPEP, though fresh perceptions and new understandings from first time participants will not be ruled out.

Organisation

There will be a full day's briefing of the team on Sunday 27th October in Delhi, prior to the formal start of the mission. On Monday 28th October, the team will be briefed by Gol. The full team will be organised into state visit teams (comprising 2 members each) to visit 8 of the states. Departure for the States will take place on the evening of 28th and the morning of 29th, returning to Delhi on Friday evening, November 1st or Saturday 2nd November (dependent on flight/train schedules).

The states to be visited have been agreed and are:

DPEP 1 States	Tamil Nadu, Maharashtra, Karnataka Madhya Pradesh (2 teams)
DPEP 2 States	Andhra Pradesh, Gujarat Orissa, Himachal Pradesh

(States not visited by this mission will be visited by the Fifth Supervision Mission in February/ March 1997).

Preparation

The DPEP Bureau, in conjunction with the Technical Support Group, will prepare a single synthesis document, which will provide the Mission with information on all states (not just those being visited). This document will be the basis of the briefing of the Team by the DPEP Bureau on 28th October.

This will include:

comment on progress against project indicators and objectives, identifying and explaining, constraints and successes.

For DPEP 1 States, an assessment of progress regarding implementation of previous supervision mission recommendations, especially those of the Third Supervision Mission.

For DPEP 2 States, a review of the project launch activities that have taken place and an assessment of readiness to implement the project.

A resume of the DPEP Bureau/TSG's strategy, since the last Supervision Mission, to accelerate project implementation, monitor progress, improve quality and assist capacity building.

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Annex C**FOURTH JOINT SUPERVISION MISSION, 28 October - 7 November 1996
Karnataka State Report****1. Introduction**

1.1 The Fourth Supervision Mission team comprising N K Jangira (Education Specialist, World Bank) and Myra Harrison (Chief Education Adviser, ODA) visited Karnataka from 28th October to 1st November 1996. The team visited the districts of Mandya and Belgaum, and held discussions with the State Project Director and officers, VEC members, BRC coordinators, teachers, school heads, DIET faculty members, NGO officials and Panchayat members. The findings were discussed in a wrap up meeting with the Secretary Education Mr S V Ranganathan. The team is grateful to GoK, and in particular the State Project Director (Anita Kaul) for arranging useful field visits, briefing and documentation to assist the mission.

2. General Overview

2.1 There are a number of solid achievements to be recorded in DPEP in Karnataka State : the posting of over 18000 new teachers (4693 in DPEP districts); training of half the total teaching force to date, with the other 50% due to receive training before end-March 1997; micro-planning at village level; formation of 8000 VECs; launch of VEC training materials; operationalising of 40 BRCs; pedagogic visioning workshop which has led to new generation learning materials including activity-cum-workbooks and a wall-newspaper; full staffing of SPO and DICs, except programmers and data-entry personnel; and a good increase in school construction and completions. Expenditure over the project period from 1994/5 to date amounts to about 42% of the 1994/5 and 1995/6 allocation, but has accelerated since the last mission. Overall it stands at 23% of the total allocation to date. The emphasis on gender awareness and equality pervades all project activities. The strength and commitment of the State Project Officer and her team has been influential in catalysing and maintaining progress. Project preparation for five expansion districts under DPEP II is progressing.

3. Follow-up on Recommendations of the Third Joint Supervision Mission

3.1 Good progress has been made in operationalising BRCs as training providers, revising software for EMIS and PMIS, networking and community involvement. More work needs to be done on MIS data, continuing community participation in civil works, and on operationalising CRCs. A number of procedural issues required resolution at the Centre (DPEP Bureau/TSG/WB) on procurement (now agreed) and on single source consultancy for NGOs.

(See table for summary)

CHECKLIST : RECOMMENDATIONS OF THIRD JOINT SUPERVISION MISSION

Recommendation	F	G	S	N	Comment
<u>Monitoring and AWPB</u>					
Procurement issues to be resolved between SIS, DPEP Bureau/TSG & WB	*				Done
DIETs and CRCs to be operationalised		*			DIETs staffed, training cadre needs to be formed; CRCs will be operationalised this year.
EMIS & PMIS software to be reviewed		*			EMIS revised formats in use; extended software awaited from NIEPA to include field for classes V-VII, and different incentives. PMIS software in use at State level.
<u>Research and evaluation</u>					
SIS to evolve a system of networking between institutions.	*				RIE, NIAS, Universities have been brought into network; State Resource Group on Research and evaluation constituted.
BRC staff to reflect on MIS data			*		Data collected; will be provided to BRC's this year.
<u>Community and Teacher participation</u>					
Initiatives to further develop the potential of Kala Tandas		*			KTs being used at BRC and village level.
Community participation to be further enhanced with the assistance of Land Army cooperation.			*		Community involvement being explored, but construction being done by ZPE dept.
Strategy to develop functions and constitution of CRCs		*			Concept paper agreed by Education Dept.; remains important aspect of work for current year.
<u>Networking</u>					
Single source contract for consultancy with NGOs to be developed by SIS & Centre					Not applicable

* Codes : F = Task completed fully

G = Good progress made but ongoing attention still required

S = Some progress made; continue to address as priority

N = No progress made; critical area.

To build on progress made, the mission suggests that staffing procedures for DIETS should be reviewed with ED to enable them to support DPEP and that appropriate sources for management training and planning should be identified and used, making a focus on Primary education experience and expertise a priority criterion for selection.

4. Capacity Building

4.1 SPO and DIC are fully staffed except for programmers/data entry personnel. Training of SPO staff in EMIS and PMIS, and in evaluation of data, is being organised. The SPD is aware that her team is very over-stretched, and she might consider making a proposal for extra professional staff to support her and her colleagues.

4.2 DIETs are operating, with 70-80% staff in position, but their responsibility for monitoring quality of BRC training is likely to be threatened by the lack of personnel with appropriate experience.

4.3 All the 40 BRCs are functioning (in makeshift accommodation) providing residential in-service teacher training. CRCs are not yet operational, but the strategy paper has been agreed, and CRC development is a priority for the next six months.

4.4 Micro-planning has begun well, and is being conducted in one village per district. Plans have been made to extend it to one cluster per selected block, then to the whole block (four in all - one per DPEP district). This approach will build capacity for participatory planning and management at the grassroots level.

4.5 Links with institutions and organisations have been established, for social and gender studies (NIAS, P&P) and for Maths centres (Suvidha).

4.6 The mission endorses the intention of the SPE to review her staffing needs at State level, and to identify where sources of primary education, management training, and planning expertise for future use exist in order to seek an early establishment of capacity in DSERT.

5. Increasing Access and Reducing Dropout

5.1 A number of approaches to the issues of access and dropout have been undertaken : **Gender training** is now incorporated into in-service teacher training packages, and TORs for a study of performance indicators relating to gender have been submitted for approval. The training package focuses on the classroom and child-centred, activity-based learning. At the micro-planning level, participatory appraisal methods have been used to identify out-of-school children - especially girls - and to develop plans to increase their enrolment, retention, and learning progress.

5.2 Materials writing teams include a gender expert and results can already be seen in attention to gender balance in materials.

5.3 **New schools** have been opened under DPEP : 185 in Belgaum, and 91 in Mandya; many are in inaccessible villages and provide access to rural children. 4693 **new teachers** have been appointed in DPEP districts, of whom 50% are women.

5.4 Two **relevant studies** have been commissioned : into women's autonomy (carried out by NIAS) and into access and girls, as part of the social assessment study (by P&P). The latter, which will also inform DPEP II, will be completed by end-October 1996. The NIAS study will take 5 months to complete. NIAS will also undertake a more detailed study into performance indicators relating to gender via a literature survey, once TORs are agreed by Gol.

5.5 **Dropout figures** (which include never-enrolled and partial attenders) have been kept since 1981. At the moment they are not accessible to PMIS software.

5.6 The mission suggests it would be interesting to commission a study into 'dropout' figures (disaggregating data on categories shown above) to demonstrate changes at school level during the project. The mission would also encourage the start experimental projects in non-formal education especially in small communities, which would assist efforts to increase access.

6. Learning Achievement

6.1 Curriculum and learning materials : The MLL workbooks for classes I and II have been revised, and workbooks for class III have been developed. Class I and II materials have been distributed in all DPEP districts, and class III to 2000 UNICEF-assisted schools throughout the State. A proposal for field testing of the activity-cum-workbooks has been submitted to the Centre. Once operational, the CRCs should provide helpful routes for teachers' feedback.

6.2 Teacher training : 200 BRC faculty members have received 10 days training; 13580 teachers have received 10 days, and 11921 have received 3 days training. This is a remarkable achievement in mobilisation within the State. The in-service training package is being revised and will cover the remaining 50% of teachers this year. In due course CRCs will play a major role in delivery of flexible-length, residential training for teachers.

6.3 Improvement in the teaching and learning process : There are a number of strengths in this area - firstly, activities in the classroom were observed to be focused on the children, and teaching aids were used productively (not mechanically). Secondly, the SPO has accepted feedback from teachers and is now revising the training package. The SPD recognises that professional assistance from the TSG would be invaluable in finalising the revised package. Thirdly, it is clear from schools visited that the Rs.500 and Rs.2000 provided to teachers and schools

have been pooled and utilised for the purchase of teaching resources to the benefit of Classes I and II. Finally, the BRC in-service training courses parallel in methodology the activity-based approach the teachers are expected to follow in their classroom teaching.

6.4 The mission suggests that to expedite the BRC construction programme to provide 'homes' for BRCs is a priority, as is the need to make CRCs functional within 6 months. It will also be important to finalise training package revision. Some suggestions as to what the training package might contain are as follows: a structured approach to evaluation of trainees' knowledge (so that they understand the rationale for what they do); clear pointers for teachers on the nature of learning outcomes of activities they will use; (for teachers being trained) a structured system to assess learning outcomes of activities; advice on record-keeping for each child (child-centredness); focus on problem-solving and creative thinking activities as routine in classroom activity; and techniques for handling simultaneous activities and learning progress in multi-grade classrooms.

6.5 Karnataka SPO has invested time and resources in this area, and the training, which is central to DPEP success, deserves extra attention to ensure it is fully effective in improving both learning and teaching in the classroom.

7. Management/MIS

7.1 At the last JSM 13% of teaching posts were vacant. Now the position is close to 100% filled : by the first week of November 50% of the recent selection exercise will have been posted. This is a significant achievement. Over 18000 posts have been filled State-wide (5000 new posts, 13000 retirements etc.) The remaining management issue, of the CRC Coordinator's position, has been clarified.

7.2 The management structure of SPO is clear. Some appointments of programmers and data entry operators, to handle and analyse EMIS and PMIS data remain to be made. The overloading of SPO personnel, due to the complexity of DPEP, and its potential expansion to 5 new districts, is likely to increase. Extra staffing, particularly in professional fields, would support the State Project Director in maintaining her undoubted commitment and effectiveness.

7.3 Clear data at State and District level were provided to the mission. Quarterly updates of progress on civil construction and expenditure are compiled by districts and aggregated by SPO. This management tool will enable the SPO and DPOs to monitor progress, report on it as required, and to use the data for forward planning for both DPEP I and II.

7.4 Expenditure for the project's lifetime to date is as follows; efforts should be made to utilise remaining funds for 1996/7, and spill-over from previous years, as soon as possible, without jeopardising the overall balanced progress of the project. Expenditure stands at 42% of 1994/5-1995/6 allocation, and 23% of total allocation to date.

Allocation and expenditure over project lifetime (Rs. in lakhs)

Year	Allocation	Expenditure
1994/5	1,585.17	23.61
1995/6	2,605.77	1,161.88
1996/7	3,416.8	*705.56
Total	7,607.74	1871.05

* To August 1996

8. The Way Forward

8.1 *Teaching and Learning:* Complete the cycle of training for remaining teachers early next year; build capacity for all teachers to receive training every year; finalise revision of training package and monitor its ultimate effectiveness in the classroom; take forward production of learning materials; expedite BRC construction and CRC development.

8.2 *Community involvement:* Extend micro-planning to cluster and block systematically so that valuable lessons can be learned for future planning purposes. *The mission recommends that Karnataka's micro-planning process could be shared with other DPEP states.*

8.3 *Civil construction:* The pace of school construction has increased; this should now be maintained and extended to BRCs. School design should be amended to match the shift in pedagogy, through competition, if necessary.

Annex D**FOURTH JOINT SUPERVISION MISSION, 28 October - 7 November 1996
Madhya Pradesh State Report****1. Introduction**

1.1 The fourth DPEP Joint Supervision Mission visited Madhya Pradesh (MP) from October 28 to November 1st, 1996. The team comprised Rainer Hampel (EC), Ron Kukler (EC), Juan Prawda (WB) and Kondal Rao (GOI). The team visited the districts of Raisen, Rajgarh and Shahdol. The mission wishes to record its appreciation for the hospitality and cooperation of the Government of MP, and the staff and authorities at state and district levels.

2. General Overview

2.1 Project implementation in MP has progressed reasonably well since the last Joint Supervision Mission (JSM). The following are major accomplishments of the DPEP execution in MP: (i) state project office (SPO) and district project offices (DPOs) are in place and fully operational; (ii) new child-centred teaching and learning materials for grade I have been developed and trialled and are to be distributed in all the 19 DPEP districts, while those for grades II and III are about to be trialled; (iii) strategies to address tribal and gender issues have been developed and implemented; (iv) alternative schooling modalities have been established; (v) most of the block resource centres (BRCs) targeted for 1996-97 have been completed; (vi) the first round of 10 days training in child-centred and activity based pedagogy has been provided to almost all first grade teachers in the state; (vii) the new child-centred and activity based pedagogy for Grade I is being implemented in the classrooms; (viii) linkages with other programs, such as the TLC, are working well; (ix) the PMIS and EMIS are in place and functioning properly; (x) the data emerging from the community micro-planning exercises are being collected and will be processed in about 4 months; (xi) the community mobilization and participation in micro educational planning activities at the village level is impressive; and (xii) educational benefits derived from the execution of DPEP are being perceived by the villagers in DPEP districts. The team commends all the DPEP state and district authorities for the project accomplishments achieved.

2.2 Notwithstanding the good progress made, some areas need to be addressed to strengthen project implementation in the state. After quarterly expenditures started to pick-up in the last financial year, there are signs that there is some stagnation during the first semester of this year. Expenditures for the first semester increased from 10% of the total yearly approved budget in 1994-95 to 19% in 1995-96, and have now fallen to 8% in the first semester of this year.

2.3 In the district of Shahdol, for example, the progress on construction of new primary schools and classrooms is behind schedule. The construction programme in this district has been concentrated so far on the delivery of block resource

centres. Nine out of 12 have been completed. National and state elections and the monsoon season may have also hindered a faster implementation pace of the civil works component during the current fiscal year. The team would like to recommend that in the forthcoming AWPBs, the construction targets reflect more realistically the complexity of executing this project component.

3. Follow-up on Recommendations of the Third Joint Supervision Mission

3.1 The team was informed that the recommendations of the third JSM mission have been communicated to the districts where they are being discussed, and in some cases, appropriate action has already been taken. However, the short time span between the Third and Fourth JSM missions does not provide the opportunity to assess the progress made against many of the agreed recommendations. The team was able to assess the follow-up of some recommendations. Schools visited have appropriate ventilation and cross ventilation; construction in the districts is being evaluated by Colleges of Engineers; and quality of construction ranges from medium to good. Nonetheless, there is still room to improve the construction and supervision activities. The team endorses the view of the SPO that: (i) in conjunction with some random ex-post review by third party experts, more intensive on-site monitoring and supervision of school construction is desirable at the present time, especially in the case of community construction; and (ii) that a technical construction and maintenance manual, written and illustrated in a friendly Hindi language, would be useful. One point of concern, is the lack of construction of toilets in some of the new schools visited. There may also be scope for greater linkages with other ongoing health-related projects in the region, to promote the use of toilet facilities, especially among the primary school population.

4. Capacity Building

4.1 The team appreciates the reasoning for appointing DPEP and SCERT staff on a renewable one-year contract basis, but would point to concerns about continuity and long term sustainability.

4.2 SCERT is facing demands that already exceed its response capacity, especially now that learning material packages for Grades II and III are about to be trialed, and nine more DPEP I districts and 15 new DPEP II districts are to be incorporated into its training scheme during 1997-98. The team considers it desirable that a strengthening strategy be prepared by SCERT before the next JSM to address the forthcoming increased demand of its technical services. The establishment of a data bank of available consultancy expertise as being pursued by the DPEP may be useful in addressing this capacity problem, provided that adequate financial resources are allocated for the implementation. The SCERT has identified technical assistance to be provided by central DPEP-related institutions and entities. The mission suggests that the DPEP Bureau ensures coordination in the provision of these requests and that the technical assistance be tailor made to the needs of MP.

4.3 SIEMT is a parastatal management institution about to be formally sanctioned by the State to strengthen capacity building with special emphasis on management issues. Given the intention of the SPO to merge in the near future, the management and educational academic issues at the BRCs and CRCs, the team recommends that SCERT and SIEMT carry out a joint visioning exercise to describe how this merging is going to look in the field, and to decide a common implementation strategy, thus avoiding duplication of effort and role confusion.

4.4 DIETs are the weakest link in the delivery of the quality-related activities emerging from DPEP. These institutions are involved in multiple DPEP and non-DPEP training activities, with insufficient, and sometimes, unqualified staff. This results in an inability of the DIET to deliver effective field work, training and monitoring. Although a State Policy has been established in MP granting priority to the DPEP training activities in the DIET, the team considers it necessary that each project DIET carries out a priority exercise, and decides on the proportion of its time to be spent in field work, training and monitoring. Finally, the SPO would have to address the issue of DIET mobility to enable these institutions to engage in effective monitoring and delivery of technical advice, especially to the BRCs and CRCs.

4.5 VECs have been established and mobilized in almost 30,000 villages. VECs and Village Management Committees (VMC) established in tribal areas, are a vital link if community participation is truly to be established and thereafter to be developed into ownership thus leading to sustainability of the DPEP interventions. Five committee members of practically all VECs have been trained concerning their roles and responsibilities. This is a major achievement considering the limited time that DPEP has been operational in MP. Now the target is to sustain this process. This is a daunting task. The exceptional success of the Alternative Schooling program, offering education relevant for local needs and adapted to local conditions, demonstrates the vital role of the community in the process of improving education: communities initiate the establishment of schools at marginal costs and are committed to quality education. The oversight of not covering the VMCs in the training program for VEC members will need to be rectified as soon as possible. The team supports the SPO intention to analyze more thoroughly the functioning of the VECs and VMCs during the next year.

4.6 Strengthening intra-and inter-state sharing, as well as sharing with other ongoing programmes, has become desirable, now that new strategies have been put in place in the state. The team was informed that networking has been a frequent strategy utilized by the SPO. Recently, a team including four persons representing Madhya Pradesh, carried out a study tour to Colombia to observe innovative and effective multigrade teaching in rural schools. The mission was informed that an exchange of views between the participants will take place soon.

5. Increasing Access and Reducing Dropout

5.1 The team assessed the implementation of specific strategies designed by the SPO and SCERT to address the access and increased retention of quality education

of socially disadvantaged groups, especially girls, scheduled tribe (ST) populations and handicapped children. Among the strategies implemented, the team noted: (i) alternative schooling; (ii) opening of new primary schools in inaccessible habitations; (iii) multi-media and community mobilization campaigns for girls education; (iv) Shishu Shiksha Kendra for children in the 3-6 year group; (v) the Girl-child program; (vi) convergence with the Mahila Samakhya programme and the Total Literacy Campaigns; (vii) development of gender neutral learning materials for Grades I (already trialed), II and III (soon to be trialed); and (viii) development of a bridge language inventory for ST students. Preliminary reports from the field and observations made by the team members indicate that access is improving, student and teacher attendance has been significantly stabilized, and dropout is declining. However, there is no hard data yet to prove or disprove this claim and to assess the impact of these strategies. Nevertheless, the team was informed by the SPO that during 1997 it will monitor more closely how these strategies are working towards the achievement of the DPEP goals in MP. Appropriate and disaggregated data will need to be collected and analyzed from the baseline and social assessment studies, micro-planning, EMIS, IMIS, and Lok Sampark Abhiyan Village (LSA) information system to undertake this task.

5.2 The team observed that in the district of Shahdol there are no specific strategies designed to address the provision of access and increased retention of quality education to the scheduled caste (SC) population.

5.3 With regard to the preparation of the next state and district AWPBs, the team endorses the recommendation of the previous supervision missions to strengthen the analytical nature of these plans. It is highly desirable that the information contained in the community micro-planning exercises, the social-base data, the EMIS and the baseline assessment studies (BAS) be interpreted against the general objectives of the DPEP, and be incorporated in such plans. For this to occur, appropriate training will need to be provided along the entire chain responsible for preparing and integrating such plans. In addition, there is an urgent need for NCERT to provide MP with analyzed and interpreted data of the BAS carried out last year, disaggregated to the village level. The team was informed that the next AWPBs will have targeted interventions for dropouts.

6. Learning Achievement

6.1 The team noticed that packages of learning material seem to be improving the teaching and learning process in the classroom, yet this will have to be measured. The BAS carried out in 1995 and the ones to be carried out by the end of next year will provide a basis for comparison. In addition, the SCERT has developed and tested instruments to assess the acquisition of skills by the students exposed to the new learning package. SCERT has also administered a feedback mechanism among Grade I teachers concerning the use of these learning packages. Care should be taken that creating a joyful learning environment should not become a purpose in itself, but remain a means to improved learning. It may be wished to consider the commissioning of an empirical study to compare students' performance

in a sample of DPEP-and non-DPEP schools in order to ascertain the tendency of the dropout rates and mastering of the minimum levels of learning.

6.2 The team found evidence of the good use of the Rs 500 given to the teachers and the Rs 2,000 given to the VECs. The team was informed about the functioning of the Gram Sabha (collection of villages) to question the VECs in regards to the implementation of the new learning process in their schools. The team learned about teachers being trained in transcendental meditation as a means to assist them in their daily pedagogical work .

6.3 DIETs will be required to develop performance indicators of minimum levels of learning, attuned to the EMIS, in order to carry out their monitoring task of student learning through training of teachers in the BRCs and CRCs.

7. Management/MIS

7.1 The team noted that the EMIS and PMIS personnel are carrying out their duties in a reasonable way. However, more training is needed with regard to micro-planning and meaningful interpretation, use and presentation of data through statistical analysis.

7.2 The producers and consumers of the MIS should interact to develop a strategy for intelligent data usage and dissemination of relevant information, as well as to define the minimum relevant statistics needed for decision making. The different information systems should be made more compatible to provide better linking of physical, financial, educational and performance indicators using either the school or village as the primary unit of analysis.

8. The Way Forward

8.1 In order to produce realistic AWPBs for 1997-98, it is recommended that the different MIS be integrated, data from all available sources (baseline and social assessment studies, micro-planning, EMIS, PMIS, IMIS, and LSA) be statistically analyzed, and appropriate training be provided to incorporate the interpreted data in the AWPBs.

8.2 In order to deliver more effective DPEP services like training and monitoring, it is recommended that the DIETs be strengthened.

8.3 In order to attain the long-term sustainability of the DPEP objectives, it is recommended that the DPOs intensify their current community-related activities and develop additional strategies leading to an increased sense of community ownership.

Annex E**FOURTH JOINT SUPERVISION MISSION, 28 October - 7 November 1996
Maharashtra State Report****1. Introduction**

1.1. The fourth joint Supervision Mission team comprising Vijay Rewal (WB) and Mervi Karikorpi (EC) visited Maharashtra from October 29 till November 2, 1996. The team visited the districts of Osmanabad and Latur, and held extensive discussions with the district level project officials, DIET faculties, BRC resource teams, VEC members, District and Block Mahila sanchalikas and sahyoginis, teachers and children. At the state level and in Pune the team held discussions with SCERT, MIEPA, Maharashtra State Textbook Bureau as well as SPO staff. The SPD joined the mission team on the field visit. The findings and recommendations of the mission team were discussed in a wrap up meeting chaired by Secretary (Education), Ms. Kumud Bansal. The mission wishes to thank all those who participated in the discussions at village, district and state level and expresses its gratitude to GOM, particularly the SPO and DPOs, for arranging field visits and providing comprehensive documentation which facilitated the work of the mission team.

2. General Overview

2.1. Continuous and intensified effort is being made by Maharashtra Prathamik Shikshan Parishad (MPSP) to strengthen the role of the community members and organisations in the implementation of DPEP and to build environment for gender equity and better acknowledgement of the educational needs of tribal children, children of migrant labourers, children engaged in wage labour activities and the girl child. Most of the VECs are functioning and 320 field level Mahila sahyoginis have been recently selected to support in the environment and capacity building activities and to ensure universalisation of primary education for the girl child. NFE centres, sugar schools and contract schools have been established to address more efficiently the educational needs of disadvantaged children.

2.2. Design and production of teaching/learning material and textbooks based on the concept of MLL and child-centred, joyful learning is an area where the DPEP interventions in Maharashtra have led to very good results. The Text Book Bureau has formulated MLL based text books for Std. I and II. These will be introduced in June, 1997, in all the schools in Maharashtra. Furthermore, the in-service teacher training programme is being implemented on a large scale. The network of resource institutions and persons providing professional input into the DPEP and the primary education development is expanding. A number of institutions and persons have been short-listed for the EC supported capacity building programme.

2.3. The construction of school buildings, toilet blocks, bore-wells and BRCs is taking off. To achieve successful completion of construction activities a very

close monitoring and supervision is required throughout the construction period. The negotiations on the physical requirements and construction modalities of MIEPA are in process.

2.4. The challenge is to ensure the continuous improvement in the quality of outputs and processes, the sustainability of the programme achievements and the institutionalisation of the capacities built in course of the DPEP intervention. The mission found that special attention is required in the following areas: (i) internalisation of the child-centred, competency based pedagogy, (ii) monitoring and evaluation capacity and utilisation of monitoring, research and evaluation findings to improve the quality of outputs and processes of the DPEP interventions, and (iii) civil works. The mission's findings and recommendations in these areas are discussed in more detail in the following sections.

3. Follow-up on the recommendations of the Third Joint Supervision Mission

3.1 Recommendations of the 3rd JSM	Status/Progress made since 3rd JSM
<p>. Vacant posts in resource institutions (particularly DIETs and MIEPA) as well as in the primary schools should be filled as soon as possible.</p> <p>- Identification of potential resource institutions for EC supported capacity building programme should be completed.</p>	<p>- Pending/staffing situation however improved. Detailed information about the appointments in project institutions (primary schools, CRCs, DIETs, DPOs, SPO) was provided to the mission team.</p> <p>- Completed/Resource institutions and persons short-listed with the assistance of an Expert Committee.</p>
<p>- AWPB 1996-97 should be informed by a realistic assessment of the capacity to implement.</p> <p>- AWPB 1997-98 should present an AWPB which includes rescheduled activities from FY94-97, activities to be started as well as an estimate of the funds to be released in FY97-98.</p> <p>- Micro-planning exercise could be expanded into 'School Improvement planning' by VEC and the school concerned.</p> <p>- EMIS data should be thoroughly listed at field level and intensive support should be provided by DPOs to BEOs.</p>	<p>- Completed/MPSP has rescheduled activities based on field assessment. Special effort made to speed up the implementation of the delayed construction programme.</p> <p>- Pending/SPO working on it. To be discussed with the DPEP with the DPEP Bureau too.</p> <p>- Pending/Functioning of the VECs needs to be strengthened first.</p> <p>- Pending/Scrutiny and compiling of 1996 EMIS data in process at the district and block level. No analyses made yet.</p>

<ul style="list-style-type: none"> - Investigate and apply creative and alternative school designs. - Design for toilets needs to be revised to improve the functionality and hygiene. - Repair budget for each school should be based on the assessment of the particular requirements rather than on a flat-rate. 	<ul style="list-style-type: none"> - Completed/Revised designs have been produced. ZP and VECs have been involved in the process. - Completed/Toilet construction training programme for masons was undertaken. Toilet design revised and their construction is expected to start soon. - Completed/Requirements of individual schools have been assessed. A ceiling of Rs. 10 000/- has been imposed for repair works.
<ul style="list-style-type: none"> - Research management, preparation of guidelines for funding research, innovation and evaluation studies under DPEP and their dissemination to potential institutions; criteria for selection for funding; formation of panel of peer reviewers in different areas should be developed. - A workshop to identify research and evaluation needs with focus on classroom and school practice should be organised. The workshop should be followed by developing a strategic and implementation plan specifying which studies will be completed by in house institutions (SCERT, MIEPA, DIET) and which will be commissioned outside. 	<ul style="list-style-type: none"> - Pending/A Study Resource Group has been formed. Research and evaluation strategy under DPEP as well as the funding criteria are still to be worked out. - Pending/Workshop to be organised on November 6, 1996.
<ul style="list-style-type: none"> - A comprehensive strategy for community participation should be developed with convergence with other social sector programmes. - Community participation should be extended to ownership and accountability. - Priority should be accorded to those VECs which are weak in active participation of women and understanding the objectives of the DPEP. The model for training of VEC resource persons should be strengthened. 	<ul style="list-style-type: none"> - Pending/Renewed efforts to mobilise Mahila Prabodhan Programme (MPP): 320 sahyoginis have been selected through an interactive process who will interact with the teachers, parents and children as well as the VEC members. Training for the VECs sustainability aspects to be addressed more rigorously.

4. Capacity Building

4.1. The infrastructure for the DPEP implementation is by and large in place in Maharashtra. BRCs and CRCs are functioning even though the physical construction of BRCs are yet to be completed. A DPEP cell of four persons have been established in SCERT and 14 posts has been sanctioned and filled in MIEPA. MIEPA has requested 13 additional posts and GOM is expected to decide the matter shortly.

4.2. SCERT, DIETs and MIEPA are expected to be the key resource institutions in the thrust areas of the DPEP. These institutions are also supporting the transfer of

the DPEP outputs to the benefit of the whole primary education system in Maharashtra. The mission finds that it is essential to provide these institutions with adequate resources, to clarify their responsibilities and role in the DPEP and to make them accountable for their inputs in DPEP to MPSP. The mission suggests that attention be given to putting capacity in place by filling posts and establishing structures such as: the pending posts to MIEPA; the establishment of a DPEP cell (this cell could prepare in cooperation with the rest of the MIEPA staff and MPSP a detailed strategy and action plan regarding MIEPA's contribution to the DPEP); and filling the remaining vacancies in the DIETs.

4.3. MPSP has prepared a comprehensive overview of the training conducted under DPEP since the beginning of the programme. MPSP's training programme puts special emphasis to the strengthening of the capacities of teachers, VEC members and women. Micro-planning exercises and the teaching/learning materials produced are positive examples of the impact of the training programme. Objectives and the overall strategies still need to be clarified and programmes would benefit from integral monitoring and evaluation arrangements.

4.4. Comprehensive educational data are collected annually from the schools and villages. The mission however found that the EMIS as well as PMIS and other quantitative and qualitative data obtained through research and evaluation studies are not being used to maximum effect. The mission suggests that one way forward would be to establish a working group to explore the possibilities for utilising the PMIS and EMIS data more effectively.

4.5. MPSP is in the process of enlarging the network of resource institutions and experts who could provide professional input into the primary education development and DPEP. MPSP has advertised the EC supported capacity building programme and short-lists of the most potential resource institutions and persons in the functional areas of Planning and Management, Teacher Training and Pedagogy, Research, Monitoring and Evaluation and Institutional Development have been prepared.

5. Increasing Access and Reducing Dropout

5.1. The efforts of VECs, MPP kendras and sahyoginis, parents and teachers as well as the mid-day meals and other incentives have resulted in near 100% enrolment in the DPEP districts. MPSP is also making commendable efforts to minimise the drop out rate by making learning more attractive through attractive text books and activity oriented teaching and classroom interaction. A case by case study of dropout, leading to local solutions, would be of further benefit and could be carried out by the Mahila sahyoginis.

5.2. It is already understood, in Maharashtra, that there will be a need to modify the formal education model to meet the needs of the specific target groups. In 1996/97 832 night NFE and 17 contract schools have been opened by MPSP. 20 summer schools have been planned from November 1996 to April 1997 in the

district Parbhani for the children of migrant labourers. A detailed curriculum and syllabus has been developed for the NFE centres. Further targeted work, establishing the needs of different social groups, would be beneficial in determining new priorities for alternative schooling.

5.3. The construction of school buildings is taking off in the state with the appointment of Zilla Parishad (ZP) as the implementing agency (through CEO) and Gram Panchayat as the Construction Agency. The DPO is using its own DPEP engineers to supervise the construction of these standard ZP designs for this phase. To achieve successful completion of the school buildings, the MPSP needs to monitor the progress of construction. Quality assurance and timely payment procedures are important. There are at present delays in building (more than 90 schools in Latur and Osmanabad are awaiting start of work due to non-signing of contracts agreements with Gram Panchayats). This should be given attention.

5.4. MPSP is proposing to construct schools in the next phase using alternative technology. This is commendable. It is suggested that piloting school buildings, in the first instance, would produce major benefits. More attention needs to be given to the provision of toilets and related sanitation issues.

6. Learning Achievement

6.1. The teachers and trainers are the key for improved learning achievements. The mission was pleased to find that the concept of joyful, child-centred learning is gradually becoming internalised particularly, it would seem, among young female teachers. The children were actively using the new learning material and interacting with each other in the classroom and outside. Also the number of resource persons who support the learning of the trainee, is increasing. To reinforce the change process, efficient support systems, such as CRCs are critical. At their best, these resource centres allow teachers to exchange their experience and practical skills.

6.2. GOM and MPSP are implementing a large scale teacher training programme focusing on MLL based teaching/learning. The BRC are providing a ten days' training package to teachers in the DPEP districts. All teachers are expected to have undertaken the training by the end of February 1997. MPSP is in the process of developing and testing monitoring tools to observe the change in the classroom transactions in the schools where teachers have undergone the training. A comprehensive assessment of the impact of the training is to be conducted. SCERT is in the process of developing a new 10 days' training package on competency based MLL which is to be provided to all primary school teachers in Maharashtra, including the ones in the DPEP districts. The mission suggests that SCERTs, DIETs and MPSP review within the next six months the content and implementation plan of the new ten days' training package on competency based MLL, and adjust the training according to the needs of the DPEP districts where previous training has taken place. The implementation plan could also include a description on how the

quality of the implementation and the impact of the training will be monitored and evaluated.

6.3. Design and production of teaching/learning material supporting MLL-based, child-centred, joyful learning is clearly an area where DPEP interventions in Maharashtra have led to very good results. New competency based textbooks have been developed for Std. 1 and II and they will be introduced in all schools in Maharashtra in June 1997 and tested during the year 1997/98. Teachers have been involved in the design and trialling process. Furthermore, the teachers have used the grant of 500 Rs to develop colourful learning material, including self-learning material.

7. Management/MIS

7.1. The staffing situation has improved in the SPO and DPOs since the last JSM. 75% of the planned appointments in SPO and 93% of the planned appointments in DPOs has been made. Difficulties have been encountered mainly in recruitment of executive engineers and system analysts. 34% of the SPO staff are women while the corresponding figure at the district level is only 10%. 1899 posts for primary school teachers and 639 posts for cluster teachers have been sanctioned by GOM to the DPEP districts which coincide with the total numbers of posts planned by MPSP. All the posts are filled. Total number of posts for primary school teachers in the DPEP districts is 35 080. About 24% of these posts remain vacant and they need to be filled as soon as possible.

7.2. MPSP has recently procured new computers which facilitate the utilisation of PMIS and EMIS. So far the SPOs and DPOs have used their own software package designed particularly for accounting purposes. PMIS and EMIS software is to be installed both at the state and district level as soon as the new computers have arrived and additional training needs to be provided if required. According to the information provided to the mission team by SPO staff the actual expenditure 1996/97 sums to 45.5% of the total approved outlay for 1996/97 (full year). The total expenditure occurred since 1994/95 sums to 35.8% of the approved outlays for 1994/95, 1995/96 and 1996/97 (full year) and 55.09 % of the actual received funds. GOM has not yet released its 15% share of project costs for 1996/97.

7.3. Currently the BRCs are functioning in hired premises. MPSP is proposing to construct BRCs using alternative technology with traditional brick work. This innovative scheme was discussed in detail with the construction agency to iron out the safety, construction and design problems. It is suggested that the design of BRCs be reviewed for appropriateness and cost effectiveness. The requirement of teaching areas, a library, in-built storage areas, the location of toilets, full height walls etc. need to be studied. The responsibility for completing the building should be assigned to one agency and not to two agencies, to avoid conflicts and delays. Structural safety certificates are necessary.

88. The Way Forward

88.1. *Capacity Building:* The pending posts to MIEPA need to be sanctioned and filled within the next three months. A DPEP cell needs to be established within MIEPA, and this cell should prepare in cooperation with the rest of the MIEPA staff and MPSP a detailed strategy and action plan regarding MIEPA's contribution to the DPEP, and evaluation and monitoring capacity be established.

88.2. *Pedagogical renewal:* The impact of the ten days training package to primary school teachers conducted by the BRCs needs to be thoroughly evaluated. SCERT, DIETs and MPSP need to review within the next six months the content and implementation plan of the new ten days' training package on competency based MLL and adjust the training according to the needs of the DPEP districts where previous training has taken place. The implementation plan should also include a description on how the quality of the implementation and the impact of the training will be monitored.

88.3. *School and BRC buildings:* MPSP needs to monitor very closely - school by school - the progress of construction. For this a close liaison needs to be established between the SPO and the CEO to provide immediate trouble shooting for all schools indicating delay. Quality assurance programme and payment procedures need to be defined to avoid delays. Third party supervision has already been recommended by the DPEP Bureau.

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Annex F**FOURTH JOINT SUPERVISION MISSION, 28 October - 7 November 1996
Tamil Nadu State Report****1. Introduction**

1.1 Two members of the 4th Joint Supervision Mission, Barbara Payne (ODA), David Harding (UNICEF) and S.K. Gulhati (as an observer from Ed.CIL) visited Tamil Nadu between 28 October and 1 November 1996 to assess the extent to which the recommendations of preceding missions were being implemented, gauge the extent to which PMIS and EMIS performance indicators data were emerging and to comment on progress toward DPEP objectives.

1.2 The team met with state and district programme officials, Education department officials, DTERT and DIET faculty, MTC coordinators, VLC representatives, Panchayat presidents, teacher educators, teachers, headteachers, in Tiruvannamalai-Sambuvarayar, Villupuram and Dharmapuri districts. The team visited completed/functioning BRCs and classrooms as well as those in the process of being constructed. Discussions were held at Chennai with the Secretary and Joint Secretary for Education.

1.3 The team wishes to acknowledge the assistance provided by Shri S. Paramasivan, SPD, and his DPEP staff in the State and districts. This report provides an informal summary of the visit and represents the professional views of the individual team members only. It will be subject to modification in Delhi, further to discussions with the full Joint Supervision Mission team and with GOI.

2. General Overview

2.1 The mission wishes to commend the new educational initiatives being implemented by the State Government and for their support to the DPEP programme. In particular, the appointment of 12000 new primary teachers of whom over 10000 are female, will enhance the DPEP programme. A key strength now in Tamil Nadu, is the recognition of the role of teacher training and community ownership in educational reforms.

2.2 The mission team was impressed by the leadership of the SPD and the commitment and enthusiasm shown by all DPEP staff, teacher educators, and teachers. Every effort has been made to implement the recommendations of the Third Supervision Mission (June/July 1996) and considerable headway has been made particularly in regard to community participation through MTCs and VLCs. Guidelines have been issued for the utilization of funds for teachers and schools. The civil works programme has been accelerated. BRCs have also been operationalised across the four districts linked to the start up of a teacher training programme. State and district task forces have been established and networking with NGOs has been initiated.

3. Follow-up on Recommendations of the Third Joint Supervision Mission

Recommendation	F	G	S	N	Comment
MONITORING & AWPB					
TSG to provide one resource person for 115 days and a workshop for all districts and state level.			X		TSG training for MIS staff conducted. Other workshops planned
Build capacities of F & AO, statistical officers. Operationalize PMIS & EMIS		X			MIS staff trained and MIS operational at state level. Computers not yet installed at district level.
Joint review meeting in all PEPEP districts end Sept & end October.			X		monthly review meetings initiated but district review will begin November.
District level task force created		X			Done.
RESEARCH & EVALUATION					
Budgets for DIET R & Ev.		X			Done. R&E Unit established at DPO
Diets to prepare research agenda. Seminar mid-August				X	Diets still to prepare agenda No workshop as yet.
DTERT to evaluate DIET materials.			X		Assessment made by AEOs. BRC coordinator asked to submit report but no action as yet for DTERT.
DTERT, DIETs to focus on education of girls, SC/ST, and other special groups			X		DTERT and DIET focus only on "coaching" of girls after school.
COMMUNITY & TEACHER PARTICIPATION					
Evaluation of awareness campaigns by state resource institutions				X	Yet to be initiated
Transfer of MTCs financial responsibilities to VECs		X			MTCs included in VLCs. MTC representative will continue to operate accounts.
Guidelines for utilization of Rs 2000 to be given to MTC by end-July 1996.		X			Guidelines communicated. Fresh guidelines based on past experiences issued to all HMs
Government to give clearance to appointment of 414 female teachers	X				Over 12,000 new teacher appointed of which over 10,000 are female.
NETWORKING					
DPO, DTERT and DIETs to meet regularly in seminars				X	Planned from November onwards
SSPD to organize initial meeting of Voluntary Action Network in Dharmapuri by end-July.	X				Meeting held at Krishnagiri DIET.
Educated Volunteer Service Scheme to be studied		X			Activity ongoing.
SSPO to start newsletter for networking by end-Oct	X				First newsletter issued October 1996.

X codes:

F = Task completed fully

G = Good progress made but ongoing attention still required.

S = Some progress made; continue to address as priority.

N = No progress made; critical area.

4.1. Capacity Building

4.1.1 The infrastructure to support DPEP is firmly in place in Tamil Nadu but though institutions are actively involved in service delivery, there is a need to clarify the precise role of each institution in the delivery mechanism.

4.1.2 The State Project Office has recently been strengthened by the establishment of units for Evaluation and Research and Planning and Management. Task forces at state and district level have been appointed for ensuring implementation of Civil Works.

4.1.3 The DTERT has played an active role developing training packages for teachers and delivering training to Block Resource Coordinators. They have developed 21 modules printed in 5 books and plan training for 22 different target groups in 96/97. The DIETs have delivered training to teacher educators. DIETs have already been involved in planning and training. Block Resource Centres (some in new constructions; others in existing premises) and Cluster Resource Centres (based in existing schools) are all operational. Block Resource Coordinators are supported by a team of Teacher Educators. Cluster Coordinators have been appointed and Cluster meetings initiated monthly since June 96.

4.1.4 A massive training programme is underway. What was seen of the training on this mission (teacher training at BRC level) suggested that training is somewhat mechanistic at present but it appears to have succeeded in raising teachers levels of enthusiasm and introduced them to the benefits of low cost teaching aids. These are however not an end in themselves. If achievement levels are to increase, teachers need to be introduced to concepts in a systematic but simple way. Teachers themselves need a strong grasp on basic concepts if children are to learn. This is an enormous challenge given the time constraints of the existing training programmes. Currently, teacher educators have eleven days training and teachers five.

4.1.5 A recognition of the need to provide more training exists. It is already the intention to provide booster training for BRC coordinators in the year ahead and a recognition that five days training is not likely to bring about sustainable change. However, attention needs to be given to ensuring the quality of the training programme. **In order to maximise the time available the Mission recommends that a training strategy be developed with some urgency.** This strategy could determine objectives for each training input and ensure the sequencing of skills development over time. Essentially it could explore ways in which all the institutions involved in training play a more **proactive** role.

4.1.6 Training is an essential requirement at community level, where after widespread social action campaigns, Mother Teachers Councils and Parent Teachers Associations are taking interest and responsibility. The recently elected Panchayat are now presidents of the newly formed Village Local Committees and appear to be making education a priority interest. It will be important to maintain this momentum through a vigorous training programme which equips the community with

planning techniques and tools (PRA, micro-planning, school mapping etc) which will assist in the identification of local priorities and solutions. The Mission recommends that in the proposed training packages being prepared for use with the community, more thought is given in the year ahead to introducing micro-planning in this way.

5. Increasing Access and Reducing Dropout

5.1 Social mobilisation campaigns have focused on the need to enrol all children in school and the mission's interaction with Mother Teacher Councils and Village Level Committees demonstrated the strong impact of such campaigns on the community especially in the recognition of the need to send all girls and SC/ST groups to school. The SPO is negotiating with the Spastics Society of Madras terms of reference for a project to enumerate children in the districts with mild to moderate disabilities and to explore ways of integrating them within the classes.

5.2 A Joint TLC/DPEP village Metric Mela took place during the Mission. It enabled parents to see their children weighing, measuring, computing, brought home the relevance of education and created a unique synergy between school and community. There are exciting plans to develop the potential of such activities by holding other "theme" events of a similar kind linking health, science and mathematics. These events would have a positive impact on levels of learning as well as on community involvement.

5.3 Beyond anecdotal evidence, there is little evidence of the impact of the programme on access and dropout. As a result of mobilisation campaigns, the mission were told that 4000 new children were enrolled bringing to a total of 7000 the number of the increase in enrolments in the districts. Without a fully decentralised EMIS system and the capacity to desegregate and interpret enrolment/dropout data, the data will continue to be used at the state level only and not feedback into district level planning.

5.4 Surveys to ascertain the need for alternative education have been conducted by NGOs in 4 blocks (one in each district) and by teachers in 14 blocks among the four DPEP districts. A specific strategy is yet to emerge although training materials are being prepared by DTERT, sites of NFE centres identified and staff to be appointed. Strategies for interacting and analysing the needs /priorities at the community level will need to be enhanced through such activities as PRA and micro-planning if these new centres are to respond to community needs and they are to have an impact on increasing access/retention.

5.6 The civil works programme is now moving ahead rapidly with the construction of new classrooms and BRCs. However, as yet no community participation has been elicited for the siting and design of schools. The SDO is fully aware of the need for community involvement in these areas and intends to develop strategies for the extension of DPEP into new districts under DPEP II. The mission felt that the standard design being used for school construction could be more imaginative and

more cost-effective; alternative designs could lead to a more flexible use of classroom space suited to the child-centred and activity-based teaching methodology. There was also evidence of new schools replacing older structures without a strategy in place for including these existing buildings into the institutional network of schools and teacher training. **The mission recommends that the location and design of new constructions be decided through a more participatory process of planning at the community level and that new buildings -as well as the renovation of existing facilities - are planned as part of an overall strategy for maximum utilization of all existing buildings.**

6.3. Learning Achievement

6.3.1 Teachers hold the key to learning achievement and the recognition of their need, not only for training, but for continual support is clear in Tamil Nadu in the way the Clusters Resource Centres are functioning. The coordinators will need to sustain high levels of interpersonal skills to assist teachers in processing their difficulties and resolving problems.

6.3.2 Tamil Nadu has trialled and developed an extensive range of colourful text books, based on competencies which form the basis of the teacher training modules at present. These texts are a rich resource and the production of the workbooks a further benefit. It is already recognised that as change takes place some review of text books may be necessary. The provision of materials for the Kannda, Telugu, and Urdu speakers in the districts and differentiated reading material for special groups, would be an additional opportunity to enhance the learning achievement level.

6.3.3 Strategies are being developed to encourage girls, some of which seem to have potential for replication. The use of a "conductress" as a local link between a tribal community and school is an interesting initiative. After school coaching for girls may be a very worthy initiative in aiming to provide more individual attention to the girl child but it will need to be very carefully negotiated with the local communities in case it actually increases the pressure on girls, already expected to undertake a range of domestic and agricultural responsibilities and proves counter productive.

6.3.4 The state government's commitment to appointing a predominance of women teachers, while commendable, does not preempt the need for gender sensitisation in training, text book development and classroom interaction. There are ways of ensuring girls do get attention in the classroom. Thought will need to be given to how to ensure that girls are retained within the system. It is not yet evident who will assume responsibility for this important aspect of DPEP in TN.

7. Management/MIS

7.1 The full complement of staff in state and district offices is now in place. A system analyst and programmer is in position in the state office and a programmer has now been recruited for each district office. Although the computer hardware has been installed at the state level, this has yet to be done at the district offices where rooms are being completed to receive the equipment by the second week in November. Consequently, the MIS system has been operating only at the state level with data from the districts being fed through the completed forms/questionnaires sent from the districts. Since the new staff seem to be highly competent and have already received training from TSG, there should be few problems in getting the MIS system operational.

7.2 The State level status report talks of a "Think Tank" though the mission team did not meet with this group. It could be an essential mechanism for deepening understanding, and concentrating on quality which seems to be the next step that Tamil Nadu is planning and which seems so essential for the further development of the programme. The recently appointed Research and Evaluation Unit will be a critical catalyst in establishing a "review" capacity within the programme. It will be important to prioritize areas for in depth investigation and those more appropriate shorter action research studies, if lessons learned are to inform the forward planning process. It will also be important to identify support institutions to assist this process.

8. The Way Forward

8.1 Although training has begun in the DIETs and BRCs, a fully **integrated training strategy** needs to be developed, clarifying the roles of the various institutions and mapping out training objectives over time. Sharing of experience and professional expertise with other States would assist this process.

8.2 The MTCs continue to be effective and are in the process of being absorbed into the recently-formed VLCs (headed by Panchayat presidents) ensuring that women have a voice in the community. **Training district staff in participatory planning techniques for planning at community level** - such as PRA - would assist in the systematic identification of local needs and priorities (eg school mapping).

8.3 The Research and Evaluation Unit has been established at the State level. The mission was informed that priority would be given to investigating the impact of teacher training on classroom practice and learning achievement. **The development of an action research agenda at State and District levels is a priority.**

Annex G**FOURTH JOINT SUPERVISION MISSION, 28 October - 7 November 1996
Andhra Pradesh State Report****1. Introduction**

1.11 Two members of the 4th Joint Supervision Mission, Dr C.S. Nagaraju (GOI) and Mr David Theobald (EC) visited Andhra Pradesh between 29 October and 2 November to review the state of implementation readiness of DPEP. The members visited Warangal and Karimnagar districts and also met with staff of the state level institutions. The members wish to thank all those who participated in the discussions at village, district and state level.

1.22 This report provides an informal summary of the visit and represents the professional views of the individual team members only. It will be subject to modification in Delhi, further to discussions with the full Joint Supervisor Mission team and with GOI.

2. General Overview

2.11 The DPEP programme in Andhra Pradesh may be beginning from a different position to most other states in that it has had earlier experience of a primary education project.

2.22 The State Implementation Society has been established and the State Project Office set up and almost fully staffed. Similarly, District Project Offices have been established and almost fully staffed. Financial systems have been established and funds passed on to districts. Although the first release of funds was only made to the state at the end of August, a number of preparatory activities took place. These included preparation of activities for awareness raising, developing in-service training materials, consideration of NFE and ECCE issues, preparation for VEC training and development of MLL activity packs. The team has appreciated the hard work that many people have put into the start up of the programme. The state is yet to transfer its contribution of 15% (2.11 crores) of the estimated 1996/7 programme budget to the state society.

2.33 A modest start has been made in a number of mandals in the five districts and targets have been further scaled down for the remainder of this financial year. Project agreement took place in August, which has resulted in a later release of funds than originally anticipated. This will lead to further revisions. Some optimistic planning assumptions may well need to be further revised. It will be important to ensure quality in attempting to meet revised targets.

2.44 Programme preparation in Andhra Pradesh has been developed in terms of objectives and the AWPBs developed by the state and district teams have described

their programmes well in terms of a set of output targets, achievable through a series of related activities, which indicates a sensible approach to planning.

33. Awareness Raising/Community involvement

33.1 Most village communities are familiar with earlier project efforts to improve primary education, especially where new buildings were constructed. Kala Yatras have been performed in the target villages to raise awareness and lay the foundation for greater community involvement in the DPEP programme. The eight mandals in Warangal have already undertaken an enrolment drive since June 1996 and by the middle of October had increased enrolment. It was suggested to the mission, by what appears to have been a 20% increase. This would need further verification and may be partly due to the awareness programmes and the recently introduced incentive programme of 3 Kg rice/month for each pupil. The actual situation will be clearer after the proposed evaluation of the awareness campaigns.

33.2 Several villages have pressed for additional schools and classrooms to improve access and retention, and have collected funds; some have purchased building materials and one has started construction of foundations. Training of VEC members is based on community mobilisation programmes currently being revised and trialled before mass training is undertaken. Understandable emphasis, at project start up, is being given to the establishment and construction of schools.

33.3 There is a varying degree of involvement of non education department staff in awareness raising and community participation. There could be more integration with other departments, NGOs and community based organisations working in the whole area of community mobilisation.

41. Civil Works

41.1 Identification of sites has taken place in proposed localities for school buildings. Alternate type designs are available with districts. Deputy Executive Engineers in DPOs are in place; the search is on for Junior Engineers. The SPO has prepared a construction manual which has been made available to districts and a Construction Committee at the state level comprising of officers from concerned departments i.e. Education, Public Works Department, Tribal Welfare, and Housing has been constituted. Similar committees have been formed at the district level. This represents a good example of convergence of interests as well as services. Construction of school buildings are entrusted respectively to VECs and AP Housing Corporation. An effective strategy for civil works has been formulated. Since the programme effectively began in October, concern for completing the civil works may take away the attention and energy from vital aspects of the programme. Therefore, the mission suggests the AWPB of 1996/7 may need rationalisation to take into consideration the time available in the remaining part of the current year.

4.1.2 The sample visits to the sites by team members and perusal of district achievement reports suggest that some new school buildings are being proposed in S&C colonies located adjacent to the main village. The justification for including them arises more out of social access related factors than the walking distance norms. A portion of school-going aged population are at present enrolled in schools located in main villages and a considerable proportion is also out of school. While the construction of buildings is, in most cases justified, the resulting reallocation of children from neighbouring schools will have implications for teachers vacancies in those schools. This aspect may not to have been taken into sufficient consideration while proposing new teacher positions and needs further investigation.

5. Pedagogy/ Teacher Training

5.1 MLL have been adapted to fit the current state primary syllabi and colourful MLL referenced textbooks have been developed and trialled and published for Class I in language and mathematics; Class II textbooks are being developed and should be ready for the 1997/8 academic year. MLL have been included in the training materials developed for teachers. Attention needs to turn to producing materials for the multi-grade learning situation.

5.2 A clear description of the various capacity building needs and the strategy to develop new skills and competencies amongst the implementing teams and institutions needs to be articulated and the experiences of planning, delivering and evaluating earlier training programmes reviewed.

5.3 Workshops on training needs and the modification of the basic SOPT training programme have been undertaken, and a hand book of reference materials for teachers produced. The 1996/7 AWPB identifies a number of priority training needs but the SPO now needs to identify how, where and when training will be provided. Training resources outside of the education department need to be identified and agreements negotiated for training provision. It would help the process if the training delivery mechanisms and inter-linkages were spelt out to enable those in the system to see the overall plan and how they will fit into it. This will be especially useful when staffing changes occur.

5.4 DPEP provides an opportunity to build on competencies developed under the earlier project. The team suggests that a concise description of the overall training strategy, as required by the funding agency agreement, and scheduled for completion by December 1996 might include some of the following elements: background of earlier training programmes and proposed linkages with ongoing programmes; priority training needs of key groups of people and institutions; the development of the training strategy; training development group, course materials, training of trainers, trialling; the relationship with other key intervention such as textbook renewal and encouraging community ownership; planning and delivering the various training courses; and monitoring and evaluation of courses. Inevitably, training has had to start without the benefit of a finished training strategy, as has been the case in all other states.

6. Management/ MIS

6.1 Most of the staff at the state and district level are in place in project offices. A DPEP cell has been established in SCERT, but some DIETS are still understaffed. Efforts are on to fill a few remaining vacancies. All of them have been filled on deputation basis from government departments. DIETS in all the districts excepting Warangal have vacancies ranging from 7 to 15 against the full contingent of 25 posts. The DIET, as an institution, has not been involved in the development of capacity building strategy. Roles of the state level support institutions need clearer definitions and an institutional plan, including training strategy, would be beneficial. While a proposed modified version of SOPT may serve the purposes of initial teacher training orientation, full training needs to go beyond this to include the development of competencies, especially the important teaching skills related to the multi-grade context.

6.2 District offices are yet to set up MIS hardware and recruit programmers. Data entry operators are in place and are under going training. Office space for MIS systems needs to be created in the district offices visited by the Team. MIS at the SFPO is being set up. The required staff are in place and are using the available hardware to deal with PMIS. It is suggested that the PMIS staff in the state interact with their counterparts in other states and TSG with respect to specific troubleshooting issues they encounter.

6.3 Pilot efforts are being made to gather local level information for use in later implementation. The use of micro-planning is strongly encouraged, especially the use of Participative Rural Appraisal (PRA) techniques in generating community participation and eventual ownership. Efforts should be made to integrate micro-planning in future annual plans.

6.4 Involvement of DIETs in EMIS in the coming years needs special consideration during the initial years. This should be addressed in the next AWPB. Female staff at various levels of planning and management are rare. Representation for more women needs to be given in the formation of future working groups for various implementation situations.

7. The Way Forward

- It is recommended that future AWPBs and reports refer to priority areas, targets, achievements of earlier years and current educational efforts of the state, rather than DPEP in isolation. District and mandal-specific issues need to be highlighted and a combination of interrelated activities planned;

- The mission team endorse the comprehensive training strategy in process of development and scheduled to be completed by December 1996. Adjustments may need to be made in the 1996/7 AWPB;
- The team recommends that Andhra Pradesh State Project Office pursues its policy of involving other governmental and non-governmental agencies at the state, district and mandal levels with a view to making the programme a child oriented and gender positive process for quality and equity.

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I FOURTH JOINT SUPERVISION MISSION, 28 October - 7 November 1996 Gujarat State Report

1. Introduction

1.1 The DPEP state and district proposals submitted by the Government of Gujaraat (GOG) were appraised by the DPEP Bureau/GOI in February 1996 and reviewed by an IDA appraisal mission in March 1996. The project was approved by the IDA Board in June 1996. The Government of the Netherlands is funding DPEEP/Gujarat through a grant administered by IDA. Two members of the fourth joint DPEP supervision mission Dr. David Smawfield (ODA) and Mr. Adriaan Versspoor (IDA) visited Gujarat from October 29 to November 1, 1996 to review progress in launching DPEP. The mission thanks the Department of Education Gujaraat and all officials in Banas Kantha and Panch Mahals districts who facilitated the work of the mission and provided generous hospitality.

2. General Overview

2.1 The basis for the progress review by the mission were: the agreements reached during appraisal between GOG and DOE/GOI as recorded in the national appraisal report; the agreements reached during negotiations with IDA in Washington recorded in the minutes of negotiations and the Project Agreement with GOG; and the 1996-1997 Annual Work Programme and Budget for the state and district components of the project.

2.2 The implementation priorities for 1996/97 set out in these documents are: establish and fully staff the state and district project offices; build community awareness and support for the DPEP objectives; develop understanding of DPEP objectives and educational approach among all educators and administrators involved in the project; strengthen GCERT; establish the Taluka Resource Centres and train Taluka and Cluster resource persons; construct all Taluka Resource Centres; and initiate school mapping and design work for school and classroom construction.

2.3 DPEP is a concept that has by now attracted the interest and the commitment of many people in Gujarat, especially at the district level. The districts visited were clear about what is to be achieved in year one. State office facilities were opened during the mission. Yet, the mission found that only limited implementation progress has occurred to date. While the State Implementation Society (SIS) has been established, financial and service regulations issued, an Executive Committee meeting held and a full time state project director appointed, the key staff (finance/procurement officer, civil works specialist, training officer gender

coordinator) are not yet in place, insufficient office space has been allocated and no office equipment has been procured yet. Moreover few activities have taken place or plans prepared to inform the communities in the project district of the project. The awareness and understanding of DPEP objectives among educators (teachers and DIET staff) remains limited and uneven, little action has been taken to build up the capacity of GCERT to train DIET staff and master trainers and develop the necessary training modules. Designs for the TRCs remain to be finalized. No arrangements are in place for the finalization of the drawings, the preparation of bidding documents, the evaluation of bids and the supervision of works. School maps are not yet available.

2.4 During the appraisal of the project, agreement had been reached on target dates for the implementation of start up activities. Most of these dates are yet to be met (summary attached). This is a matter of grave concern to the mission, especially as it found that the district level authorities are ready to start implementation as soon as the state level initiating activities materialize.

3. Awareness Raising/Community Involvement

3.1 As one of their most important year one activities, all three districts have identified and committed themselves to: (i) raising awareness about the project; and (ii) promoting the involvement of all stakeholders in DPEP. Immediate priority groups include teachers, local communities and all those persons who will be called upon to play a role in implementing parts of the first annual work plan.

3.2 In the two districts visited, interaction with those teachers and DIET lecturers who were met suggested that: awareness of DPEP; what it is setting out to achieve; and how it is proposing to go about the process, has begun to be created, but is limited. Staffing problems and lack of established District project offices, referred to above, have been the main constraint to achieving more. However, there needs to be greater recognition, and an appropriate response, regarding the potential of what DPEP refers to as "convergence of services". The networks and expertise of other development programmes, organisations and expertise should be harnessed more fully to promote DPEP. All districts have substantial possibilities to draw on. These include existing programmes for STs, and the TLC experience. Two districts have Mahila Samakaya activity with strong networks of women's groups, and all districts have NGOs doing good work. These, too, can have a potentially important role to play. No NGOs were represented in any of the meetings held during the mission's district visits. The participation of women was also low. To promote convergence of services, and for DPEP to be really diverse and innovative in its approach, it is highly desirable that the range of stakeholders represented in core district planning teams is broadened to include persons other than those in government service or belonging to the education department.

3.3 The village mapping activities, planned to lead to the identification and prioritisation of sites for school and classroom construction, and the early establishment of VECs, together with the provision of appropriate training, are critical

activities for creating a real ground-swell of awareness and ownership of the project (see 3.5). There is also a need to promote, through workshops and other means, a broad discussion of the findings of the various studies which are now available. A state level workshop on tribal and gender strategies planned by 31 October, 1996, has not yet taken place. It is essential that these studies are used to inform the strategies selected for addressing DPEP objectives.

4. Civil Works

4.1 The 96/97 AWPB includes the preparatory work and the start of construction of all Taluka Resource Centres (TRCs). In accordance with DPEP guidelines the estimated cost of the buildings requires procurement through National Competitive Bidding (NCB). Experience in other states suggests that there are considerable advantages to contracting a private consultant firm for the preparation of the bidding documents, the analysis of tenders and possibly the supervision of the works. The SPO should proceed expeditiously to (i) finalize arrangements for the preparation and the management of the NCB process; (ii) finalize its requirements for the TRC building designs; (iii) ensure that land is available for construction; and (iv) coordinate supervision with district level staff.

4.2 Classroom and school construction and repair are planned to start only in the second year of implementation. However, the AWPB envisages carrying out the necessary preparatory activities, especially the preparation of school maps to identify the areas of highest priority need for the location of the schools and classrooms to be constructed (see 4.3). In addition, work should start on the preparation of a set of appropriate designs for classroom construction. To this end, the mission recommends that a civil works specialist be designated for the project as soon as possible and attend the DPEP seminar on classroom design and construction in Hyderabad on 18-21 November.

5. Pedagogy/Teacher Training

5.1 The state and districts are clear in what they are setting out to achieve in their first year annual work plans in respect of teacher training and improving pedagogical practice. Main activities will include teacher orientation and the establishment of Taluka and Cluster Resource Centres. There is, however, a need to think through rather more what first year training/orientation content should comprise. The roles and responsibilities of the person in the district office who will have specific responsibility for training and the Taluka and Cluster Resource Centre Coordinators have still to be defined. All of this has implications for training module preparation as well as the qualities and skills that should be looked for in those who are appointed.

5.2 What is also not yet sufficiently developed is a sense, or vision, of the range of ways in which pedagogical practice might be improved: to include, for example, active learning, group work, team teach teaching, improved multi-grade teaching

practices, and teaching/learning materials in many forms. DIET lecturers met, for example, while they showed some familiarity with the terminology associated with improved pedagogical practices, were unsure of what was really meant. Those responsible for formulating training content and strategies for improving pedagogy would benefit greatly from exposure to what is being attempted and achieved: both in DPEP One States; and through non-DPEP related initiatives in India more generally. The Pedagogical Improvement Unit of the TSG will be able to advise concerning what might usefully be looked at.

5.3 The central resource for the pedagogical renewal is GCERT. Its physical facilities need improvement, but more importantly to play its professional leadership role its technical capacity needs to be developed. This will require that (i) rapid progress is made to fill vacant positions; (ii) additional DPEP positions are created and filled; (iii) linkages with other institutions in state and out-of-state be established; and (iv) a staff development plan is prepared and implemented.

5.4 The importance of Alternative Schooling, if targets are to be met in the three DPEP districts, especially for Tribal boys and girls, was a recurring theme in all discussions held during the mission. There is again (see 3.5) a need for greater exposure to what the possibilities might include. The AWPB component, compiling an inventory of the work of NGOs, will go some way toward providing this. Once more, however, a programme of out of state visits to study initiatives such as the Siksha Karmi project in Rajasthan is likely to be extremely valuable.

6. Management/MIS

6.1. At the root of the slow start up of project activities has been the delay in setting up the district and project offices, caused to a large extent by an insufficient understanding of the role and responsibility of the SIS Executive Committee (EC). First, formal DOE/GOG sanction was imposed on the establishment of posts of the society staff, although this is clearly within the authority of the governing bodies of the society. Second, only a limited number of positions had been sanctioned. Third, recruitment procedures for sanctioned positions were slow.

6.2. The requirement of departmental sanction is clearly not in accordance with the agreed rules and regulations of the SIS. The result has been excessive delays in the start up of the project. This situation is in sharp contrast with the experience in some other states where the state government advanced funds to the project to accelerate project start-up. The mission discussed these issues in a meeting with the Chief Secretary/GOG. Agreement was reached that the EC of the SIS could indeed create positions for SIS staff without departmental sanction and proceed with recruitment of society personnel (on deputation or on contract).

6.13 It is imperative that the GOG takes immediate action to ensure that: a management capacity is created at state and district level; the society can function as an autonomous body with the efficiency intended; and that project activities are initiated immediately to ensure that the first year performance targets are fully met. These actions should include (i) convening an early meeting of the Executive Committee to take all financial and personnel action agreed at appraisal and authorize the SPO and DPOs to carry out the start-up activities described in the 1996/97 work plan; (ii) instructions to the DDOs of the project districts to ensure that all actions necessary for an early start up are taken expeditiously; (iii) transfer of start up funds to the districts.

6.14 The mission intends to recommend to DOE/GOI that the DPEP Bureau/GOI (i) releases at this time only limited funds from the '96/97 allocation to the SIS Gujarat; (ii) undertakes a special supervision mission in about six weeks; and (iii) makes the further release of funds contingent upon the implementation of the action plan agreed at appraisal (see attachment).

6.15 The mission found that, in the districts visited, elected officials as well as civil and education administrators were fully aware and supportive of DPEP. Although no District Assistant Project Coordinators had been formally appointed yet, one district had already identified a candidate. The DDOs confirmed that office space would be made available immediately. One district opened a project bank account during the visit of the mission and another committed to do so the next day. To start up implementation at the district level the mission recommends that without delay (i) the SPO transfer some start up funds to each of the project districts; and (ii) a finance/procurement officer be appointed.

6.16 In addition to appointing competent management staff and establishing management structures, it will be essential to start up capacity building activities at all levels. The activities could be designed to ensure that (i) administrators at the state and district level are fully familiar with DPEP objectives, procedures and processes, (ii) the capacity for programme planning and implementation management is strengthened, especially at the district level; (iii) the professional resource institutions (GCERT and DIETs) are strengthened; and (iv) members of VECs and elected district officials are prepared for their role under DPEP. Training should be a key element of the capacity building programme, but it could be complemented by study visits or "twinning" arrangements with persons and/or institutions in other states that have a longer experience in DPEP implementation. There are also many other possibilities for cross-state learning, in respect of awareness raising and community involvement strategies. Andhra Pradesh, Karnataka and Rajasthan, for example, have been very successful in conducting their own village mapping activities. The TSG will be able to point to many other good examples, if its advice is sought.

7. The Way Forward

7. The challenge for DPEP/Gujarat is to take, without delay, all steps necessary to vigorously launch project implementation and make up the delays that have occurred so far. The mission considers the following as essential in this regard:

- Confirm the financial and operational procedures for the SIS in accordance with the CS/GOG guidance and create all SPO and DPO within two weeks;
- training of core staff, the provision of adequate office space and the procurement of furniture and office equipment within four weeks;
- Start up capacity building efforts at GCERT immediately including the appointment of additional staff; and
- Start up the process of community action in favour of DPEP not later than January 1997.

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Attachment:**Actions Agreed at Appraisal: Yet To Be Completed**

Action	Target Date
Appoint core staff SPO	
• civil works specialist	5/30/96
• finance/procurement officer	7/31/96
• training officer	7/31/96
• gender coordinator	7/31/96
Appoint Core staff in DPO	
• assistant district coordinator	7/31/96
• other core staff (including finance/procurement officer)	8/31/96
Open Accounts for DPO	7/31/96
Establish resource/advisory groups	
• state resource group	10/31/96
• gender advisory group	7/31/96
• tribal advisory group	7/31/96
Strengthen GCERT	
• establish DPEP Team	4/30/96
• fill vacant posts	7/31/96
• recruit/appoint alternative schooling team	9/30/96
• submit revised building plans	7/31/96
• establish a planning and management unit	3/30/96
Orient existing DIET faculty (partly done)	8/31/96
Organize workshops on role TRC/CRC	5/96
Finalize construction manual	9/30/96
Appoint teachers to all sanctioned posts	9/30/96

FOURTH JOINT SUPERVISION MISSION, 28 October - 7 November 1996 Himachal Pradesh State Report

1. Introduction

1.1 The Fourth Joint Supervision Mission team to Himachal Pradesh comprised IDr John Kurrien (DOE, GOI) and Dr Brajesh Panth (WB). The team visited Himachal Pradesh from October 29 - November 2, 1996. During these five days, they held discussions with state and district level officials at the state headquarters in Shimla, as well as in the two districts of Chamba and Sirmour, which the mission team visited. We would like to thank all the state and district officials and others who participated in the discussions.

1.2 This report represents the mission's views on major points, and is not intended to give a comprehensive analysis of the implementation process. It should also be noted that quite a few of the concerns and recommendations delineated in the report have been implicitly or explicitly voiced by some state and district officials.

2. General Overview

2.1 In the first half year of its functioning, DPEP Himachal Pradesh has begun well. Many of the activities noted in the state and district AWPBs have been initiated and completed, or are on schedule to be completed. Significant among these is the acquisition of office space at the state and district levels and the beginnings of acquisition of office equipment and furnishings. The recruitment of staff has begun and the mission has been informed that all staff will be in place by December 1996.

2.2 What augurs well for DPEP Himachal Pradesh, is the considerable political and bureaucratic support enjoyed at state and district levels: from the Minister of State for Education to the Deputy Commissioners, in overall charge of DPEP in Sirmour and Chamba districts. Most important of all, was the general and refreshing eagerness of DPEP staff at both state and district levels to learn from the experience and expertise of institutions outside Himachal Pradesh and other DPEP projects.

2.3 Towards raising community awareness and deepening community involvement, various activities have been initiated including mobilization activities, micro-planning, school mapping, and formation of VECs. Notably, both Chamba and Sirmour Districts plan to give the responsibilities of school construction and repairs to VECs. This has been a tradition in Himachal Pradesh.

2.4 In the area of civil works, BRC site selection is to be completed by November 1996. The construction manual has been completed and sent to the DPEP bureau for comments.

2.5 Pedagogy and teacher training are the weakest areas of the project. The DIETs in Chamba and Sirmour are not only understaffed but are, for a variety of reasons at present, not capable of fulfilling their expected roles. The mission was informed that all positions at the DIETs will be filled by December 1996. The strengthening of SCERT, as agreed in the GOI Appraisal Mission report, is behind schedule.

2.6 The weakness in the area of pedagogy and teacher training is, however, far more fundamental. For example, the whole area of MLLs and its linkages to textbook revision, development of supplementary materials, and training of master trainers and teachers has not yet been understood. This area requires the most immediate attention.

2.7 As indicated above, the staffing and provision of office space and equipment will soon be completed at the state and district level. Immediate training of key personnel should be given the highest priority. Now that the Social Assessment studies are completed, the discussion to be held soon at the district level will throw up new ideas and strategies for promoting tribal and girls' education, and should be incorporated into the 1997 AWPB.

3. Awareness Raising/Community Involvement

3.1 Mobilisation activities of various kinds have been initiated and will continue. The Social Assessment and Base-line studies for all four districts have been completed. It is planned to discuss them at district level before 31 March 1997.

3.2 Teachers and teacher associations, amongst others, have been and continue to be involved in the district planning exercises. Decisions on location of schools will be made on the basis of the extensive school mapping exercises which have been initiated, and some completed.

3.3 The process of VEC formation has already begun and several VECs have already been formed. It is planned to complete this exercise by early next year, and to also begin their training. The process of empowerment of VECs will be strengthened as village public representatives, who have recently been given specific powers in Himachal Pradesh to supervise their schools, are also members of the VECs. Moreover, both the District Commissioners of Chamba and Sirmour Districts have decided that new schools will be constructed by VECs, who will also manage and disburse the construction budget. They will also be given money in all districts to repair existing schools.

3.4 Given the inaccessibility of many villages, VECs in Himachal Pradesh have an especially crucial role. What is immediately required in the next six months is a

draft strategic paper delineating the vision of VEC ownership of schools, including the inputs required enabling them to be involved in all aspects of schools from school maintenance to teacher accountability. It should spell out broadly the various annual activities that would be required every year of the project to reach goals delineated in the vision.

3.5 This strategic paper should be prepared on the basis of consultations within and outside the state. It should suggest the areas and various ways in which the experiences of other DPEP states could help. For example, it could recommend that a few VECs in Himachal Pradesh could visit model VECs in neighbouring states.

3.6 In Himachal Pradesh, village communities have traditionally contributed in one way or the other to the construction and maintenance of their schools. This document should recommend specific areas of schooling and ways in which VECs can strengthen this tradition. Amongst the first VECs who should be trained next year, and for whom other special inputs are required, are those who will be responsible for the construction of new schools. These schools and their VECs can act as 'models'.

4. Civil Works

4.1 Some key staff are in place at the SPO and the remaining positions are to be filled by December 31, 1996. The project is considering four alternatives to do the construction: a) VECs, b) SIDCO, c) Rural Construction Department and d) Contracting.

4.2 Most of the sites for BRCs and CRCs have been identified, and the remaining will be identified by end November. New school locations are being identified based on micro-planning / school mapping data. The project is trying to undertake prototype construction taking into account issues such as topographic / climatic conditions and population density. The project is planning to provide an average of Rs 25,000 to VECs for eligible repair and maintenance works in order to involve the VECs actively from the outset. District authorities in Chamba and Sirmour Districts plan to have VECs construct schools including disbursement and management of funds.

4.3 There is a need to expedite actual construction according to the tight schedule set for the initial phase of the project, given the short construction period available, especially in Himachal Pradesh due to the seasonality factor. During the discussions, some key people at the state and the districts pointed out the urgency to build prototype / model schools. The Deputy Commissioners are even willing to closely supervise these initial works.

4.4 While considerations relating to climate, topography and population density are important for school building design, of equal importance is the need to ensure an on-going mechanism to improve the architectural and other considerations

relating to pedagogic conditions (eg. storage for learning materials) inside the classroom. Some of this (eg. blackboards around the classroom up to the sill level) is already being considered.

4.5 The involvement of VECs from among different modalities of construction has greater advantage in Himachal Pradesh as the state has had a tradition of community participation in school construction. This also allows much greater ownership and community involvement in maintenance. Given the difficult topography and the existence of many sparsely populated areas, VECs will be able to provide a much closer supervision. This will require extensive training for VECs to prepare them for construction work and how to efficiently use local materials.

5. Pedagogy/Teacher Training

5.1 As a result of various national workshops attended by state and district DPEP officials and other factors, there is a pervasive realisation that pedagogy and teacher training needs to be given serious consideration. BRC and CRC sites are in the process of being selected. The selection process of BRC and CRC personnel has begun, and the recruitment will commence shortly after the national workshop in this area to be held later this year. BRC and CRC civil works will start next year.

5.2 Key state and district authorities are not in a position to provide the required leadership. The DIETs in three of the four districts are not at full strength. Lahaul and Spiti do not have a DIET. The strengthening of SCERT, with the creation of four new departments, is behind schedule.

5.3 Staffing the DIETs completely is only part of a strategy to renew the DIETs. As a result of various factors, most of which they share with DIETs in other states, these institutions are incapable of fulfilling their DPEP roles of training master trainers and developing specific materials. For example, their experience of teaching-learning in primary schools is extremely limited. As for MLLs, there is little understanding at the DIET, and in fact at all state and district levels, since MLLs have just been introduced recently in Himachal Pradesh.

5.4 However, the lack of understanding is more fundamental. The solution to the problem of improving the quality of teaching and learning in primary schools is planned merely as a matter of discrete in-service training activities. There is no training strategy indicating the linkages; nor, for example, the content and process of training that is required to implement MLLs in teaching-learning in multigrade classrooms.

5.5 A strategy with the vision of improving the quality of teaching and learning in multigrade rural schools is urgently required. It will need to include the entire five year DPEP period and spell out the inter-oral linkages, the content of annual activities and the sequence required in the areas of training, revision of textbooks, development of supplementary materials, the provision of an essential set of

classroom equipment, learning aids and library books in the classroom. This should be done before March 31, 1997.

5.6 Within this wider strategy paper, more detailed strategy documents are required for each of the areas. In terms of time, the first priority should be given to producing a strategy paper on teacher training, to be completed before March 31, 1997. The entire process of developing these strategy papers should be participative, using resource persons from within and outside Himachal Pradesh. The strategy paper on teacher training, as well as in the other areas, should spell out the resource groups required at the state and district level. What is in place by way of these groups at present may need to be reconsidered. The training of these master trainers requires immediate priority.

5.7 While individual members of DIETs and SCERT may qualify to be part of these new resource teams, these institutions can only begin to play an effective role in DPEP later. A staff development plan for these institutions should be chalked out soon.

5.8 All DIETs, BRCs and CRCs should develop schools attached or located nearby and should be developed into 'model' multigrade rural schools. These schools should also function as training venues for demonstrating, for example, how multigrade teaching in mathematics is to be conducted.

5.9 As library books are crucial for reading, their choice and actual use in classrooms needs careful consideration in the proposed school library scheme. Books should be separately selected for lower and upper grades. A classroom library, rather than a school library, would facilitate its use. The selection committee should include those knowledgeable about children's literature. The experience of other Hindi-speaking states should be utilised. The proposed school library scheme should be introduced first only in a small number of schools (say 10%), and on the basis of feedback, the scheme can be revised and universalised. The same principle can apply to the proposal for books for BRCs and CRCs. In fact, these institutions should have, in addition, exemplary training and teaching-learning materials as reference.

5.10 Cross-state learning, especially visits to DPEP states, would be extremely beneficial at all levels. Those responsible for planning and coordinating training and the master trainers should receive immediate priority. Other groups can then follow, including teachers. All of these visits from and to Himachal Pradesh should include government and non-government institutions in other states, where good practices are being followed.

6. Management/MIS

6.1 The most positive feature of the project has been the support that it has received from the highest authorities both at State and District levels. Many key staff are in place at the state and some at the district level, but more key staff are to

be recruited by December 1996. Generally, the background of the staff is appropriate, but some districts (eg. Lahaul & Sipti) are having problems getting staff with appropriate qualifications.

6.2 The SPO has been set up and some additional space is being constructed. The district offices have some spaces available, but they are finding permanent places, either at existing facilities (Sirmour), rental facilities or planning to construct new space (Chamba) with state funds. Most of the preparation activities have been reflected well in the AWPBs and have been largely achieved.

6.3 As an interim strategy, at this critical stage of project implementation, there is an urgent need to develop a means of looking beyond achieving discrete activities. For instance, while it takes time for technical institutions like SCERT and DIETs to become fully functional, it is critical to have an interim strategy to ensure quality implementation early on. Such a strategy requires a team approach that allows the entire technical group people to have a common understanding of critical issues and their prioritisation/ sequencing. This also includes identifying key people that require training next year and using alternative technical resources within and outside Himachal Pradesh. The idea of forming a resource group to address the interim needs is welcome.

6.4 Concerning staff development and training, all key staff need to be in place soon to efficiently manage a large number of activities. While critical staff at SCERT and DIETs need to be in place soon, of greater need is to develop a staff development strategy in order to develop these technical institutions with a critical mass that can provide technical and intellectual guidance to a set of critical pedagogical and managerial interventions.

6.5 With regard to cross state learning, since some other states (DPEP I states, UP BEP) have already gone through this initial stage of implementation, it is extremely important to familiarize the key people with best practices. This should be particularly useful in the areas of MIS, civil works, institutional development of technical institutions and study tours for master trainers, and teachers and key people for new pedagogic practices within and outside the government network of institutions.

7. The Way Forward

7.1 In terms of enrolment, DPEP in Himachal Pradesh has begun various activities including mobilisation activities, and a school mapping exercise which has the potential to influence enrolment, or has already borne fruit. The building of new schools, based on the school mapping exercises, will also help in retention.

7.2 However, it is improvement of classroom transactions that requires immediate priority attention, for it is this which is the single, most important factor in ensuring retention and improving learning achievement. The poor child will attend and learn from good activity-based, child-centred functioning schools.

FOURTH JOINT SUPERVISION MISSION, 28 October - 7 November 1996
Orissa State Report

1. Introduction

1.1 The Joint Supervision Mission Team comprising Drs. Thomas Eisemon (World Bank) and S. Nayanatara (Government of India) visited Orissa State from 29 October - 2nd November 1996. The Team had meetings with the Secretary of the Department of Education, the State District Primary Education Project (DPEP) Project Director and their staff. They visited Balangir and Kalahandi districts and had discussions with the respective District Education Personnel, and the District DPEP planning teams. The Team also had the opportunity to visit schools in the districts and talk to teachers, pupils and parents.

1.2 The Team gratefully acknowledges the hospitality extended to them at the state, districts and village levels. The mission is particularly grateful for the school visits that were organized, notwithstanding the fact that the schools were still closed for the puja holidays. In addition, the Team wishes to place on record its appreciation for the meticulous documentation which was provided by the State DPEP Project Director.

2. General Overview

2.1 In brief, the Team found that the State is ready to implement DPEP. An impressive amount of preparatory work has been undertaken. All stipulations in the loan agreement have been fulfilled. Staff have been recruited at the State Project Office and the process of appointing staff at the district level will soon be completed. District plans have been prepared, Village Education Committees activated and general awareness building has taken place. While much remains to be done, particularly with regard to staffing of the District Institutes for Education and Training (DIETs), and planning teacher training activities, the project is off to a good start.

3. Awareness Raising/Community Involvement

3.1 The Total Literacy Campaign has been instrumental in building awareness and preparing for DPEP in the districts visited. In addition, the educational activities of many Non-Governmental Organizations, the Non-Formal Education Programme, and the Integrated Child Development Scheme have also stimulated community involvement in education. The Team took note of the successful work being carried out by women's self-help groups. They can be utilized for generating support for DPEP and particularly for girls' education.

3.2 The Team discussed school needs with several Village Education Committees. Most committee members gave priority to provision of the following inputs (in order of importance): a) potable drinking water; b) uniforms and textbooks for all girl students irrespective of caste or tribal status; c) materials to rehabilitate classrooms and school facilities; and d) toilets, especially for girls.

3.3 The Team was impressed with the enthusiasm of the VECs, but they also feel that there is an urgent need for orientation for VEC members with regard to their roles and responsibilities. In this connection, the Team suggests that, in preparing training modules, the State DPEP Director consult with other DPEP states which have experience in VEC training such as Karnataka, Maharashtra, and Madhya Pradesh.

4. Civil Works

4.1 At the State Project Office, the Executive Engineer and Assistant Engineer for executing civil works have been appointed, the civil works manual has been prepared, and innovative designs for school buildings have been developed. Moreover, the agency for implementing civil works at the district level and below has been identified. The sites for construction of Block Resource Centres (BRC) and school buildings have also been identified.

4.2 Teacher absenteeism was found to be a serious problem in the districts visited. A pilot proposal has been presented by the State Planning Office to build a teacher hostel in a remote location in one of the DPEP districts in order to reduce teacher absenteeism and increase student retention.

4.3 Funds for providing potable drinking water and adequate sanitation facilities are available under DPEP if this is given as a priority of VECs. In addition, the state should mobilize resources for construction/repairs of school buildings as well as for water and toilets through other schemes of the Government. Further, the Team recommends that during the first year of the project, high priority be accorded to construction of the BRCs and rehabilitation of DIET buildings, which are critical for teacher training activities.

5. Pedagogy/Teacher Training

5.1 Minimum Learning Level (MLL) and Teacher Hand Books: The Team was informed that MLL texts have been supplied to Class I in the two districts but that they require revision. In addition, the Team was told that the teacher hand book was still in manuscript form with the result that teachers have not been prepared to use the new materials. The Team strongly encourages the State Department of Education to accelerate the production and supply of MLL based text books for classes 1-3 together with the teacher guides.

5.2 Teacher Training: The two immediate in-service teacher training priorities which have been identified by the state are : (a) training of untrained teachers; and (bb) training in the use of MLL based text books. The magnitude and practical implications of organising these activities are only now being appreciated.

5.3 The preparation of modules for in-service training of teachers in MLL and development of necessary infrastructure should begin in the first year of the project as agreed. The DIETs have an important role to play in teacher training. However, little progress has been made in staffing and improvement of facilities. At the DIET in Bolangir, for example, only six of 19 sanctioned teaching positions have been filled. Consequently, the staffing of the DIETs as well as rehabilitation of their facilities needs to be undertaken without further delay.

5.44 The transfer of trained teachers/educational administrators has been brought up as an issue. To ensure continuity, it would be helpful to formulate a policy, for example, to ensure that trained personnel should normally be required to serve three years in their current place or in exceptional circumstances, be transferred to another DPEP district.

6. Management/MIS

6.11 The Team was informed that some DPEP staff have already been trained in management information systems. The State Project Office should now go ahead to acquire the necessary computer hardware/software and appoint computer operators. In so far as assembling data bases to facilitate project implementation and performance monitoring are concerned, while many qualified contractors are available to undertake school mapping, this is not the case for micro-planing and evaluation. The Team suggests that staff and social science research units in higher education institutions could be involved in this work.

6.2! Discussions with the State as well as the district DPEP staff reveal much scope for collaboration with colleagues in other DPEP states (e.g. in teacher and VEC training). The Team strongly urges Orissa DPEP planners to include cross-state visits in their capacity building plans.

6.3 In light of the compression of tasks during the first year of the project (and unavoidable delays in start up), the Team suggests that the phasing of activities in district plans be reviewed.

6.4 The successful implementation of DIPEP requires coordination with other departments responsible for the Integrated Child Development Scheme, Mass Education, and Non-formal Education as well as with non-governmental organizations. Attention should be given by the State Department of Education to facilitating a convergence of these services at the village, block and district levels.

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7. The Way Forward

Based on the above findings, three key actions should be initiated in the next six months. These involve:

- Reviewing the implementation schedule for the annual work plans of the districts;
- Staffing of the DIETs and commencing the training of untrained teachers; and
- Preparation of MLL based text books and teacher guides through textbook writing workshops.