

THIRD DISTRICT PRIMARY EDUCATION PROJECT

(DPEP III)

Aide-Memoire

Identification Mission

I. Introduction

1.1 The proposed IDA-assisted Third District Primary Education Project (DPEP III) was identified during July 22 to the 31st, 1996, by an IDA team led by Juan Prawda (Senior Education Specialist, SA2PH), Audrey Aarons (Education Specialist, SA1PH), N.K. Jangira (Education Specialist, SA2RS), V.J. Ravishankar (Economist, SA2RS), Sam Thangaraj (Social Development Officer, SA2RS), Adriaan Verspoor (Education Adviser, SA2RS), Roger Bonner (Civil Works Specialist, consultant) and Philip Cohen (Textbook Specialist, consultant). Ravi Capoor, Deputy Secretary from the DPEP Bureau in the Department of Education (DOE) and Dharendra Kar and Jyostna Jha from the Technical Support Group (TSG) facilitated the mission in Bihar.

1.2 The mission wants to record its appreciation for the assistance it received from the District Primary Education Project (DPEP) Bureau of the DOE of the Ministry of Human Resource Development (MHRD) of the Government of India (GOI), the Department of Economic Affairs (DEA) of the Ministry of Finance (MOF) of the GOI, the state educational and financial authorities of Bihar (GOB), the District Collectors and educational authorities of the districts of Bhojpur, Darbhanga, Muzaffarpur and Rohtas in the state of Bihar, the Bihar Education Project (BEP) authorities in Bihar, UNICEF's personnel in Delhi and Patna, and the TSG. The spirit of collaboration which characterizes the working relation of IDA with GOI extended into the identification of this proposed investment and made it possible to achieve the mission's expected objectives.

1.3 This aide-memoire (AM) summarizes the mission's findings and records the agreements reached. Section II describes the proposed project design, objectives, and components agreed with DOE/GOI and GOB. Section III explains the project scope and the eligibility criteria for Bihar districts to be included in the proposed project. Section IV discusses the agreements reached with respect to project preparation start-up activities. Section V comprises the agreements reached with the DPEP Bureau and GOB concerning the project preparation schedule and conditions for proceeding to pre-appraisal, appraisal and negotiations stages. Section VI comprises a synthesis of a presentation given to the DPEP Bureau concerning some relevant innovations in the Chilean educational context that may be pertinent to the Indian experience. Finally, Section VII summarizes the next steps agreed with GOI and GOB to proceed with the project preparation stages. Annex I presents proposed modifications to the terms of reference (TORs) to carry-out the required district-based social assessment studies. Annex 2 contains additional information on the project sub-components.

1.4 The agreements reached and mentioned in this AM are subject to review and confirmation by IDA management in Washington D.C and GOI in Delhi.

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II. Proposed project design, objectives, and components

2.1 Project design. It was agreed that the proposed DPEP III to be implemented in the state of Bihar would be prepared and implemented in accordance with the policies, guidelines and procedures published in the *DPEP Guidelines and Manual of Program Administration*. These documents were appraised by IDA for the First DPEP (Credit 2661-IN), and are being utilized for the Second DPEP (Credit 2876-IN), recently approved by IDA's Board. The documents provide clear guidance on program policy and procedures to the eleven states and over 100 participating districts under the DPEP umbrella.

2.2 Project objectives. Like DPEP I and II, the proposed project would build new, and strengthen existing, state, district and sub-district level managerial and professional capacity for the sustainable development of primary education in Bihar. The proposed project would also support district and sub-district based activities aimed at improving access to primary education, reducing dropout and increasing learning achievement, with special emphasis on interventions that would target female, scheduled caste (SC) and scheduled tribe (ST) students, as well as children with mild to moderate disabilities.

2.3 Project components. It was agreed that the proposed project in Bihar will have the following two components: (a) *Building and Strengthening State Institutional Capacity* to: (i) appraise and supervise the implementation of district-level programs designed to improve the quality and efficiency of primary education; and (ii) provide technical support for program management, instructional materials development, improved teaching, improved planning and management and research and evaluation; and (b) *Improving the Quality of, Reducing Dropout from, and Expanding Access to Primary Education* by strengthening the capacity of district and sub-district institutions to plan and manage program delivery; developing community participation and awareness; improving teacher in-service training, learning materials and teaching aids; implementing targeted interventions for girls, children with mild to moderate disabilities, SC and ST students and early childhood education; and constructing new classrooms and water and sanitation facilities and improving existing schools in participating districts. The proposed project would benefit from the *National Management Structure Support for DPEP* designed and implemented under DPEP I and fine-tuned under DPEP II, to strengthen the capacity of national institutions to appraise, monitor, assist and evaluate district investment proposals in participating DPEP states and districts.

2.4 Project sub-components. It was further agreed that, in following the DPEP umbrella, the proposed project would have the following sub-components. Under the first component - *Building and Strengthening State Institutional Capacity* - the proposed sub-components would be: (i) Strengthening of the State Implementation Society; (ii) Improvement of Instructional Materials Development and Production; (iii) Improvement

of the State Implementation Society; (iv) Improvement of Instructional Materials Development and Production; (v) Improvement of Teacher Training and In-service Training; (vi) Improvement of School Infrastructure; (vii) Improvement of Community Participation and Awareness; (viii) Improvement of Early Childhood Education; (ix) Improvement of Water and Sanitation Facilities.

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(vii) Provision of Learning Materials and Teaching Aids; (viii) Provision of In-service Teacher Training; (ix) Provision of Targeted Interventions and Carrying-out Awareness Campaigns focused particularly on Girls, SC and ST Students, and Children with Mild to Moderate Learning Disabilities; (x) Selected Expansion of Early Childhood Education; (xi) Opening of New Schools; (xii) Strengthening of School/Community Organizations; (xiii) Construction of New Classrooms and Water and Sanitation Facilities and Improvement of Existing Schools; and (xiv) Development of Alternative Schooling Modalities.

2.5 DPEP Guidelines. It was agreed with the DPEP Bureau that any needed modifications in program policy and procedures arising during the preparation of the proposed project to fit the specific conditions of Bihar, would be mutually agreed as per legal agreements for the DPEP I and II projects and included in a Memorandum of Understanding. The following points in the DPEP Guidelines have already been subjected to a broader interpretation during the negotiations of DPEP II, and would be also applicable to DPEP III: (i) declining scale of recurrent project costs (from 90% in the first year of project implementation to 40% in the last year, instead of the 90%-65% scale utilized in DPEP I); (ii) length of the project (five years instead of the 6-7 years applicable to DPEP I and II); (iii) additionality criteria on real state expenditure levels for elementary education using 1995-96 as a baseline year; and (iv) adding children with mild to moderate learning disabilities to the targeted group.

2.6 Proposed supervision scheme. It was agreed that it would be convenient to include the proposed project under the joint supervision scheme devised for DPEP I and II. The mission informed GOI and GOB that if the proposed credit is approved by IDA, it is required to supervise this investment twice a year. Given the poor performance of Bihar with other IDRB and IDA-financed projects, and in accordance with the supervision practices applied for the new DPEP states, the mission requested that Bihar be included in any joint supervision mission during the first three years of project implementation. In addition, the mission requested that if it becomes necessary during project implementation, specific thematic supervision be arranged for Bihar. Finally, the mission recommended that strengthening state supervision schemes which could provide periodic project progress reports, would certainly assist in the monitoring phase during the implementation of the proposed project. It was discussed that a strategy to delegate state supervision of the proposed project would be required before appraisal. GOI pointed out that a supervision mechanism has been put in place for DPEP I and II which consists of two national and two joint supervision missions per year. GOI would like to continue this arrangement for DPEP III.

2.7 Proposed Credit Duration. In accordance with recent IDA regulations, the proposed Credit would be provided for a period of five years.

III. Project Scope and District eligibility criteria.

3.1 Convergence with the Bihar Education Project (BEP). The scope of the proposed project depends on the strategy adopted with respect to other ongoing educational operations being currently carried out in Bihar. In accordance with one of the central concerns of the DPEP Guidelines, the mission explored different options to promote convergence of the proposed project with the UNICEF-financed BEP. The BEP was the first attempt in India to tackle primary education on a large scale. Supported by UNICEF, BEP is currently operating in the following seven educational districts (eight revenue districts as Sitamarhi as been split into two): Muzaffarpur, Chatra, Paschimi Champaran, Purbi Singhbhum, Ranchi, Rohtas and Sitamarhi. The BEP objectives and organizational structure have many similarities with the DPEP model. However, strategies for a number of key activities including the development of community awareness and support, women's empowerment and teacher training have been tested. Furthermore, BEP has established an effective management structure at the state and district levels. These are considerable achievements. Being able to build on these achievements and incorporate them in the proposed DPEP III in Bihar would enhance the case for a sizable IDA investment in primary education in Bihar and accelerate project launch.

3.2 Possible scenarios. Three possible scenarios were discussed by the mission with the DPEP Bureau, GOB and UNICEF:

(a) Separation scenario. This scenario foresees that BEP and DPEP III would operate as separate programs in different districts according to their own financial, program, disbursement, procurement and auditing guidelines and procedures, although managed by the same State Implementation Society (SIS). The BEP districts would continue operating under the current 3-2-1 financial arrangement (UNICEF 50%, GOI 33% and GOB 17%), while new DPEP III districts would be subject to the 85-15% financial formula.

(b) Partially integrated scenario. This scenario assumes practically the same characteristics as the previous one, except that the BEP program operating in the seven districts would be complemented by certain IDA activities, such as civil works and incremental teachers' salaries.

(c) Fully integrated scenario. This scenario assumes one operation where BEP activities would merge into DPEP III in the current seven and newly added districts. Under this scenario, all the participating districts would benefit from the DPEP interventions, including most activities developed under BEP which have proven to be effective and that may continue. UNICEF expertise and funding would be provided for specific agreed activities in all the districts. The funding arrangements could take different modalities. One possibility would be that GOI contribute 35% of the total project cost (net of taxes and duties) through the IDA credit, and the other 65% (GOB and UNICEF) contribute the remaining 100% of total project costs. Another possibility is that GOB maintain its

current level of operation in BEP, GOB contributes 15% of total project costs (similar to the contribution of the eleven states participating in DPEP I and II), and GOI contributes with the balance through the IDA Credit. This enlarged operation would be managed by the existing State Implementation Society (SIS) under disbursement, procurement and auditing guidelines and procedures acceptable to IDA.

3.3 In considering these options, the mission took into account the need to: (i) maximize program coverage; (ii) tap fully into the accumulated BEP experience; (iii) establish simple and transparent financial, disbursement, procurement and accounting procedures. The mission concluded that the "full integration option" was the one that best responded to these needs. UNICEF has confirmed its full support for this approach GOI will confirm and communicate to IDA the financial arrangement agreed with UNICEF for the 1998-2002 period. It was agreed with GOI and GOB, that a formal communication will be sent to IDA concerning GOI's selected option.

3.4 Project scope. After some discussion, all the parties concerned agreed that it would be advantageous for the Bihar primary education system to prepare the proposed project under the fully integrated scenario. Under this scenario, the mission recommended that the proposed operation be carried out in the eight BEP revenue districts plus ten additional educationally disadvantaged revenue districts (for a total of 18 districts). This recommended sizable operation would increase coverage to about one third of the total number of educationally disadvantaged districts in Bihar from the current 12% coverage. The mission explained that in recommending this number of districts it has taken into consideration: (i) the availability of IDA funds for FY98; (ii) the complexity in preparing and implementing in a timely and effective fashion during the five-year cycle, a very large scale operation that may very quickly lead into slow disbursements, especially in the state of Bihar which has a consistently poor performance record with other Bank-financed projects (Bihar Public Tubewell Project; Subernarekha Irrigation Project; Bihar Rural Roads Project; Bihar Agricultural Extension and Research Project; States' Road Project; Second Integrated Child Development Services; and Seventh National Family Welfare Training Population Project); (iii) IDA's management mandate to ensure quality at entry of the proposed project; and (iv) the ability of the state to sustain the cost of implementation, especially after project completion. Pending the results of the sector financial study, it has been estimated by the mission that each participating district would require about US\$300,000 per year of GOB funding during project implementation, increasing to about US\$800,000 per year after project completion. For 18 districts, the yearly state financial obligations would be about US\$5.4 million and US\$14.4 million respectively. The Financial Commissioner of Bihar stated that he doesn't perceive any difficulty in meeting the financial commitments arising from the proposed project implementation, in view of the fact that expenditures in primary education in Bihar increased from 1220.8 crores (US\$346.3 million) in 1995-96 to 1503.3 crores (US\$426.4 million), an increase of 23.1%.

3.5 GOI and GOB expressed opinion that revenue districts may not be the best criterion for fixing the bottomline on the number of districts. The reasons forwarded by

GOI and GOB in favour of this were as follows. First, the criterion of new districts is a phenomenon of the last few years. Rationale for creation of such small units were purely administrative and other reasons and are not educationally sustainable and feasible. Second, educational infrastructure has not come up, meaning thereby that these districts do not have a District Level education officer and the necessary administrative back up. Finally, the DIETs upon which the programme long term sustainability depends on, have not been sanctioned by GOI because GOI recognises the original districts as units for DIETs. The mission noted that the use of this definition would result in a coverage comprising a larger number of revenue districts than the 18 districts proposed by IDA. This issue would be further discussed with IDA senior management and the decision concerning the project scope will be communicated to GOI and GOB.

3.6 To ensure full integration, the following would be required by pre-appraisal:

(a) draft of the proposed financial arrangements with UNICEF, identifying: (i) the activities that UNICEF would fund; and (ii) the cost sharing formula between GOB, UNICEF and IDA;

(b) draft management plan for the SIS that would propose: (i) an updated organizational structure for the State Project Office (SPO) and the District Project Offices (DPOs); (ii) staffing patterns for the SPO and DPOs; (iii) procedures for disbursing funds from the GOI, GOB and UNICEF to the SIS; (iv) procedures for disbursing funds from SIS to the DPOs, block resource centers, cluster resource centers, village education committees and schools; (v) procurement arrangements and corresponding training on IDA procurement guidelines and procedures; (vi) accounting and auditing procedures; (vii) program monitoring through the Project Management Information System (PMIS) and Educational Management Information System (EMIS); (viii) draft standard bidding documents for the acquisition of the hardware and software required by the EMIS and PMIS in the SPO and DPOs; and (ix) planning and review of the Annual Work Plans and Budgets.

(c) a draft transition plan which would propose the steps to be taken to ensure that by effectiveness of DPEP III, the SIS has adopted the DPEP structures and procedures and that program activities will be consistent with the DPEP guidelines.

3.7 District eligibility criteria for new districts. It was agreed that the existing DPEP guidelines for determining the eligibility of districts for financial support would apply to this proposed investment. Accordingly, the proposed credit would support districts in Bihar with a female literacy rate of less than the national average of 39.1 percent. The mission noted that the average female literacy rate of one BEP district (Purbi Singhbhum) is higher than the one set in the DPEP Guidelines. However, it was agreed that this district would be included under the full integration scenario.

IV. Project preparation start-up activities

4.1 Methods and procedures for the preparation of the state management component and district investment proposals developed for the Uttar Pradesh Basic Education Project (Credit 2509-IN), DPEP I (Credit 2661-IN) and DPEP II (Credit 2876-IN) and other related sector investments, such as the Andhra Pradesh and West Bengal ODA-financed projects, would provide the basis for the preparation of the proposed project. These procedures include a state and district planning methodology to establish state and district investment proposals and a complete package to carry-out a series of studies. The package of studies comprises: (i) a district baseline assessment study; (ii) a district social assessment study; (iii) a state-based textbook and teaching and learning material study; and (iv) a state-based sector financial study.

4.2 District investment proposals. A district planning methodology encompassing stakeholder participation in project planning has been developed on the basis of experience in preparing IDA and donor-financed projects in the education sector. A district investment proposal should include: (i) a definition of district investment objectives; (ii) selected strategies and activities to be implemented at the district level and below (block resource centers, cluster resource centers, VECs and schools); (iii) costing of these activities; and (iv) first year work program and budget. The preparation of district plans is expected to involve a wide range of stakeholders and beneficiaries. Participatory methodology aimed at facilitating focused groups will be provided to the planning teams during their training process.

4.3 State investment plan. A state planning methodology encompassing stakeholder participation in project planning has also been developed during the preparation of DPEP I and II. A state investment proposal should include: (i) a definition of state investment objectives; (ii) selected strategies and activities to be implemented at the state level; (iii) costing of these activities; and (iv) first year work program and budget. As with the district investment proposals, the preparation of a state plan will also involve a wide range of stakeholders and beneficiaries. Participatory methodology, such as the visioning workshop (para. 4.5) is deemed necessary to enhance the quality and relevance of this plan.

4.4 Training of state and district planning teams. It was agreed that once the state and district planning teams are formed, they will undertake the training that has been contracted with the LBSNAA Research and Training Center in Mussoorie. The mission recommended that the training should be preceded by an improved pedagogy visioning workshop at the state level (see para. 4.5). The training process would incorporate the following planning themes: (i) collection and analysis of educational statistics (see paras. 4.7 and 4.24); (ii) school mapping exercises; (iii) design and costing of activities to increase access, reduce dropout, and enhance learning of primary schools in the district, following the agreed computerized data base for developing project cost estimates utilized in DPEP I and II; and (iv) awareness of the DPEP Guidelines. Based on the lessons learned from the training carried out under DPEP I and II for the different district planning teams, the mission recommended that the training to be provided for the Bihar

district planning teams should: (v) be coupled with the process to be undertaken at the district level to define a strategy for improved pedagogy (see para 4.5 and 4.16); (vi) be linked to the activities carried out to improve the textbooks and learning materials (see para 4.18); (vii) include a social mapping exercise (see para. 4.10 and Annex I); and (viii) incorporate the main findings of the studies carried out for this project preparation, once they become available.

4.5 Improved pedagogy visioning exercise. During the appraisal mission for DPEP II carried out in February 1996, the DPEP Bureau and the IDA mission agreed on the usefulness of holding visioning workshops to enable key persons in primary education, in particular from newly incorporated states, to understand more clearly what the new pedagogy entails and what a classroom will look like by the end of the project. Based on this recommendation, the DPEP Bureau and the GOB confirmed their intention to carry out an improved pedagogy visioning workshop at the state level in Bihar for key actors involved in the first stage of the state and district planning process. This workshop aims at providing a model of a participatory process to design a strategy for improved learning in the classroom. It is also intended to provide a sample to be replicated at the district and sub-district levels with interested primary school teachers and principals.

4.6 The mission recommended that it would be convenient to hold this visioning workshop before the training activities are carried out with the district teams in Mussoorie. It would be desirable to have about 48 to 50 participants in the workshop, representing a broad cross-section of central, state, district and sub-district stakeholders involved in the project preparation and implementation stages. The mission requested to be invited as observers to this workshop.

4.7 District-based baseline assessment studies. The multipurpose beneficiary assessment study provides benchmark data to measure change over time and situational analysis to inform district investment plans. Bihar has the experience of successfully conducting a baseline assessment study (BAS) in 7 BEEP and 3 non BEP districts. For the proposed DPEP III new districts, the mission recommends the inclusion of: (i) classroom observation during the preparation of these studies; and (ii) questions concerning language of instruction and home language of the students. The NCERT will examine the feasibility of including this recommendation in future baseline studies. The design and tools for a BAS are available from the National Council of Educational Research and Training (NCERT) which is coordinating and providing technical assistance to the DPEP II expansion districts in carrying out their required BAS. The BAS is a critical input not only for the initial preparation of the district investment proposals but also for implementation. It is also a costly exercise in terms of both financial and human inputs. The quality of data collected, data scrutiny and management, and analysis are critical. Quality assurance should be the watchword at every stage. GOB and DPEP Bureau should evolve a mechanism for checks at different stages to ensure quality.

4.8 To conduct a high quality BAS, the following actions are envisaged: (a) early identification of proven agencies and persons; (b) establishing milestones for BAS

ivities; (c) early submission of proposals along with cost to the DPEP Bureau for funding including a sharing workshop; (d) ensuring the provision of timely technical assistance to GOB for training, data management and analysis to guarantee quality; and (e) close monitoring of progress and quality by DPEP Bureau to avoid slippage.

4.9 It was agreed that to proceed with the pre-appraisal stage, IDA would require: (a) a report of the BAS for the proposed DPEP districts at least two weeks before the pre-appraisal mission; and (b) evidence of sharing of preliminary findings of the BAS with the state and district planning teams.

4.10 District-based social assessment studies. The social assessment studies (SASs) that have been completed for DPEP II districts aim at: (i) analyzing specific problems of girl, tribal children and other disadvantaged groups with respect to their enrollment, retention and achievement; and (iii) assessing the views and perceptions of the community on the constraints in ensuring effective participation of these children. These studies, however, have been based mostly on the review of published and unpublished secondary materials in addition to Focus Group Discussions in a very limited number of villages in a district. In order to make the SAS a more effective input for holistic and participative planning and to reinforce the social emphasis of DPEP, the mission recommends a revision to the existing agreed TORs to improve the social strategic thrust of DEP and to incorporate a more appropriate and participative methodology in the district planning process (see Annex I).

4.11 The *Participatory Rural Appraisal (PRA)*, with its set of "tools" such as social mapping, trend analysis, seasonality and triangulation, is suggested as an appropriate methodology for future studies to be undertaken under DPEP III. There are spatial patterns of living and location of schools that govern the access to and exclusion from schools of children from socially disadvantaged communities. A social mapping of the village, to be incorporated as part of the district investment proposals, would help not only to identify the location of existing schools and to see how it helps or hinders access to schools, but also to identify locations for new schools, non-formal education centers, and early childhood centers. The seasonality tool of the PRA identifies activities children undertake as child labor within a specific time in a month and day, and assists in the design of alternative educational delivery strategies to provide schooling to these children when they are free.

4.12 PRA is a well known and widely used participative methodology in India. There are a number of NGOs and consulting organizations which have the necessary professional skills and field experience in PRA. Once the revised TORs have been agreed with IDA, GOB would have to identify, select and appoint an entity or entities to conduct the required SASs. Some of the NGOs and consulting organizations experienced in PRA identified by the mission are: Action Aid India in Patna; Rural Management Center at Xavier Labour Research Institute in Jamshedpur; Xavier Institute of Social Service in Ranchi; TARU in New Delhi; AIMS Research in Calcutta; Asian Development Research Institute in Patna; PRADAN in Patna; and ADITI in Patna. There may be others who are known to GOB and the TSG. The mission recommends that PRA

be made part of the state and district planning teams' training process. Furthermore, it would be convenient to undertake this training at the sub-district level to include DIETs, block resource centers (BRCs) and cluster resource centers (CRCs). IDA would require for pre-appraisal, a preliminary draft report of SAS of a sample of 50% of participating districts.

4.13 Since the review of published and unpublished materials related to social issues in education, including enrollment, retention and achievement, are common to the entire State, it seems to the mission far more useful if one such comprehensive study is commissioned for all the Districts. Institutions, such as A.N.Sinha Institute of Social Studies, could be one, of many organizations, with the skills and experience to carry such a study.

4.14 State-based textbook and learning materials study. Bihar has already replied to two questionnaires prepared by NCERT and designed to compare: (i) the Design, Production and Distribution of Instructional Materials in DPEP states; and (ii) the Economics of Textbook Production in DPEP states. By September 14, IDA's textbook consultant will provide the state authorities with data to enable them to see how their performance compares with that of other states. This information should help both the state and the proposed project districts in the preparation of their project proposals.

4.15 State-based sector financial study. The agreed TORs for the state sector finance study used in DPEP II forms the basis of the required study in DPEP III, with one small amendment that the mission would like to recommend. In addition to the trends in actual expenditures, plan and non-plan, on salary and other non-salary components, the study would also present and analyse the trends in the deviations between budget allocations and actual spending on the different components. This recommended amendment will strengthen the analysis of financial trends and the assessment of sustainability after the project is completed. The mission visited two research institutions in Patna -- A.N.Sinha Institute and ADRI (Asian Development Research Institute), which are capable of conducting such a study. The mission is aware that ADRI has recently conducted a self-sponsored study of public finances in Bihar, and is currently carrying out a study of secondary education for the UNDP. ADRI already has compiled district-wise data on education and literacy indicators, as well as school and teacher numbers. It is expected that once the TORs have been agreed with IDA, an institution would be selected and contracted by the SIS for carrying out the study. A complete draft would be required to proceed with pre-appraisal. A final report of the study, comprising the recommendations provided by the pre-appraisal mission, would be required to proceed with the appraisal stage.

4.16 In-service teacher training. Annex 2 contains proposals for: (i) participatory approaches during the district planning exercise; and (ii) the questions to keep in mind to facilitate the design of teacher training programs. It also suggests the issues most likely to be addressed during the preparation of district investment proposals for in-service teacher training, school supervision and support for improved teaching and learning. The

annex also details the in-service teacher training documents required for pre-appraisal and appraisal.

4.17 The immediate first step in Bihar would be to identify a teacher in-service and school development task force, and the institutions to be responsible for management of the state (and district) plan preparation. The second step would be to orient the task force to developments in DPEP and BEP towards active learning approaches for primary school classrooms and teacher training. Familiarity with experiences of best practices elsewhere in India and in the world would help the team to identify the kinds of expertise required and the nature of the experiences required to introduce and develop child centered and active learning approaches. It would also help the planning teams to assess the most appropriate approach for Bihar to follow in preparing training plans, the sequencing of steps and a suitable timeframe for introducing the package of innovations to be supported by DPEP Bihar.

4.18 Textbooks and learning materials. DPEP aims to improve the quality of primary education by bringing about change in the classroom. Textbooks and learning materials are essential tools for this task. DPEP guidelines give states, districts, blocks, clusters and schools plentiful opportunities to improve the quality and effectiveness of existing materials and to develop, trial and introduce new materials of all kinds. Textbooks and learning materials cannot be viewed in isolation. They form an integral part of the teaching/learning process and their development and introduction must be carefully coordinated with in-service teacher training. The aims of DPEP will not be achieved simply by providing teachers and children with more of the existing materials, nor with new materials if these have not been developed with the involvement of practising teachers and if teachers have not been trained in their use. Annex 2 describes in more detail this sub-component.

4.19 The Bihar State Textbook Publishing Corporation Ltd has responsibility for the development of the state's core textbooks for Class I to Class X as well as for their production. Production is carried out partly in its own printing plant and partly by outside suppliers in the state with whom it contracts. The corporation incorporates therefore both a publishing house and a printing plant. DPEP guidelines allow for expenditure both on the preparation and production of new teaching/learning materials and on the revision (but not production) of existing ones. They also allow for expenditure on "enhanced State capacity for textbook development" on "streamlining the production and distribution of textbooks, NFE and ECCE materials and teachers' guides" and on "the efficiency of State textbook preparation, publication and dissemination". Very few DPEP states have yet to take full advantage of these categories of expenditure. Bihar should grasp them now. Annex 2 suggests what the publishing section of the corporation should prepare for pre-appraisal.

4.20 The printing plant was set up in 1972 and is badly in need of renovation and re-equipment. The mission understands that a sum in excess of Rupees 20 crores is owing to the corporation by the state authorities and that this is likely to be paid shortly. Since DPEP guidelines do not allow for expenditure on plant and machinery for state printing

plants, it is only with the payment of this outstanding sum that the corporation will be able to set about upgrading its production capacity. However, the DPEP guidelines quoted above give the printing section of the corporation substantial scope to call on expert help to improve the management of its plant, personnel, production, finances and distribution. This can be carried out in conjunction with the program of renovation and re-equipment. Annex 2 suggests what the printing section of the the corporation should prepare for pre-appraisal.

4.21 By September 14, the mission will provide to the state authorities the findings of the two studies on textbooks and learning materials referred to in para. 4.14 above.

4.22 Convergence strategies with other programs. Under the integrated scenario option discussed in para 3.2(c) above, convergence strategies with BEP interventions (Mahila Samakhya, Early Childhood Education, Total Literacy Campaigns, Non-formal education, Awareness Campaigns, Community Mobilization) would have to be explicitly defined during project preparation and included in the draft management plan mentioned in para. 3.5 and in the district and state investment proposals.

4.23 School, water and sanitation facilities construction and school maintenance. Given the poor performance that other DPEP I and II states have shown concerning civil works (see Annex 2), it was agreed that Bihar would pioneer a new approach to delivering educational infrastructure. The mission noted that a new construction initiative has been put in place by BEP, which IDA would like to visit during the pre-appraisal mission. This initiative comprises: (i) usage of cost-effective construction materials and techniques; (ii) employment of consultant architects to assure cost-effective appropriate designs, and to promote quality control in physical works; (iii) SIS employment of its own cadre of engineers, on contract, in every district to supervise and monitor all works; (iv) supply of water and sanitation facilities in all schools; (v) awareness and training programmes for all stakeholders in usage and maintenance of sanitation facilities; and (vi) promotion of community participation in the initial building of the school and continuous maintenance of the education infrastructure. By pre-appraisal, IDA will assess the technical and financial feasibility of incorporating this initiative into the proposed project sub-component. In addition, the mission noted that the district of Darbhanga will require special engineering and architectural attention as it experiences annual flooding in about half of the district. Section 5 describes the criteria to proceed with pre-appraisal and appraisal.

4.24 Educational statistics. GOB and the DPEP Bureau provided education statistics for the state and the four districts visited by the mission. Educational statistics will also be available for other districts participating in the proposed project. Information about ages, specific enrollments and facilities would be available from the Sixth All India Survey or the State Annual Statistics. It would be desirable for pre-appraisal to have the following summary statistics for the proposed districts and the state as a whole including: (i) child population in the age group 6-10 and 4-6; (ii) enrollment in grades I-V disaggregated by gender, ST, SC, and any other special groups specific to the state/district; (iii) drop out and retention rates disaggregated for each group; (iv) literacy rates; (v) teachers disaggregated by gender, SC and ST; (vi) sanctioned and in position, as

well as vacant posts in each district; (viii) government and private primary schools and sections; and (ix) DIETs and training institutes for training primary teachers. However, by appraisal, the above information would be a requirement.

4.25 Project Implementation Plan. IDA's regulations for new credits to be considered as of FY97 require the Borrower to prepare a Project Implementation Plan (PIP). The PIP includes:

- (a) the districts' education profile, including learning achievement derived from the baseline studies;
- (b) project cost tables;
- (c) five-year implementation schedule including a detailed implementation for the first year;
- (d) teacher training strategy;
- (e) learning materials strategy;
- (f) civil works strategy;
- (g) state, district and sub-district capacity building strategy;
- (h) social assessment and participation integrating the total district-based assessment studies;
- (i) financial sustainability;
- (j) state and district management structures and processes; and
- (k) performance indicators.

It is expected that the TSG would prepare the PIP with GOB participation. For pre-appraisal, IDA would require a first draft of the PIP. Negotiations would proceed on the basis of IDA's appraisal of the PIP during the appraisal mission.

4.26 Project preparation coordination. Responsibility for the coordination of DPEP III at the national level has been assigned to the DPEP Bureau/DOE. Technical support would be provided to the state and participating districts by the TSG located in Education Consultants India Limited (EdCIL). Responsibility for the coordination of DPEP III at the state level has been assigned to the SPO in the SIS

4.27 Impact on the DPEP Bureau and the TSG. The mission expressed concern about the capacity of the DPEP Bureau and the TSG to respond in a timely fashion to the demands for technical assistance by the GOB and participating districts during project preparation in the context of an increasing demand for simultaneously assisting in the implementation of DPEP II in about 50 to 60 expanding districts. The mission recommended that a plan for the progressive transfer of technical advice responsibilities, currently performed by the TSG, to the SPO be prepared by the GOI before appraisal.

4.28 Financing of project preparation activities. SIS, in consultation with GOI would provide funds for the preparation of DPEP III. In addition, an extension of the remaining funds under the Japanese Grant would be requested by the mission upon return to headquarters. It is estimated that project preparation could cost in the order of US\$300,000.

4.29 Project appraisal at the pre-appraisal stage: It was agreed that the DPEP Bureau DOE would pre-appraise the state and district investment proposals of the *totality* of districts to be incorporated into the proposed credit and submit them for IDA's selected review. IDA would: (i) review the national pre-appraisal process; (ii) review pre-appraisal reports and district investment proposals in a selected number of districts; (iii) assess readiness for project implementation at the state (SPO) and district levels (DPOs); and (iv) pre-appraise the Project Implementation Plan prepared by the TSG and the DPEP Bureau. At the time of pre-appraisal, IDA and GOI will discuss the appraisal arrangements. IDA's staff appraisal of these investment proposals and readiness to implement the project would serve as the basis for negotiation with GOI/DOE and GOB and presentation of the proposed project for approval by IDA. It was agreed that the DPEP Bureau, through its Technical Support Group (TSG), would carry-out the pre-appraisal of the state and district investment proposals following the appraisal criteria utilized for DPEP II. It was agreed that any needed modifications in the appraisal criteria to fit the specific conditions of Bihar, would be mutually agreed with IDA.

V. Project preparation schedule and conditions for proceeding to pre-appraisal, appraisal and negotiations stages

5.1 The mission proposed that the following criteria be used to determine the pace to proceed with the pre-appraisal, appraisal and negotiations stages of the proposed project:

For *Pre-appraisal*, IDA would like to review two weeks before the start of the pre-appraisal mission the following documentation:

- (a) draft of the proposed financial arrangements with UNICEF;
- (b) draft management plan for the SPO and DPOs, including a program for staff training;
- (c) a draft transition plan;
- (d) draft report of the BAS for the proposed DPEP districts;
- (e) evidence of sharing preliminary findings of the BAS with the state and district planning teams;
- (f) draft report of the social assessment studies with evidence that participation is taking place at the village level;
- (g) draft report of the state sector financial study;
- (h) summary statistics for the proposed districts and the state as a whole;
- (i) draft of the PIP;
- (j) draft of the district investment proposals of all participating districts;
- (k) draft of state investment proposals;
- (l) pre-appraisal reports by the TSG of the district and state investment proposals;
- (m) civil works documentation:
 - draft construction management manual aimed at the VECs;
 - design, plans, specifications and costing for all types of construction to be financed under the proposed Credit (schools, water and sanitation facilities, CRCs, BRC, renovation of DIETs);

- evidence that SPO has completed a plan for each district to employ a full complement of engineers to carry out supervision and monitoring activities;

- (n) draft standard bidding documents for the acquisition of hardware and software required for the EMIS and PMIS at the state and district levels; and
- (o) draft plan for the progressive transfer of technical advice and supervisory responsibilities to the SPO.

For *appraisal*, IDA would like to review two weeks before the start of the appraisal mission the following documentation (changes made in the state and district investment proposals from the time of pre-appraisal should be highlighted to facilitate the review process by IDA):

- (a) evidence of acceptable performance of both DPEP I and II (IDA's 590 supervision reports would be used as a source of information to assess project performance);
- (b) final financial arrangements with UNICEF;
- (c) final management plan for the SIS, including core staff in place in the SPO and DPOs, including a program for staff training;
- (d) final transition plan;
- (e) final report of the BAS for the proposed DPEP districts;
- (f) continuing evidence of sharing preliminary findings of the BAS with the state and district planning teams;
- (g) final report of the social assessment studies with evidence that participation is continuing to take place at the village level;
- (h) final report of the state sector financial study;
- (i) final PIP;
- (j) final district investment proposals of all participating districts;
- (k) final state investment proposal;
- (l) a draft plan to establish or maintain DIETs or equivalent institutions in project districts;
- (m) appraisal reports by the TSG of the district and state investment proposals;
- (n) civil works documentation;
 - final construction management manual;
 - standard bidding documents for BRCs ready to tender;
 - standard bidding documents for smaller building following community school construction and local shopping;
 - design, plans, specifications and costing for CRCs;
 - evidence that the project construction coordinator at the SPO is in place as well as a shortlist of all supervising, executive and junior engineers for each district along with a proposed salary and management structure;
 - draft maintenance manual aimed at the VEC;
- (o) approved standard bidding documents for the acquisition of hardware and software required for the EMIS and PMIS at the state and district levels; and
- (p) final plan for the progressive transfer of technical advice and supervisory responsibilities to the SPO.

Negotiations would proceed on the basis of the appraisal findings. It is too early at this stage of project preparation to propose and agree on a list of criteria to proceed with negotiations. These criteria will evolve and be discussed as project preparation proceeds.

5.2 These conditions will be reassessed at the time of the progress review mission to take place on or about the time of the forthcoming DPEP joint supervision mission in October-November 1996.

VI Chilean Educational Experience

6.1 Mr. Prawda made a presentation of the following two educational innovations being currently implemented by the Chilean Government in their public primary and secondary education systems: (i) school-based quality improvement projects; and (ii) new approaches for in-service teacher training. The presentation was attended by staff of the DPEP Bureau, the TSG and some professionals from apex institutions involved in the execution of DPEP I and II. The mission considers these innovations to be relevant to the Indian quest for improving primary education. These innovations also fit well in the DPEP design which includes in-service teacher training activities and an innovation facility fund to assist states to promote and test new approaches to improve the quality of their primary education systems. The mission recommended that consideration be given by the DPEP Bureau to include a visit to such innovations in Chile during the forthcoming October study tour to visit the "Escuela Nueva" in Colombia. IDA would be keen in assisting in the logistics of this proposed visit. GOI expressed its appreciation for these presentations.

VII. Next steps

7.1 It was agreed that the following steps would need to be carried out in order for the state and districts to be able to start preparing their investment proposals:

GOI will:

(a) agree the basis of funding in collaboration with GOB, IDA and UNICEF; and agree on the roles of IDA, UNICEF, GOB and GOI during project preparation and implementation; and

(b) train state and district planning teams.

GOB will:

(a) select districts:

- (b) constitute state and district planning teams;
- (c) conduct visioning workshops, first at the state level, and then, at the district level and below;
- (d) carry out the training of the state and district planning teams
- (e) identify, in consultation with GOI, consultants and/or institutions to carry out all the required studies;
- (f) start the preparation of the state and district investment proposals; and
- (g) identify resource personnel in Bihar or elsewhere to be trained by the TSG to act as the state TSG;

IDA will:

- (a) apply for an extension of the Japan Grant Funds to assist project preparation activities
- (b) conduct a progress review mission on or about the timing of the next DPEP joint supervision mission

ANNEX 1. STUDIES

I PROPOSED REVISED TORs FOR SOCIAL ASSESSMENT STUDIES

1.1 Objective: The aim of the Social Assessment Studies (SASs) is to identify social, economic and cultural factors associated with the problems of socially disadvantaged groups, with respect to their enrollment, retention and achievement, and to suggest a strategy to address these issues through formal and non-formal education. The SAS will have the following objectives:

- (a) To study the existing social structure and social relations in the district and analyze their influence and impacts on the education system;
- (b) To study the patterns of access and exclusion to schooling and identify structural constraints such as location and also gender social, economic and cultural factors that restricts access to schooling;
- (c) To study the patterns of child labor, including its seasonal variations and the impacts on their access to formal and non formal education;
- (d) To identify social, economic and cultural factors that cause women's impoverishment and influence their perception of schooling of children particularly girls;
- (e) To identify various Government schemes for women and child development such as ICDS that are in operation in all blocks of the district;
- (f) To assess teacher-students and teacher-mothers perception of education and schooling and how they help or hinder enrollment, retention and achievement of children, particularly girls, from socially disadvantaged communities;
- (g) To assess whether the existing teaching and learning materials builds on local knowledge, values, culture and environment; and
- (h) To identify community participation and "centers of excellence" if any, in formal and non-formal education and effective teaching and learning materials within the District.

1.2 Scope of the study. On the basis of the analysis and interpretation of information, materials and data collected, the SAS would provide a specific strategy and action plan for formal and non-formal education program for the district that could be incorporated into the district investment proposal. This would include:

- (a) Strategy for enrollment, retention and achievement of girl and other children from socially disadvantaged communities through formal and non-formal education programs such as opening of new schools, additional shifts in existing schools and setting up of non-formal education centers;
- (b) Identification of appropriate sites for new schools and non-formal education centers which would remove social and other restrictions and facilitate easy access to disadvantaged children;
- (c) Suggestions for empowerment of women through programs such as Mahila Samakhya that would also result in increased enrollment, retention and achievement of their children;
- (d) Suggestions for setting up of ECCE on the basis of linkages with existing schemes for child development to facilitate pre-school education and enrolment of elder children in the school; and
- (e) Suggestions for improved teacher-students-mothers interaction in different aspects of education through Mothers-Teachers Associations and Village Education Committees.

1.3 **Methodology of the study.** The Study would be conducted at least in 5% of the villages selected in each district on the basis of "random sampling method" and would specifically use Participatory Rural Appraisal (PRA) methodology and its set of tools - *transect, social mapping, seasonality and trend analysis and triangulation that includes Focus Group Discussion*. While selecting villages on the basis of "random sampling", it is necessary to identify towns and mixed villages where the socially disadvantaged communities are in minority, as well as villages where they are in majority and remote villages which are not easily accessible, etc.

1.4 PRA is a particularly appropriate methodology for SAS because it incorporates factors related to spatial patterns of living and social interaction that cause access and exclusion to schools, and provides information and knowledge coming out of an effective and participative seasonal and trend analysis involving women and children, particularly the working and out of school children.

1.5 Further discussion on the proposed TORs and methodology will be carried-out by GOI, GOB and the mission's social assessment expert. Final agreement on the TORs and methodology would be communicated to IDA.

ANNEX 2. PROJECT SUB-COMPONENTS

I. IN-SERVICE TEACHER TRAINING SUB-COMPONENT

1.1 Issues of school quality in Bihar. The mission's understanding of issues concerning primary school quality in Bihar is based on briefing meetings with the Bihar State education authority, SCERT, and BEP project staff; visits to schools and primary education institutions in four districts; and review of district baseline surveys and other national, state and district data provided to the mission.

1.2 Quality of primary education in Bihar, as measured by teacher performance and student completion and learning achievement is poor. Daily attendance of both teachers and students is irregular and it is estimated that by grade 5, only one third of those who enrolled in grade 1 will complete grade 5 and most of these will not have achieved basic literacy and numeracy. The institutional framework to carry out large scale innovations in quality improvements in primary education is still weak. Preservice teacher training for primary school teachers has been replaced by short courses of orientation and inservice teacher training. Most of these rely on modules prepared by the National Council of Education, Research and Training, (NCERT, New Delhi). The former primary teacher education colleges are being converted to District Institutes of Education and Training (DIETs) with responsibility for delivery of a variety of inservice teacher training courses. To date, not all districts in Bihar have established a DIET. The State Council for Education, Research and Training (SCERT) is the apex education institute. Although none of the staff have teaching experience in primary schools nor carried out research in the field of primary education some staff have recently become involved in the Bihar Education Project (BEP) planning and preparation activities. The BEP is supporting a number of innovations in seven districts. These have been in the areas of social mobilization, early childhood education, women's empowerment groups, nonformal education and teacher training. Materials are being developed based on minimum levels of learning and participatory teacher training approaches.

1.3 Description of the sub-component. Improving teaching and learning outcomes would be brought about by making schools more effective through changes in teaching and learning practices in primary school classrooms. Of prime importance is the introduction of active learning approaches and a child-centered pedagogy. But these approaches will need to be adapted to the needs of the majority of teachers in Bihar who have multigrade classes as well as those teachers having large single-grade classes. For these changes to take place linking of inservice training courses to tryout of activities in the classroom and follow-up at cluster group meetings would be essential.

1.4. New curriculum and new teaching/learning materials would be introduced in all the project districts and would form an integral part of the inservice teacher training, supervision and support systems. Textbooks developed so far in Bihar cover only class 1 and 2 and are designed to introduce minimum levels of learning. Further textbook development would include child-centered pedagogical styles and active learning approaches appropriate to the conditions of classrooms that exist in Bihar. Under the

proposed project these would be developed through activities undertaken in inservice training and school-based programs. This would include training teachers in the development of their own "worksheets" to complement the textbook which could ultimately form the basis of locally produced teachers handbooks on the new approaches. Teachers would also be trained in the use of classroom supplementary reading materials and schools would be provided with small grants to enable them to purchase additional teaching learning materials to support active learning and child centered approaches.

1.5. To bring the desired change to classrooms, the inservice teacher training, supervision and support activities must be developed through a combination of action research in different classroom settings, participatory approaches to try out and develop training courses and teaching materials. These would be subject to regular evaluation and assessment for their appropriateness to different school contexts in Bihar districts.

1.6. The processes by which state and district plans are developed is all-important. Visioning workshops at block and district levels should include major stakeholders and beneficiaries (see para. 4.5). This will lead to planning based on the realities of schools in each block and district. It will increase understanding of the project objectives and increase effectiveness during implementation. However, in Bihar, there are few teachers or education officers with experience of the active learning and child-centered approaches being advocated. It will be necessary to identify institutions within Bihar, other DPEP states and elsewhere where relevant expertise is available. These would be in the field of primary teaching, primary teacher training, cluster models of inservice training and teacher support, school development and school effectiveness programs; and research and development related to active learning and a child centered pedagogy.

1.7. The first steps would involve identifying the institutional arrangements for preparing plans at the state and district levels, such as deciding: Who will be responsible for preparing the inservice training components and ensuring linkages with other project components? Who will manage the task, who will contribute and participate at different stages in the project planning cycle and what steps will be undertaken to coordinate the contributions from groups working on different aspects of the component and other components? How will the experience of BEP and of other DPEP districts feed into the development of the proposed Bihar project?

1.8. During preparation of the district investment proposals, it would be expected that issues to be addressed through participatory planning groups and vision workshops would include the following:

- (i) What do you want the children to achieve by going to primary school?
i.e. Decide the specific objectives in terms of enrollments, attendance, completion and learning achievements.
- (ii) What would be the minimum package of inputs for each school to achieve the objectives?

i.e. Agree on feasible and sustainable minimum space requirements, books and materials, teacher: pupil ratios (taking into account multi-grade teaching), teaching skills and competencies to support the teaching and learning environment.

(iii) What strategies will be put in place to support school quality improvement?

i.e. Identify social mobilization activities and mechanisms for community involvement in school development; link school development activities to cluster activities and inservice teacher training courses; provide school grants for quality improvement.

(iv) What priorities will you focus on to develop teachers skills, curriculum content and materials development?

i.e. Especially plan how to cover multigrade teaching; teaching the language arts (reading, writing, spoken language skills) in class one and two; teaching mathematics and environmental science in grades three to five.

(v) What strategies will you follow to provide inservice teacher training programs linked to follow-up activities at the cluster resource center and through school development programs?

i.e. Maximize the involvement of teachers and opportunities to practice ideas in classrooms of different kinds; link materials development to teachers' training; use feedback from school supervision, monitoring and evaluation activities to feed into design of training programs and school development activities. Develop participatory and active teacher training methodologies to link subject knowledge to classroom practice and children's learning.

(vi) What inservice training delivery structure will you follow?

i.e. Decide who will do what, and how. Agree with stakeholders and beneficiaries on the roles of the VEC, the school headteacher, resource center, DIET, SCERT, Technical Resource Group in contributing to and participating in the design, implementation, monitoring and evaluation of teacher training programs.

(vii) What mechanisms will you put in place to ensure quality control and to assess the impact on teachers' competencies and children's learning?

i.e. Agree on monitoring indicators for the project and agree on success criteria for training programs.

1.9 For pre-appraisal it would be necessary to review a first drafts of: (i) district training plans showing district, block and cluster level training programs to be undertaken; and how the training will be linked to increased school effectiveness through better training, school supervision and classroom support; and (ii) state plans setting out state level staff development and training activities and showing the links with national institutions as well as the district activities. These plans would indicate how school attendance will be increased and how development of curriculum, teaching and learning

materials and training are linked and will lead to better teaching and learning. The plans would also indicate how the impact of training on classroom and school effectiveness would be assessed.

1.10. By *appraisal*, in addition to the revised drafts of the state and district investment proposals, drafts would be available of: (i) course outlines for training master trainers, (ii) guidelines for preparing teacher training modules and (iii) guidelines for preparing handbooks on block and cluster level activities. Also, (iv) a core team of master trainers would be identified and a training program planned for them to include school teaching experiences, small action research activities in primary classrooms and educational visits to other DPEP states.

II. TEXTBOOKS AND LEARNING MATERIALS SUB-COMPONENT

2.1 By pre-appraisal the state and districts should have preliminary answers to the following questions:

What teaching/materials will be needed?

What quantities will be needed and at what cost?

When will they be needed?

Who will prepare, trial, revise and produce them?

Who will use them?

How will they be funded? ie from project funds or existing funds?

Can their provision be sustained once project funds are exhausted?

Who will need to be trained in the development, trialling, production and use of the materials?

Who will carry out the training?

Will any new posts have to be created? If so, what will be the terms of reference for the posts and to which institutions will they be attached?

What equipment will be needed for the production of new and revised materials at district level and below? Where will it be housed? Who will operate it? Who will train the operators? What consumables will be needed?

2.2 It is recommended that the state and district authorities should make an inventory of appropriate materials and the resources for their development which already exist both in Bihar and in other states in India. They should not limit their researches to mainstream primary education but should look at NFE and TLC and should make contact with NGOs with expertise in the field. It is also recommended that state and district authorities should make direct contact with existing DPEP states and with the Technical Support Group of DPEP. Bihar can learn from the experience of other states in all aspects of teaching/learning materials from their inception to their use and can avoid many potential pitfalls.

2.3 In preparing their proposals the state and districts should not be over ambitious either in the amount of new and revised materials that they plan to introduce nor in the speed at which they plan to introduce them. The first year's work program should be a modest one. At all times those who prepare the proposals should bear in mind the integral relationship between teaching/learning materials and the teacher training program.

2.4 It is suggested that thought should be given to the following categories of materials, but that the state and districts are not expected to incorporate all of them in their proposals:

MLL based core textbooks

Worksheets to be prepared by teachers in their own schools
and/or in CRCs and BRCs

Workbooks

Teachers' books

Supplementary reading materials for classroom libraries

Exercise books, pencils and slates

2.5 Bihar State Textbook Publishing Corporation Ltd - Publishing Section. The corporation is in the process of printing new core textbooks prepared by BEP that incorporate the principles of Minimum Levels of Learning (MLLs). So far, titles have been produced for Classes I and II. The corporation has also worked in collaboration with the Total Literacy Campaign (TLC). It is the main state institution for the provision of publishing services to all forms of education, both formal and non formal.

2.6 When the state level Technical Support Group is formed, it will need to set up a sub-group to handle the teaching/learning materials elements of both the state and district level project proposals. This sub-group will have to decide which of the range of teaching/learning materials to be produced during the life of the project will be prepared totally by the corporation, which will be prepared totally by other project entities (such as

DIETs, BRCs and CRCs), and which will call on the resources of both the corporation and other entities.

2.7 The publishing section can request funding through DPEP to upgrade the skills of its staff. This can include inviting experts to hold workshops on the specific publishing-related topics such as editing, illustration and desk top publishing. Access to these workshops should be open to appropriate staff of the SCERT, DIETs, BRCs and CRCs also and to the staff of NGOs involved in the preparation of teaching/learning materials. If appropriate training courses can be identified, staff can be sent away for training. Also, if it is possible to arrange for attachments to private and public sector publishing houses, these can also be funded through DPEP. It is recommended that a comprehensive training program should be included as part of the state level proposals.

2.8 Bihar State Textbook Publishing Corporation Ltd - Printing Section. According to the staff of the corporation, the total annual requirement for textbooks for Bihar is 6 crores of books (60 million copies). The plant has a theoretical capacity to produce 1 crore, but since much of its equipment is out of commission, or running at reduced speed, it is only achieving 20% of this figure.

2.9 Once the funds that are owing to it are released to the corporation by the state authorities, it will be able to purchase both spare parts and new equipment which will have a marked effect on output. Although DPEP will not be funding equipment, there is no reason why it cannot fund consultancy services to ensure that the right purchases are made and that new equipment is positioned to achieve efficient work flow. It may also be possible for DPEP to fund technician training.

2.10 It is recommended that senior staff of the corporation should establish links with other state owned printing plants to exchange information and learn from each other's experiences. Separately, the printing section of the corporation should identify suitable sources of training and then prepare a training program for its management. This should cover all aspects of production, distribution, personnel management and finance. If the corporation is in need of additional consultancy services to "streamline the production and distribution of textbooks", these should also be included in the state level proposal.

III CONSTRUCTION OF SCHOOL, WATER AND SANITATION FACILITIES AND SCHOOL MAINTENANCE SUB-COMPONENT

3.1 In all existing DPEP states the SIS entrust the civil works component to the state line Engineering Departments, Public Works Department (PWD), Rural Engineering Services (RES), Panchayat Raj Engineering Department (PRED) etc. These departments are already responsible for the supply and maintenance of all the states' infrastructure, and their staff do not have time to take on new projects that require a lot of planning and supervision. Consequently progress on the civil works component of DPEP is proving to be extremely slow. The autocratic nature of the engineering sector ensures the SPOs have little control over progress nor can they persuade the engineers to give priority to their particular works as every other government department is clamouring for the same. The situation is

further complicated and exploited by individual engineers to cover up and explain away poor workmanship, they claim too many projects making it impossible for them to give individual sites the attention they require.

3.2 It is planned that new primary school infrastructure in DPEP will be the responsibility of the VEC with the government engineer becoming the Technical Adviser. This way the village will have a sense of ownership of the school and are more likely to accept the responsibility of maintaining the structure. If the engineers cannot find time to supervise the works that are implemented through conventional contracting methods they most certainly will not have time to attend VEC planning meetings nor will their rigid engineering mind sets allow them to accept all the VEC's ideas for village led construction programmes.

3.3 The classrooms that have been designed and constructed through the conventional engineering departments do not always compliment the improved pedagogical methods that the project promotes nor do they reflect any local traditional architectural concepts, this is mainly due to the engineers refusal to consult the educationalists or the villagers on their needs and requirements.

3.4 The Bihar Education Project (BEP) has been using engineers from the National Rural Employment Programme (NREP) to supervise their construction works, they have performed no better than any other engineering department. Progress has been slow and standard of works are generally not acceptable. Recognising this the project management has begun to employ its own engineers at district level to supervise works and to make use of consultant architects to produce a variety of designs for educational buildings. Designs that do reflect the end users requirements and that make use of cost effective construction technologies.

3.5 Usage of cost effective construction techniques and community participation through the VECs is of paramount importance if Bihar is to meet the huge demand for more educational infrastructure. It is estimated that the state requires a minimum of 60,000 new classrooms. Any new education project formulation for the state must build upon the excellent initiatives that are currently being deployed by BEP. By having a cadre of engineers on contract the SPO will be able to exercise full control over progress of works and quality control.

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