

*DRAFT*

**DISTRICT PRIMARY EDUCATION PROGRAMME  
(DPEP)**

**Report of Fifth Supervision Mission  
Maharashtra**

**15 - 29th January, 1996**



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## List of Abbreviations

ADEI	-	Assistant Deputy Education Inspector
AWP&B	-	Annual Work Plan and Budget
BEO	-	Block Education Officer
BRC	-	Block Resource Centre
BS	-	Block Sanchalika
CEO	-	Chief Executive Officer
CPS	-	Cluster Primary School
CRC	-	Cluster Resource Centre
DEO	-	District Education Officer
DIET	-	District Institute for Education and Training
DPEP	-	District Primary Education Programme
DPO	-	District Project Officer
DWACRA	-	Development of Women & Children in Rural Areas
ECCE	-	Early Child Care and Education
ECE	-	Early Childhood Education
Ed. CIL	-	Educational Consultants India Limited
EMIS	-	Educational Management Information System
EO	-	Education Officer
GMK	-	Gram Mahila Karyakarta
GOI	-	Government of India
GOM	-	Government of Maharashtra
HM	-	Head Master
ICDS	-	Integrated Child Development Scheme
JSN	-	Jana Shiiksha Nilayam
LBSNAA	-	Lal Bahadur Shastri National Academy of Administration
MIEPA	-	Maharashtra Institute for Educational Planning and Administration
MIS	-	Management Information System
MLL	-	Minimum Level of Learning
MPP	-	Mahila Prabodhan Prakalp
MPSP	-	Maharashtra Prathamik Shikshan Parishad
MS	-	Mahila Samakhya
MSCERT	-	Maharashtra State Council for Education
MSTB	-	Maharashtra State Text-Book Bureau
NCB	-	Non-Formal Education
NEC	-	National Evaluation Cell
NGO	-	Non-Governmental Organisation
PLC	-	Post Literacy Campaign
PMIS	-	Programme Management Information System
PS	-	Primary School
SC/ST	-	Schedule Cast / Schedule Tribe
SPD	-	State Project Director
SPO	-	State Project Office
TLC	-	Total Literacy Campaign
TLM	-	Teaching Learning Material
TSG	-	Technical Support Group
VEC	-	Village Education Committee
VWW	-	Village Woman Worker
WEC	-	Womens Education Cell
ZP	-	Zilla Parishad

## **DPEP GOI Supervision Mission**

### **Maharashtra**

January 17 to 24, 1996

The Mission visited Maharashtra from January 17 to 24, 1996, to review Teacher Training and Educational Practices, Focus on special groups (Tribal; Gender), and the process of formulation and appraisal of AWP&B and identify critical actions for strengthening implementation in this regard. The mission consisted of Archana Patkar ( Gender ), Arvind Gupta (Teacher Training and Educational Practices) and Ranjan Dwivedi (AWP&B, process of formulation and appraisal).

2. The mission held discussions with MPSP officials in Mumbai , Parbhani and Osmanabad and visited implementation sites in the latter two districts. At Pune, the mission visited the MSCERT and MSTB.

3. The mission is grateful to the GOM and MPSP officials for their courteous assistance and participation with a spirit of full collaboration with documentation support and arrangements for site visits.

4. The report covers the observations of the team on the programme components reviewed as per the TOR, for consideration by the DPEP bureau and is subject to confirmation by them.

#### **Follow up of recommendations of previous missions:**

5. Action has been initiated on the recommendations of previous missions. The recommendations regarding making the DIETs fully operational and creation of normal development posts of teachers and filling up of vacancies needs greater attention for completion within a reasonable timeframe.

#### **Overview of Implementation Progress**

6. The MPSP has made considerable progress in programme implementation, staffing at all levels, operationalisation of the MPP and training activities of DPEP functionaries. Capacity for formulating an AWP&B based on micro planning has been created at the state and district levels with an orientation at the block level to move in the direction of bottom-up planning for 1996-97. This is expected to empower and draw in the potential of the extremely capable project personnel especially at the district level. Some degree of stakeholder empowerment has resulted from the planning process starting at the school level. Strengthening and institutionalizing the process of micro-planning is expected to result in ownership of the plan by all stakeholder for effective implementation.

7. The initiative of the MPSP in shifting the unit of micro-planning from the district to the block level for the formulation of the AWP 1996-97 is commendable. Attempts are being

made to involve the community in planning - including the VECs and the clusterheads. Over Rs. 5.4 crores have been collected from the community under the Dattak Paalak Yojna for the education of the girl child. At the district level there is a plethora of activity in the area of teaching-learning materials - with specific MLL competencies translated into activity charts and games. The recently developed Teacher Training package aims to look at the area of multi-grade teaching and self-learning materials. The MPP has successfully built up immense momentum in the area of environment building for women's empowerment, education of adolescent girls and the importance of girls' education. The recently developed policy paper on early childhood care and education by the SCERT, should help to focus attention on the need for crèches and daycare centres as well as balwadis for children in the pre-primary group. The decision of the MPSP to form a Coordination Committee to facilitate convergence between schemes is welcomed.

### **Priorities for Action**

8. The following may need attention on priority for strengthening implementation in the next six months:

- Capacity for planning needs to be strengthened at all levels, especially for the less effective cluster-heads.
- The plan be reviewed mid term, to enable incorporation of strategic components and results of evaluation of the different schemes.
- A clearer focus on strategic integration and linking of the various inputs to the targeted objectives is recommended for effective attainment of these objectives and efficacious resource usage.
- Formulation of holistic gender strategy that will cut across all components of the programme.
- The mainstreaming of gender through the appointment of a dedicated Manager-Gender in the State Project Office.
- Clear budget for Gender and structural integration of all gender related functionaries (including MPP) and their involvement in the formulation of AWP.
- Networking and information sharing is perceived to be an immediate need for the following areas :- Teacher Training, Institution building and Gender.
- Easy access to library facilities at all levels.

### **PROCESS OF ANNUAL WORK PLAN FORMULATION AND APPRAISAL.**

9. A significant step has been taken by the SPO to initiate the process of Micro-Planning for DPEP. Devolution of money being streamlined has itself had an empowering impact on the district and sub-district levels for planning and moving from norm to need based planning. The uniform provision of Rs 500 and 2000 to teachers and schools has had a strait jacketing impact on the planning process. Strategically, the SPO has conceived the plan as providing the basic physical facilities with a thrust on teaching learning material for activity based joyful

learning to attend to essentially enrollment and attendance in the current year. This would enable concentrating on quality from 1997 onwards.

10. **Training:** Sixty District and State Level officials have participated in the Workshop on Planning for DPEP organized by the LBSNAA (December '95-24 persons) and the Programme by MPSP at SCERT Pune (September '95-36 persons) On the basis, of these a three day Workshop on Planning, Implementation and Management of DPEP was organized at Walmi for all the BEOs in the DPEP districts in which a model plan was formulated and discussed. One day orientation programmes are being conducted on a limited scale for the VEC members. The mission attended one such programme. Some of the participants were women.

11. **Process of formulation:** Clear delineation of areas for planning have been identified for the cluster, block (Environment Building, VEC, MPP, Monitoring of enrollment and attendance) district levels ( Material Production, Teacher Training, and resource Building), and the state level institutions. The SPO has circulated a trialled format with detailed guidelines for planning at the school level. This covers physical requirements for the school (furniture etc.) physical requirements of the students (uniforms, quality reading and writing material), professional requirements of the teachers, environment building, women's empowerment, VEC and miscellaneous items. The BEOs are expected to formulate the AWP for the Block. The BEOs have briefed the cluster heads to obtain the requirements from the respective schools under them through the respective head masters. The headmasters in turn are expected to obtain this information in consultation with the VEC. This requirement, or a set of demands is to be consolidated at the cluster and then the Block level, discussed in the Block Education Advisory Committee and form the basis of the District Plan. As per the original Schedule the cluster heads had to submit their Plan by the 20th of January. Micro-planning at the CPS level is at varying degree of completion and quality. Most schools have planned for the physical requirements of the school and students and professional requirements of the teachers. Environment Building, women's empowerment and VEC and miscellaneous requirements need more attention, and hence, the BEOs and Cluster Heads are being re-briefed in this regard. Special initiative is being taken in some districts e.g. needs identification for the children of factory workers, migratory population, low achievers, special problem areas and pockets . Special schemes are being planned as innovations for scaling up subsequently. The SPD is conscious of the large spillovers of the previous years plans and written instructions have been sent to the districts to be more realistic in this regard. The SPD will need to carefully review, and issue guidelines, if necessary, whether the DPO will be able to estimate the capacity at different levels to implement the plan prepared by the level. Task Force at the district and sub-district levels has been recently organized under Community Based Convergence Of Services scheme. The more effective members if included in the district and block level planning teams may enhance convergence. PLC library and the DWACRA are being integrated with the DPEP for convergence. Base-line survey data was found being used in drawing up the micro plans by a few Cluster heads. Such systems need greater publicity to enhance the capabilities of the less effective cluster heads.

12. The planning process, involving cultural and attitudinal change and having recently been introduced will require more time to get effectively institutionalized. In order to vitalize the process, to make it participative, realistic, innovative and interrelated (the plan itself and also in terms of convergence), etc. the following steps appear necessary: Training programmes need to be made more substantive than a one day workshop; Identification of the weaknesses in the different schools for planning the differential input requirements; Orientation of all stakeholders specially the VEC to afford meaningful participation and **ownership** of the plan by all stakeholders; a cross sectional interaction from the district to sub-district levels; Estimating the Non- DPEP resources that would be available and integrating them with the proposed activities under DPEP; Identifying possibility of convergence at the village, cluster and block levels and integrating the same.

13. **Planning Formats:** Planning formats have been sent for the school level plans as detailed above. If these formats include the persons involved e.g. VEC members, parents, non-governmental persons etc. date(s) on which the plan was formulated and the specific objectives to be achieved, it would strengthen the effort in this regard. A more elaborate guideline may also be necessary for facilitating plans for the Cluster Head/ BEO over and above the school plans as awareness in this regard needs strengthening.

14. **Institutions:** The MSTB has made an initial work-plan consisting of computer hardware and software installation and text-book renewal. The plan for text-book renewal may need careful review in terms of the resources deployed for this to ensure the introduction of the textbooks as per schedule. Also a detailed plan including activities in as disaggregated a form as reasonable with completion dates and resources required with close monitoring is recommended. The SCERT informed that it was awaiting guidelines in this regard from the SPO. As for the DIETs, there appears need for greater awareness on the part of the DPO in this regard. It is recommended that the SPO carefully review the process of AWP&B for these institutions.

15. **Planning Teams:** The District level Planning teams have been formed. consisting of the Education Officer, Deputy Project Officer, Accounts Officer, Principal DIET and the Teacher Training Incharge. It is recommended to include in the district level planning teams at least one representative from the block and the cluster level and also any prominent resource person outside the governmental educational system. Formal planning teams have not been formed at the Block level. Formal teams at the Block, if formed, will strengthen planning and appraisal by contributing to convergence and also facilitate drawing in the non-governmental individuals/groups interested in primary schooling.

16. **Process of Appraisal:** It is expected that the district level planning team shall appraise the plan on the basis of the inputs received by them in the workshop at the LBSNAA. Appraisal is to be done through discussion at all levels. Hence no detailed guidelines have been provided. However, given the extremely decentralized nature of the plan formulation exercise, without extensive computer based tools, it may be difficult to do a reasonable appraisal at the district level. The appraisal needs to be done at each level right from the cluster. Hence detailed guidelines need to be given to the cluster heads as well BEOs for pre-



appraisal before submitting the plan to the next level. Especially, the units must be oriented to evaluate the capacity for implementing the proposed plan. In the absence of this, large overlays may result along with poor quality implementation with resource wastage. The planning units also need to be given an idea of the resource constraints to make the plans more realistic and also facilitate appraisal.

17. **Research and Evaluation:** Some efforts have been made for research. A detailed need analysis of the girl child has been done, specially for those who have to stay back to take care of the younger siblings. Special programmes to enroll these girls have been planned. However more efforts in this regard are required especially at the level of state level institutions. Carefully designed research and evaluation studies may be planned to support a more effective resource usage and a strategically integrated plan.

18. **MIS:** Data entry for EMIS is at different stages of completion in different districts. The districts have taken an initiative in creating other data bases e.g. on teachers affording opportunities for their uses in planning. Data entry may concentrate on EMIS at present to enable more effective appraisal of the plan and ensure that the low performing areas, units and schools can be comprehensively identified and requisite plans drawn up with commensurate provision/deployment of resources to these units. In view of the large number of implementation sites and activities, effective planning and its monitoring is possible only if computer supported. Procurement and use of a standard project management software is recommended for early placement.

19. **Networking:** A commendable effort is being made for information dissemination and networking through the bi-monthly magazine SHIKSHAK MITRA.. It will be useful to relate successful experiments conducted in other States, in this magazine. The efforts of the SPO to focus increasingly on materials produced by teachers and to create a bank of such material by way of competitions and publicity will impart a more colourful flavour to the magazine and surely increase readership. The state has networked with National level agencies (NEIPA, LBSNAA) and the Lok Jumbish for enhancing its capacity for planning. Given the importance of Networking, the plan should have a separate head for networking so that the information base for planning is widened and capacity of the structures for planning strengthened.

20. **Capacity for training :** Originally capacity for training in planning, implementation and management was to be built in MIEPA. The training workshop in September 95 was organized by the SCERT. However at the SCERT, the documentation with regard to planning and even on the workshop conducted was found to be inadequate. The efforts at internalizing the capacity when firmed up will provide a sustainable base for effective Micro Planning.

## 21. Recommendations:

- Provision be kept for a mid- term review with a possibility of adding on a component so that certain crucial activities missed out can be incorporated if conceived later as a result of the continuing micro-planning exercise and greater involvement of the VECs consequent to their orientation being undertaken presently
- Care may be taken in the appraisal process to give positive signals for any innovative schemes proposed by a unit. Even in case of non-agreement, if scaling down the scope or minor modifications may be suggested instead of complete rejection, it would give a fillip to innovations, resulting in a contextual need-based programme.
- The cluster head is the *key* link to ensure effective decentralized micro-planning during formulation and appraisal. The capacity of the cluster heads varies depending on their experience and ability. Implementation of a carefully devised strategy for strengthening the capacity of the identified cluster heads requiring training in planning will be necessary for a meaningful plan.
- Feedback on evaluation of different schemes needs to be collected and incorporated in the plan. As this is likely to take some time, carefully chosen evaluation schemes may be planned and the results utilized in a mid term review of the AWP.
- The primary concerns of the community at the moment is in terms of the basic infrastructure for teaching i.e. class-room space and teachers. There is also significant community participation in many areas if judged from the liberal contributions in terms of cash (e.g. the Dattak Paalak Yojna with district targets of over Rs. one crore) and kind. It is a major concern that the ownership of the plan where effective micro-planning has been under taken may receive a serious set-back in case these are not responded to in terms of approval of these plan backed by timely financial sanctions. Hence flexibility in decision making and sensitivity to this issue is recommended at the level of the State and the Bureau. The SPD and the bureau may consider the sanction of music kit and games equipment as demanded by schools though it was turned down last year.
- The planning and implementation at sites with project personnel newly transferred from non-DPEP Districts was found to be qualitatively lower than that in the sites with greater continuity in project personnel. It is recommended that the former be provided a suitable orientation with visits to successful sites to reduce learning time for effective planning.
- Special attention will need to be devoted by the DPO and the SPO for strategic integration of the Work-Plan. Also a clearer focus on how the several inputs planned are expected to contribute to the targeted objectives and to what extent would be needed for effective resource usage and subsequent evaluation.
- A strategic endeavor for the education of the handicapped children is recommended at this stage in view this groups special problems.
- The ADEIs have a rich experience in knowing the problems of the school. As in many cases the Cluster Heads are new, so the help of the ADEIs can be taken in the process of planning. It may be useful to include them in the block planning teams.
- The district plans duly formulated and appraised are likely to get delayed, and likely to be submitted only towards the second half of February. To facilitate timely formulation and submission of the AWP&B by the state, the SPO may firm up its strategy for the period 1996-97, so that the appraisal for the state can be done expeditiously..

- Although a schedule for drawing the plans has been drawn up by which the plan is to be discussed with the Secretary of education by February end, to avoid slippage the transmission of guidelines from the SPO may be made by a more expeditious mode. Also a regular reporting mechanism, if adopted will ensure timely completion of the plan.
- Documents pertaining to planning were available at the DPO. More detailed documentation at the sub-district levels appears necessary.
- It is estimated that 20% of the teachers get transferred over a year. Hence, emphasis on good documentation is necessary for continuity in micro-planning at the school level.
- Strategic integration of different plan components may be attempted and balancing necessary may be effected during a mid-course review.
- Although the workshop on planning at Walmi in which all BEOs were oriented contained inputs on scheduling and assessments on a resource adequacy for implementing the plan at each level. However, the proforma distributed to schools for initiating the planning process does not cover details of this. It is recommended that now this may be attempted at the block level to ensure that bunching of activities is avoided ( and does not cause a resource crunch) and also, in case outside resources are required for implementation of the plan, the same can be arranged for in time.
- There is an awareness at the District level to plan the several components keeping in view the school calendar so that the last 4 months are kept solely for teaching. As this is important for meeting the quality objective, the SPO may incorporate this idea in the guidelines to be sent to the sub-district levels for better scheduling of the plan.

## **GENDER**

22. The **Women's Education Cell -(WEC)-** under the MSCERT - Pune, is responsible for gender studies and activities related to women's empowerment and girls' education. -the following are some observations and recommendations

- The SCERT is the primary source of support to the MPP as well as all gender activities under the DPEP-Maharashtra. The SCERT has produced excellent practical materials for environment building activities and gender sensitization. However, since DPEP is a new programme with a strong focus on gender and other disadvantaged groups, the team feels that additional resource support is needed from outside the SCERT in the area of on-going action research and gender planning. There is no dearth of agencies/individuals/organizations within Maharashtra itself, that can provide resource support at the conceptual as well as implementation/action research level . The experience of other States as well as the resources within the State can be harnessed in order to forge a strong gender strategy for DPEP-Maharashtra. NGOs can contribute to the design of gender sensitization modules, workshops and on-going training activities. This will provide invaluable on-the-ground exposure and training to the SCERT and build capacity within the DPEP in the area of Gender training.
- The evolution of an entire system of monitoring along with quantitative and qualitative indicators, needs to be urgently designed in order to ensure, correction, feed-back and timely replication of successes. The SCERT's research function must actively look at this

area along with the adoption of a gender-sensitive methodology (i.e. all studies must be disaggregated by gender - whether it be a research project for tribals or a study on the effect of an intervention on enrollment).

- Another area that requires urgent strengthening is that of documentation - small, innovative projects (whether a part of, or outside the DPEP) must be carefully documented and made available . The Area Intensive Project in Chikhaldara (Amravati) being carried out on an experimental basis by the SCERT might have important lessons for DPEP activities in Kinwat block in Nanded district. This culture of information sharing and meticulous documentation is essential for effective coordination, monitoring and scaling-up.
- Considerable thought has been given to illustrating the concept of “gender equality” in teaching-learning materials. It is recommended that perhaps illustrations may be revamped to show a positive bias towards gender i.e. show more women as role models (women as doctors, women reading in leisure time, returning from the office, etc.) other than care-givers.
- The concept of a core group to assist DPEP, as envisaged by the SCERT, is an excellent one. However it is not clear, what its functions and strategy are. A core group that consists of intra and inter-state resource persons in gender and education-related activities can assist in planning and monitoring and facilitate a process of information-sharing and on-going learning for the SCERT.
- The policy-oriented ECE research paper developed at the SCERT and presented to the Dept. of Education, GOM, promises to focus attention on a much-neglected area. Currently being translated into other languages, it can provide a useful starting point for discussion among DPEP states on the various needs of ECE and the entire spectrum of problems, interventions and links between the age group 0-6 and 6-11. While the study is confined to Maharashtra, it may be useful to look also at the experience of other states and especially innovations in this area (Shishu Shiksha Kendra, Jhoolaghar, etc.)

23. The **Mahila Prabodhan Prakaalp** has been launched as part of DPEP with various objectives related to girl’s education and women’s empowerment and has made considerable headway as regards environment building activities. The organisational set-up of the MPP is as follows- 1 SPO -Project Coordinator who also looks after Gender, 1 Zilla Sanchalika at the district level (DS), 1 Taluka Sanchalikas (BS), 2 Gram Mahila Karyakarta (Village-level women workers). The MPP looks to the WEC for training and planning support. (See appendix 1, for organisational details).

24. The team has the following general observations to make following its visits to Parbhani and Osmanabad:-

- At the DPO level, the MPP and the DPEP operate as two distinct schemes, with minimal coordination (the latter is mainly confined to administrative matters). They do not seem to be working in tandem at the micro-level as far as DPEP objectives are concerned, nor do they subscribe to a common underlying strategy for mainstreaming gender as a primary concern of primary education. In Parbhani, there is an enabling environment in place for

the mainstreaming of gender. The involvement of the DS in DPEP planning is an essential place to start.

- The mandate from the DPO to the DS is quite clearly to restrict herself completely to MPP activities. Thus far, she has not been involved at all in the preparation of the AWP for DPEP.
- The DS has very little power or autonomy to initiate new processes or take decisions. She is a temporary employee with very little status with the headmasters of the schools (given the traditional hierarchical sensibilities of the bureaucracy). Although this varies by district (currently the DS in Parbhani seems to be managing quite well), it is important to institutionalize the gender component, so that it has clear roles and powers that remain undisturbed by transfers and changes in personnel. Similarly, arrangements for vehicle sharing/allotment can facilitate mobility and execution of tasks.
- The MPP workers at all levels (except the DS to some extent) have not received any orientation in the objectives of DPEP (their orientation/training, etc. is clearly delineated under MPP).
- The Sanchalikas have no clear job chart, powers, responsibilities, etc. Their understanding of their place in DPEP is minimal.
- Training activities and schedules for MPP have been conceived in isolation from other gender-related training necessary for DPEP functionaries.
- The members of the DPO have not participated in any gender sensitization workshops. Neither is any specific gender planning training planned.
- Similarly, it might be useful to target the BEOs for a Gender Planning workshop, along with the District and Block -level Sanchalikas and ultimately Cluster Heads and ADEIS.
- While the BEOs were unanimous in the usefulness of the training in Micro-planning at Walmi, they need a follow-up intensive training in actual preparation of an objective-oriented plan, scheduling, planning for innovations and convergence and setting up participatory and decentralized monitoring mechanisms.

## 25. Recommendations

The conditions of recruitment, remuneration, terms of reference etc., pertinent to the Sanchalikas are all good indicators of the importance attached to gender not just in the MPP but as part of the overall DPEP strategy. While the MPP has made a commendable start by filling all posts at village, block and district level, organizing Mahila Prabodhan Kendras, Kishori Melavas, etc. to raise awareness among adolescent girls and adult women about interrelated issues on education and empowerment, this is the right time perhaps, to scrutinize the structure, strategy and implementation machinery for Gender under DPEP.

If MPP (which was an addition to DPEP in Maharashtra) remains an addendum to DPEP, it will never receive the commitment (financial and otherwise), to effectively address one of the main concerns of the programme viz. to increase enrollment, retention and achievements of girls in primary education in Marathwada and thereby decrease the gender gap.

### **MPP functionaries/workers/strategy**

26. They must have a clear identity and mandate within the DPO, must attend all planning meetings and be empowered (administratively and otherwise) to check for gender sensitivity in all components i.e. civil works, materials, teachers and the teaching-learning process, gender-specific interventions such as appointment of female teachers, construction of toilets, etc. Currently their activities and involvement is confined to awareness generation activities, persuasion of parents, and other enrollment-related activities. To have some sustained effect as well as to create a strong gender-sensitive administrative structure it is important that the DS enjoys some level of security as well as importance within the hierarchy.

27. There is no clear separate budget for MPP activities (as confirmed in Parbhani and Osmanabad).

28. The MPP lacks a clear strategy on how it will achieve its long term-objectives of women's empowerment and girl's enrollment. The team endorses the SPO's suggestion that some elements from the Mahila Samakhya programme may be incorporated in order to create a more sustainable base for increased women's participation. In particular the MS focus on group formation and need identification that emanates from the local people themselves are components of an overall strategy to devolve decision-making and intervention planning ultimately to the poorest women of the community. The MPP currently looks at women as a homogenous category - however, the many complex power relations and socio-economic disparities between women from different households must be highlighted. Outside resource persons from Karnataka, Uttar Pradesh, etc. could provide valuable insights on how to start the process and how to sustain it. While girl's education remains an important sub-agenda of MPP, the factors that lead to poor demand also need to be addressed before girls will stay in school long enough to complete the cycle. A more holistic strategy on the part of the MPP would then be better able to take advantage of other enabling mechanisms in the MPSP such as the recent formation of a Coordination Committee to facilitate convergence of services.

### **Recruitment, promotion, staffing**

29. While the mission is aware of administrative constraints and pressures, in staffing and filling vacancies. It is felt however, that additional and focused efforts are required to ensure adequate representation of women at all levels:-

The fresh recruitment policy (50%) female teachers, should over time modify the current picture - which is one of mainly male teachers. There remain, nevertheless some problems regarding availability as well as willingness of qualified teachers to move to remote areas, etc. Perhaps concerted efforts can be made at a cluster level to address the imbalance through innovative need-based measures (residential facilities/relaxed qualifications (as in the Shiksha Karmi intervention), etc. This imbalance is particularly striking where teachers assume positions of responsibility based on seniority i.e. Most headmasters are men. Clusterheads are predominantly men. The SPO and DPO may want to look closely at the profile of functionaries in the system in whom is vested some decision-making power. The mission

recommends that a conscious effort be made in this direction - particularly in reviewing terms of appointment as these currently ignore historical imbalances. These would also serve as positive role-models for girls continuing beyond primary school and validate to some extent the utility of completing the first cycle.

30. This was also noticed at village, block and district level. The VEC , has on an average 2 or 3 women as members. Perhaps this could be increased to 50% in the future. At the BEO level, all appointees are male (7 for Parbhani and those met by the team in Osmanabad). Perhaps for new and unfilled vacancies, a special effort could be made in this direction. The same holds true at the district level. While The Mahila Sanchalikas are all women, it is important to mainstream gender in the institutional framework so that women are not confined to traditionally soft areas.

### **Gender-specific Action Plans**

31. The efforts of the Sanchalikas at the district, block and cluster levels have resulted in a great momentum built up in the area of environment building for women's empowerment and girls' enrollment and retention. Great care is being taken to adapt these kind of activities in a contextual manner (with adaptations for Kinwat block, etc.) The focus on adolescent girls is especially commendable. The team feels that some thought needs to be given to a long-term strategy that will harness enthusiasm and fervour generated by these activities into action plans that are cluster and village-specific. The development of monitoring mechanisms would also be very useful. Parbhani has given some thought to the measurement of outcomes (of Melavas, Kendras, etc.) and has begun to focus on retention. Phasing of activities to address changing realities (increased initial enrollment following these activities that is not sustained after a few months, or poor attendance in some seasons, etc.). The help of outside resource persons/institutions for need-based gender planning may be elicited in this regard.

### **Training and workshops**

32. The gender component of training workshops and modules thus far has been limited to talks on "gender equality", stories on injustice or inspirational anecdotes. The newly developed Teacher's Training Package (MPSP-Mumbai), has addressed this in the methodology section by recommending the use of role-plays and psycho-drama. The mission recommends that key functionaries at all levels participate in an orientation on gender - (including an analysis of socio-economic status, need-based gender planning and developing a monitoring system with indicators for gender). The participation of non-MPP functionaries in these activities along with Sanchalikas would also contribute to capacity building in the area of more sensitive, participatory planning across the system. In addition, every teacher training activity may include a component on gender dynamics in the teaching learning process.

### **The Process of formulating the Annual Work Plan**

33. By shifting the focus of planning from the district to the block level, the MPSP has shown its commitment to micro-level participatory planning. development of planning capacity at these levels may take some time, but with the increased participation of the VECs, a feeling of ownership of the plan will evolve. It is recommended that the MPSP accelerate and guide this process by in-depth orientation to the BEOs on the various aspects of participatory planning. The evolution of a mechanism for assessing the extent of involvement of female members of VECs or consultative planning with Taluka Sanchalikas and cluster-heads - for example, will ensure that gender is not sidelined in the planning process. This also holds true for involvement and representation of other disadvantaged groups (SC). The team recommends that orientation of functionaries in planning methodologies and process, include a section on the scope of planning for DPEP. Planning for innovations, for example, may be one way to address problems affecting special groups in a focused manner.

### **Networking**

34. The core team for gender was conceived as a think tank made up of activists, educationists from Maharashtra and members of SPO and SCERT. The mission recommends that the team take on a more active role by meeting regularly and reviewing the progress of activities under way, while also screening proposed interventions, strategies, etc. Involving persons from outside Maharashtra as other states have done, would be the first step in building a resource bank for gender planning in DPEP. This can perhaps be duplicated at the district level whereby an inter-district core team meets regularly to review efforts and progress in gender-related activities, so as to tap successful innovations or strategies quickly and effectively. In addition the Coordination Committee set up at the MPSP level can interact regularly with the core team in order to ascertain gender needs and take appropriate action.

### **The place of Gender in the SPO-MPSP**

35. The role of the SPO as far as gender is concerned is observed to be mainly reactive and supervisory. An overall strategy for mainstreaming gender in the DPEP may perhaps be formulated with the SPO taking a more proactive role. Perhaps a dedicated "Gender Manager" would be able to devote the time necessary for undertaking a holistic review of MPP activities, gender planning needs not addressed by MPP and their links with all other DPEP components (including civil work, gender-sensitive MIS, Teacher Training, Gender sensitization of management structures where necessary, monitoring and evaluation, etc.). Since important policy decisions effecting convergence of services, quotas, etc. are the task of the MPSP in consultation with GOM, it is imperative that the SPO take a more hands on role in effecting necessary enabling changes in the area of gender planning ( e.g. there is an acute need for opening about 1300 balwadis in Parbhani. However these are ICDS blocks and only the SPO is in a position to search for a solution that can be accommodated under DPEP).



## TRIBALS

36. Both in Osmanabad and Parbhani there are a few territorial pockets of Tribals - AANDH, BANJARAS and the MADHAV KOLIS. Attempts have been made to post tribal teachers in these areas. Also, incentives of money, text-books, uniforms, mid-day meals, free bus passes are being given for better enrollment and retention.

The special problem of the children of migrant workers working in the Sugar Mills has been identified pilot project for the education of these children has also been proposed.

The design of a curriculum and a training package for NFE is being taken up by the IIE-Pune and training is scheduled to start in March '96.

## TEACHER TRAINING

37. Maharashtra has a long tradition of social reform. Social reform movements of Phule, Ambedkar, Tilak, Pandita Ramabai and others have left behind an indelible mark on the consciousness of the people. The first school for women, for instance, was set up by Savitri Bai Phule, way back in 1848. Some of this residual social consciousness is also reflected in the educational institutions which have been set up in the state.

38. DPEP attempts to provide joyful learning, activity based, child-centred education to Primary school children. In most of the schools that we visited in Osmanabad and Parbhani, we found that the teachers had made several teaching-aids to facilitate the learning process. The teachers for instance, had made a mobile, to show different kinds of cereals. For this, the names of various cereals were written on small card sheets. The more interesting part, however was that the actual seeds were kept in plastic bags and stuck to their names. Several teaching aids for learning of numbers, fractions, language had also been made by the teachers.

39. Most of the Primary schools were beautifully painted with picture stories, Marathi alphabets, numbers, tables and inspirational slogans on the walls.

40. The teaching-aids were mainly in the form of charts and made of card-sheets. One felt, that there could have been a much greater variety and diversity in terms of materials like wood, rubber, leaves, sticks, earthen cups etc. Children love playing with toys - specially those which spin, fly, flap, jump and have some dynamic element in them. Some such toys could have been made using waste or re-cycling materials like old rubber slippers, newspapers, string, broomsticks etc. Teaching-aids were invariably kept in a cardboard carton and kept atop a cupboard. If a steel trunk could be provided for storing teaching aids, then it would automatically lead to their being used more often.

41. Frequent introduction of new books leads to some confusion amongst the teachers. Instead, several enrichment and supplementary books can be given.

42. The teaching modules have been evolved by inducting very creative local teachers. They have been able to translate each MLL competency into a joyful learning activity.

43. The teaching modules are need based as assessed by the teachers who have a feel for children and the local milieu. With regular feedback from the schools there is always a scope for further refining the modules.

44. Both at the District and the Block level there is a list of single teacher and multi-grade schools. Often a teacher has to teach two classes. Several techniques are used to do that. A separate teacher has been provided for the fifth class under the DPEP. The training package developed by the SPO-MPSP has attempted to address this issue.

45. Several training packages for teachers at different levels have been prepared by the MPSP in collaboration with the SCERT. The attempt is to augment the capacities of the teachers. Special emphasis is given to make learning joyous so as to attain better enrollment and retention. The question of the quality of education has been addressed to but still needs to be strengthened. A teacher training calendar has been prepared though it has not been possible to train all the targeted teachers. Special attempts have been made to increase the enrollment of girls. For this house to house surveys have been done, the need for good education impressed and community leaders have been involved. The institutions for imparting training have been identified. However, the DIETS are still in the process of being established.

46. Both at the level of the SCERT and the District there is a demand for more accommodation, more vehicles and other facilities. The Marathwada region in general has a dearth of NGOs, and whatever few that did exist have gravitated to Latur after the earthquake. The SCERT, however recently invited a large number of NGOs and creative individuals to harness their expertise for the DPEP. Sustained efforts should be on to involve the NGOs in the programme.

47. It was felt during the site visits and discussions that the status of the teachers participating in DPEP was going up. The teachers perceived that training had bettered their teaching. Though due emphasis is being paid to make learning more joyful for class I and II, planning for a similar exercise for higher classes may also be simultaneously initiated. Additional teachers from the DPEP budget for the enhanced enrollment on account of the interventions by the DPEP. here is an expectation at the state level greater support from the National component in terms of information dissemination of innovative practices, greater institutional support from the TSG, some evaluation by the NEC of the seminars/workshops conducted at the national level.

48. A lot of innovative initiatives being undertaken like development of Self-learning material, to be originally supplied by SCERT by beginning 1995, being developed now in the district itself and also field testing of this and games based teaching material was witnessed by the mission. Multi-grade teaching - The efforts of the Training Package developed by the SPO-MPSP are a necessary step in this direction as the team witnessed several classes being conducted in both districts where different grades were grouped together. The main problem seemed to be a lack of good self-learning material to occupy the other grade. It is recommended that material produced be tested before being disseminated as a training package. Record keeping at the DPO to check non- repetition of training inputs and further focusing of the training requirements on the teachers most wanting in this regard.

## ANNEXURE 1

### Organisational Set-up for gender activities in Maharashtra

- The Project Coordinator in the SPO is a facilitator and coordinator/editor where gender is concerned. The Project Coordinator has attended the national workshop on gender and liaises regularly with the Women's cell SCERT on gender-related matters.
- The DS is appointed on a temporary basis for a period of 11 months.
- The BS is a teacher appointed on deputation from schools - on the basis of years of service (about 15 years) and interest in fieldwork. The school pays her salary and the DPEP office pays her a TA/DA of Rs. 500 per month.
- The VWW (2 in number - generally one balwadi worker and one woman activist/teacher) are appointed on a voluntary basis

## ANNEXURE 2

### Suggested books

Some excellent books on education, activities and science teaching have been translated and are available in Marathi. It is suggested that these books be made available to all DPEP schools.

1. DIVASWAPNA - Gijubhai Badheka, I.I.E. / Pune.
2. SAMJHOON GHENYACHI POORVA TAYARI - Keith Warren I.I.E. / Pune. This book is a translation of PREPARATION FOR UNDERSTANDING ( UNICEF).
3. PICTURE STORIES - Radlov , P.P.H. ( Lokvangmaya)
4. BAHURANGI KARMAHOOK ( Part I,II&III ) by Ranade, Eureka Science Club,Pune.
5. ORIGAMI ( Part I,II & III ) Indutai Tilak, KESRI, Narayan Peth , Pune.
6. MAJHE VISHWA MULANCHE - Vasily Sukhomlinsky P.P.H. This is a translation of TO CHILDREN I GIVE MY HEART.
7. PRIYA BAI , Granthali . This is a translation of LETTER TO A TEACHER.
8. TOTTOCHAN, Tetsuko Kuroyangi, Ranwara Prakashan, Pune.
9. THE JOY OF MAKING INDIAN TOYS, Sudarshan Khanna, N.B.T., New Delhi.
10. THE BLACKBOARD BOOK, Eleanor Watts, (English) , Orient Longman, Mumbai.
11. THE CHILD'S LANGUAGE AND THE TEACHER, Krishna Kumar, (UNICEF)

**List of Persons Met/Places Visited**

**Mumbai**

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Dr Sanjay Chahande, SPD, MPSP  
Shri. Niranjan Kalamkar, Dy. Project Director  
Ms. Roy, Project Co-ordinator  
Ms. Kale, Teacher Training Material  
Shri Kulkarni, Programmer

**MSCERT- Pune**

Shri Vijay Patil, Director  
Dr. Sunanda Inamdar, Jt. Director  
Shri M.R. Kadam, Dy. Director  
Shri G.M. Bagade, Dy. Director  
Ms. Shakuntala Kale, Professor  
Ms. Phatale, Lecturer

**MSTB- Pune**

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Shri Karaskhade  
Shri Hirave

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Ms. Sunita Katekar, Zilla Sanchalika  
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