

FOR REFERENCE ONLY

INDIA

**DISTRICT PRIMARY  
EDUCATION PROGRAMME**

**Guidelines**

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**DISTRICT PRIMARY  
EDUCATION PROGRAMME  
Guidelines**



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**Department of Education  
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## **PREFACE**

The District Primary Education Programme guidelines were formulated in April 1993; since then there have been major developments in the evolution of DPEP. In December 1993 the Cabinet accorded its approval for the scheme in principle; in January 1994 the full Planning Commission approved DPEP as a centrally sponsored scheme. District projects were prepared in 42 districts spread over the seven states of Assam, Haryana, Madhya Pradesh, Karnataka, Maharashtra, Tamil Nadu and Kerala. The Planning process in these districts has been intensive and participative; the process has conflated theory and practice and extensively drawn up organisations like NCERT, NIEPA and IIMs. It would be a truism to say that DPEP planning processes have provided a valuable opportunity for NCERT/NIEPA to field test many of the pedagogical and management concepts that they have been developing over the years. The studies conducted as a part of the planning process have been of a path breaking nature; and learning levels of over sixty thousand students were tested as part of a baseline study with a rigorous sampling and pedagogic design, with a view to identify area-specific interventions in each of these districts. The Expenditure Finance Committee of the Government of India met in May 1994 and has approved details of the DPEP proposals and its financial parameters.

The loftiness of the objectives, the nature and intensity of the planning process, the integration of professional inputs, participative planning and management, and the emphasis on capacity building have together rendered DPEP an exciting idea not only in the country but all over the world. DPEP has broken new paths in international cooperation, in that it belongs to the new genre of the developmental cooperation which emphasises sustainability, equity, local ownership and execution and is supportive of national policies in the education sector. DPEP is a homegrown idea in keeping with CABE guidelines, and its distinctiveness lies in that in spite of diversity of sources of funding, it is a national programme intending to achieve UEE in a contextual manner with emphasis on participation and capacity

building. Furthermore, many functions performed by funding agencies in the past like supervision and appraisal missions, have been vested with DPEP at the national level—in fact DPEP seems likely to emerge as an intermediary financial, technical and resource organisation which may well develop into an educational fund/bank for primary education development in the country.

In the light of these developments and in order to take into account the rich experience gained in the planning process, the DPEP guidelines have been revised. A comparison of this edition with the earlier edition, would make it obvious that the philosophy and approach of DPEP — *the weltanschauung* remains intact. What has been added are the financial parameters and details of the appraisal process.

DPEP is not an enclave project: it is a major and multifaceted programme seeking to overhaul the primary education system in the country. It is only befitting that in an evolving programme, the guidelines would continue to evolve; this edition reflects the present stage of evolution.

## CONTENTS

<i>Preface</i>		iii
CHAPTER I	District Primary Education Programme—Basics	1
CHAPTER II	Financial Parameters	8
CHAPTER III	Planning Process	19
CHAPTER IV	National Support and Monitoring	31





## CHAPTER I

### DISTRICT PRIMARY EDUCATION PROGRAMME

#### BASICS

1.1.1 The National Policy of Education, 1986 (as updated in 1992) and the Programme of Action, 1992 (POA) reaffirm the national commitment to Universalisation of Elementary Education (UEE). Para 5.12 of NPE resolves that free and compulsory education of satisfactory quality should be provided to all children upto 14 years of age before we enter the 21st century. The NPE also specifies in Para 5.5 that UEE has three aspects:

- (i) universal access and enrolment;
- (ii) universal retention of children upto 14 years of age; and
- (iii) a substantial improvement in quality of education to enable all children to achieve essential levels of learning.

1.1.2 Right from independence India has persevered with the goal of UEE; even though substantial progress has been achieved, the goal still remains elusive. The additional participation in elementary education has to come from social strata and regions which are more difficult to reach. Therefore, the path that lies ahead in the march to UEE is more arduous; the journey ahead is a marathon calling for a higher intensity of effort and more systematic planning and implementation.

1.1.3 National experience with the pursuit of UEE had established the following:

- (i) *UEE is contextual.* The contextuality varies widely across the country. Even in States like Kerala where participation is near-universal much requires to be done in respect of quality and achievement. In such States the pursuit of UEE would be mainly in the areas of quality, facilities and

achievement. In other States participation and demand aspects need more attention.

- (ii) *Contextuality entails local area-planning with disaggregated targets and decentralised planning and management.* Planning for UEE had hitherto been mainly at the national and state-level. Barring some States and Union Territories, these entities are too large and heterogeneous for effective planning; they cannot provide contextuality. Ideally the planning should be from below, right from the village upwards but given the objective conditions, a beginning has to be made with district as the unit of planning. The district plans are to be prepared through an intensive process of interaction with the local bodies, teachers and NGOs so that it is "owned" by all who are to be associated in implementation and it reflects the ground-level realities.
- (iii) *Resources are an important but not sufficient condition for achieving UEE.* A host of measures both financial and non-financial, both on the supply side and on the demand side, need to complement higher allocation of resources.
- (iv) *The strategies for UEE have hitherto emphasised, mainly access in terms of construction of class rooms and appointment of teachers. This has been inadequate and needs to be augmented by:*
  - (a) a holistic planning and management approach which goes beyond implementation of a disjointed set of individual schemes, perceives the task of UEE in its totality, integrates all the measures needed to achieving UEE in the specific context of the district;
  - (b) this holistic planning should incorporate a gender perspective in all aspects of the planning and implementation process and be an integral part of all measures needed to achieve UEE.
  - (c) addressing the more difficult aspects of access, particularly access to girls, disadvantaged groups and out of school children;
  - (d) improving school effectiveness;
  - (e) strengthening the alternatives to schooling, particularly the non-formal education system;
  - (f) stressing the participative processes whereby the local

community facilitates participation, achievement and school effectiveness;

- (g) toning up teacher competence, training and motivation;
- (h) stressing learning competence and achievement;
- (i) stressing need for improved teaching/learning materials;
- (j) streamlining of planning and management in respect of both routine and innovative areas; and
- (k) Convergence between elementary education and related services like ECCE and school health.

1.1.4 The District Primary Education Programme (hereafter referred to as the Programme) is based on the above national experience and seeks to operationalise para 7.4.6 of the POA, 1992 which reads as follows:

“Further efforts would be made to develop district specific projects, with specific activities, clearly defined responsibilities, definite time-schedule and specific targets. Each district project will be prepared within the major strategy framework and will be tailored to the specific needs and possibilities in the district. Apart from effective UEE, the goals of each project will include the reduction of existing disparities in educational access, the provision of alternative systems of comparable standards to the disadvantaged groups, a substantial improvement in the quality of schooling facilities, obtaining a genuine community involvement in the running of schools, and building up local level capacity to ensure effective decentralisation of educational planning. That is to say, the overall goal of the project would be reconstruction of primary education as a whole in selected districts instead of a piecemeal implementation of schemes. An integrated approach is more likely to achieve synergies among different programme components.”

1.1.5 The Programme also builds upon the experience gained in

- (i) the implementation of the Bihar Education Project (with UNICEF assistance) and the Lok Jumbish Project (with SIDA assistance);
- (ii) the planning of basic education project in Uttar Pradesh (with IDA assistance);
- (iii) the implementation of the Andhra Pradesh Primary Education Project (with ODA assistance), Shiksha Karmi Project (with SIDA assistance) and Mahila Samakhya (with Dutch assistance).

In BEP and UP projects too, investment is concentrated in the chosen districts and district specific investment is complemented by a few State level interventions such as strengthening of State level institutions. Where the Programme goes beyond the Uttar Pradesh and Bihar projects, is in

- (i) the emphasis of local area planning with the district plans being formulated in their own right rather than being derived from a state plan project document.
- (ii) Greater rigour and infusion of professional inputs in planning and appraisal.
- (iii) More focussed targeting in that the districts selected would be:
  - (a) educationally backward districts with female literacy below the national average; and
  - (b) Districts where TLCs have been successful leading to enhanced demand for elementary education.
- (iv) More focussed coverage in that the Programme would focus on primary stage (Classes I-V and its NFE equivalent), with stress on education for girls, and for socially disadvantaged groups. In States where enrolment and retention is near universal in the primary stage, support can be considered for the upper primary stage.

1.1.6 The District Primary Education Programme has been approved as a Centrally Sponsored Scheme of the Government of India for primary education development. As of now the process of planning has been completed for 42 districts in the states of Madhya Pradesh, Assam, Haryana, Maharashtra, Karnataka, Tamil Nadu and Kerala. Ten districts in West Bengal and Andhra Pradesh have initiated the project planning process recently. The objective of the programme is to gradually extend the coverage to all the districts which satisfy one of the twin criteria referred to in para 1.5(iii). The pace of expansion would depend upon the availability of resources and in states where the Programme is now being started on the pace and quality of implementation in the districts now chosen. The attempt would be to start the Programme in at least 110 districts in the Eighth Five Year Plan with an estimated outlay of Rs. 1950 crores of which Rs. 1720 crores are proposed to be drawn from external sources.

1.1.7 The Programme would develop and implement in the districts selected a replicable, sustainable and cost-effective programme:

- (i) to reduce differences in enrolment, dropout and learning

- achievement among gender and social groups to less than five per cent.
- (ii) to reduce overall primary dropout rates for all students to less than 10 per cent.
  - (iii) to raise average achievement levels by atleast 25 per cent over measured baseline levels and ensuring achievement of basic literacy and numeracy competencies and a minimum of 40 per cent achievement levels in other competencies, by all primary school children.
  - (iv) to provide, according to national norms, access for all children, to primary education classes (I-V), i.e. primary schooling wherever possible, or its equivalent non-formal education.

The programme would also strengthen the capacity of national, state and district institutions and organisations for the planning, management and evaluation of primary education.

1.1.8 The Programme would be implemented in a mission mode through registered state level autonomous societies. Each society would have two organs :

- (i) a General Council with Chief Minister as ex-officio president; and
- (ii) Executive Committee under the chairmanship of Chief Secretary/Education Secretary of the State.

The executive responsibility will vest with the State Programme Director being the Member-Secretary of the Executive Committee and the Council. Government of India would be represented in the General Council and the Executive Committee. The plans would be formulated and implemented with the active association of the community, NGOs, teachers and educationists. Therefore, all these groups would have to be provided adequate representation and voice in the management of the project at all levels; state, district, block and village. The Memorandum of Association and bye-laws of Association of UP would serve as a model; however, district and sub-district structures would have to be developed by states to suit their administrative patterns and ethos.

1.1.9 The district plans would be rigorously appraised and their implementation systematically monitored.

1.1.10 Funds would be released from the Government of India to the State-level societies. GOI contribution is expected to be of the order of 85 per cent and is likely to follow the existing pattern for releases to IDA projects.

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<i>Criteria</i>	<i>Evidence</i>
<b>Financial Feasibility</b>	<p>Plan for MIS development that meets GOI requirements.</p> <p>Acceptable plans for development of enhanced State capacity for textbook development, teacher training, management training, student learning assessment, and programme evaluation.</p> <p>States would need to at least maintain the 1991-92 expenditure levels on elementary education in real terms, excluding funds earmarked for DPEP as State share.</p> <p>State share of annual programme costs are included in annual State budgets.</p> <p>Annual recurrent costs of the investment are shown to be sustainable on State Non-Plan budgets at the end of the project.</p>

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1.1.11 States would need to at least maintain the 1991-1992 expenditure levels on elementary education in real terms, excluding funds earmarked for DPEP as State share.

1.1.12 While the quantum of funding would depend upon the district plan and its appraisal, the over-all investment per district is expected to be within a ceiling of 30-40 crores per district. This is only a normative figure and the requirement of each district will vary. It must be borne in mind that DPEP is not a finance driven programme but seeks to build systems that are cost-effective, replicable and sustainable. The construction component would be limited to 24% and management cost to 6%. The recurring liabilities at the end of the Programme would be the exclusive responsibility of the State Government.

1.1.13 Appraisal would be with reference to the criteria of equity, participative processes, feasibility, sustainability and replicability. Details are spelt out in Table I.

TABLE I  
Programme Criteria and Evidence

<i>Criteria</i>	<i>Evidence</i>
Equity focus	Focus on districts with low female literacy rates. Baseline beneficiary studies. Specific strategies for girls, SC/ST students.
Decentralisation	Action plans and budgets developed at the district level. Investment in district-level institutional capacity.
Participatory Planning	Village leadership, NGOs, District, Block and School level personnel involved in programme planning through consultations and workshops.
Technical Feasibility	Strategies are based on empirical evidence or experience, preferably in India.
Managerial Feasibility	Implementation by a registered society empowered to make financial, staffing and project design decisions.

## CHAPTER II

### FINANCIAL PARAMETERS

2.1 DPEP financing would be covered as per parameters set out below:

#### **Additionality of DPEP Resources**

1. As DPEP is externally funded it is subject to the parameters of external assistance approved by CIBE at its 46th meeting held on March 8-9, 1991 and reiterated by its 47th meeting held on August 5-6, 1992. One of these parameters is that external funding should be additional to the resources for education. This would, in operational terms, mean that DPEP cannot finance:
  - (i) Salaries of sanctioned but unfilled posts.
  - (ii) Salaries of posts that should have been created as per the State Government norms such as teacher posts that ought to be created as per the teacher-pupil ratio.
  - (iii) Salaries of posts transferred to DPEP, e.g., if some of the functions relating to textbook development are transferred along with posts to a Textbook Development Board to be financed by DPEP, the posts transferred would not be financed.

DPEP would finance coverage under State Government schemes only over and above the level that the state would itself cover each year.

#### **Safeguard of Investment in Elementary Education**

2. Inextricably linked to and flowing from the principle of additionality, is the need to safeguard existing expenditure on elementary education. This would help enable DPEP



resources to remain an additionality. It is therefore a basic requirement of DPEP that at least 1991-92 levels of expenditure on elementary education are maintained in real terms.

### **Utmost Parsimony in Expenditure**

3. The DPEP seeks to operationalise Para 7.4.6 of the Programme of Action 1992 which enjoins that an ethos of cost effectiveness and accountability should permeate every part of the education system. This ethos is all the more necessary for DPEP as it is largely financed by external debt. In operational terms this would mean, *inter-alia*, that administrative overheads should be a bare minimum (the 6% ceiling on administrative cost is a ceiling and not an entitlement). DPEP would not finance expansion of supervisory cadres, or activities having no proven direct educational salience.
4. The cardinal principle is that every proposal has to be appraised and found to conform to the criteria of relevance, feasibility and sustainability.

### **Incentives**

5. DPEP would not finance non-educational incentives such as free uniforms, incentives for attendance, nutrition, etc. Only provision of free textbooks to girls, SC/STs would be financed in project districts in States which do not have such a scheme.

### **Convergence**

6. A central concern of the POA of 1992 is the convergence of the services such as primary education, health, ECCE etc. DPEP would prefer measures to promote convergence wherever such services exist rather than replicating the services. Thus DPEP would not finance setting up of ECCE Centres in villages covered under ICDS. Instead, it would seek to bring together the ICDS and the primary school. Likewise it would not seek to replicate medical services or supplies in schools but would facilitate diagnosis of learning disabilities through medical check-up of students and better linkages between PHCs and the schools. Activities and

processes which would promote these convergence would be financed.

7. At another level convergence would be attempted amongst the various DPEP programme components and processes. An example is the convergence of reduction of academic burden (cf. Yashpal Committee); MLL, multigrade teaching, gender sensitivity, training, development of instructional materials and learners evaluation. Another is involvement of VECs in the setting-up, facilitation and supervision of NFE centres.

### **Phasing and Innovation**

8. Basic to the DPEP is the premise that there are large "unknown" areas that are crucial to the achievement of UEE. Innovation, which is critical to DPEP, entails systematic trial, evaluation, scaling and phasing. It would be expedient to move systematically and in a phased manner. Programme implementation can begin with core known programme components and progressively add on more and more components. All new programmes and strategies that have been either untested or are still at a nascent stage need to be systematically planned and their implementation staggered.

### **Local Area Planning**

9. DPEP stresses participative process whereby the local community would play an active role in promoting enrolment, retention, achievement and school effectiveness. This process would be institutionalised through the Village Education Committee and bodies like Mother-Teacher Associations. In line with this approach of participative decentralised planning DPEP would not fund supply of standardised packages of teaching-learning equipment, furniture and other materials to schools. Instead VEC and the school would be facilitated to improve the school facilities according to locally felt needs and priorities, through provision of an amount of Rs 2000 per school per annum to be jointly operated by the VEC and school. In addition the school will be provided an amount of Rs 500 per teacher to procure consumables and to develop, prepare and acquire low cost teaching aids.

### **State and District Component**

10. The State Component is intended to provide the resource and management backup for the implementation of the district components. The state component should therefore comprise activities having direct relevance to the district components. As already spelt out the state component would comprise, inter-alia, development of MIS, training modules and instructional material. The financing of the end-products of these developments would be limited to DPEP districts.

### **Inter-District Disparities**

11. The basic premise of DPEP is contextuality. Therefore the relative emphasis on access, equity, quality and achievement would vary from district to district. Therefore in appraisal the DPEP National Management Structure expects inter-district variations in programme components and investment patterns.

### **Systematic Preparation**

12. The first year of implementation would focus on putting systems in place and setting processes in motion. This would include:
- formation of bodies like VECs, Mother Teacher Associations;
  - awareness building campaigns for providing the necessary institutional infrastructure for stepping up enrolment, retention and for facilitating performance of schools and NFE centres;
  - building up the training infrastructure by strengthening capacity of DIETs, setting up Block Resource Centres and school clusters;
  - setting in motion processes such as development of training modules and materials, reduction of academic burden and improving the efficiency in production and distribution of learning materials.

### **National Components**

13. Greater clarity has emerged on the national component and

on the overall programme design. The national components are now perceived to comprise:

- (i) setting up of management structure at the National level
- (ii) Development of MIS
- (iii) Technical assistance to DPEP States in Project Planning and Management
- (iv) Technical assistance in Pedagogy. This will include among other things
  - rationalization of academic burden (as per Yashpal Committee)
  - development of prototype training modules,
  - programme for teaching numeracy and reading skills, etc.
- (v) Programme Evaluation and Research
- (vi) Appraisal, Supervision and Monitoring arrangements for DPEP.

### **Programme Design**

14. The programme design broadly encompasses the following inter-related and mutually reinforcing areas:
  - (i) Building institutional infrastructure for action research, training and academic supervision through augmenting/networking/setting up of institutions at the national, state, district and sub-district levels;
  - (ii) Building community support for primary education through institutions like VEC, MTA and setting in processes such as awareness campaigns, micro-planning and training of the functionaries of VEC, MTA;
  - (iii) Enhancing school effectiveness in terms of its reach (enrolment), grasp (retention), classroom transaction and learning achievement;
  - (iv) NFE systems to reach out to those who would be still left in spite of efforts to enhance school effectiveness;
  - (v) Convergence of ECCE, primary schooling and health;
  - (vi) Programmes and process with a focus on girls, SCs and STs.

### **ECCE**

15. DPEP would finance expansion of ECCE through establishment of ECCE centres in villages not eligible to

be covered by ICDS, In states with limited experience of ECCE, new ECCE centres would be financed initially on a limited scale only, in one district, or in one block per district, where inter-district variations are substantial. The activity could be scaled up gradually over the project period. The DPEP would not finance nutrition.

16. In order to improve the quality of ECCE, DPEP would finance development of pre-school materials and training of functionaries in the ECCE centres set up under DPEP, It would also finance the training of ICDS Anganwadi/Balwadi workers in forging linkage with schools.

## **NFE**

17. DPEP would strive for the development of an effective NFE system which can meet the diverse educational needs of children whom the school, in spite of all the measures designed to improve its effectiveness, would not reach. To this end, DPEP would finance:
  - (i) to begin with, NFE centres as per the GOI scheme in states which are not covered by that scheme.
  - (ii) development of a variety of NFE models;
  - (iii) extension coverage of viable and scalable NFE models and instructional materials;
  - (iv) production and distribution of material for NFE programmes financed by DPEP in project districts.
  - (v) training related to NFE financed by DPEP.

## **INTEGRATED EDUCATION**

"To provide for the Integrated Education of the Disabled Children DPEP will fund interventions for the Integrated Education of primary school going children with integrable and mild to moderate disabilities. Towards this end DPEP will support :

1. **Community Mobilization and Early Detection**
  - i) interventions for community mobilization and parent contact so as to identify type, degree and extent of disabilities amongst the primary level age group. As far as possible these efforts will be integrated with on-going environment

building and micro-planning activities. Relevant data from the available sources and surveys will also be tapped.

- ii) early detection of disabilities amongst pre-scholers and provision for necessary skill building for the parents and the children in ECCE and school readiness programmes started under DPEP. In areas covered by other similar programmes, DPEP will coordinate with that programme to provide support for the above purpose, where necessary.

## **2. In-Service Teacher Training**

- iii) development of skills and competencies for early detection of disabilities, functional assessment, use of aids and appliances, implementation of individualized education plans and monitoring of progress in all primary school teachers through in-service teacher training programmes. This training should be recursive at block and cluster level and integrated with on going in-service teacher training schedules and all training modules at SCERT, DIET & BRC level should include a suitable component on integrated education.

## **3. Resource Support**

- iv) garnering resource support for integrated education at block/district level through arrangements with NGOs and other organizations having expertise in this field. Wherever necessary, DPEP will resource technical support with requisite personnel and equipment at block level in order to provide guidance and technical assistance to primary school teachers, the community, the parents and children of that area. Such a facility will need to be supported by the State Govt. after the project period is over.
- v) Strengthening of DIETs in the field of Integrated Education to facilitate development of suitable in-service training modules, providing training to master trainers and continuous resource support to BRCs and CRCs for integrated education.
- vi) A Programme Officer for Integrated Education at the DPEP district project office.
- vii) the setting up of an advisory State Resource Group for integrated education in DPEP with at least three experts in this field.
- viii) an apex level resource group at the national level to provide

guidance, technical and academic support to Integrated Education under DPEP.

#### **4. Educational Aids and Appliances**

- (ix) provision of essential rehabilitation and educational aids and appliances to primary school children, as per an approved list. Such items may be purchased through DPEP funds subject to first assessing available aids and appliances under existing schemes of the Department of Education, The Ministry of Welfare, Govt. of India, etc.

#### **5. Architectural Designs**

- (x) development of innovative designs for primary schools and removal of architectural barriers in existing schools to provide an enabling environment for children with disabilities".

#### **Educational Planning and Management**

18. DPEP would finance, subject to a ceiling of Rs 3 crores, strengthening of state capacities in the area of educational planning and management which could include inter-alia, setting up of a separate SIEMT, augmenting state level structures such as SCERTs by creation of additional units for this purpose or contracting services of existing resource institutes in the state such as IIMS for training, research and related activities.

#### **Salaries**

19. Financing of salaries would be on a declining basis, that is to say beginning with 90% in the first two years, declining to 80% for the third, fourth and fifth year, and 65% in the sixth and seventh year of the project. The average works out to 75% of the salaries.

In terms of these guidelines DPEP would finance teachers' posts in new schools being financed by DPEP. Depending on the practice in a State, construction of school building can either precede or follow the opening of a school. It is expected that as a result of the interventions in DPEP, there would be substantial improvement in enrolment. Therefore,

- with-effect from third year of the project, teachers' posts would be financed on a school to school basis where the extra enrolment and the teacher-pupil ratio (with reference to the first year of the project) warrant such appointment.
20. DPEP would finance new posts created in institutions set up under DPEP such as ECCE centres, Block Resource Centres, school clusters and State Institutes of Education and Management, and in the State level societies and their units in the districts.
  21. DPEP would also finance extra posts created in existing institutions such as DIET, SCERT for assisting DPEP.
  22. However the salaries of existing state government officials holding positions in DPEP on an ex-officio basis and salaries of supervisory and administrative staff at secretariat, district and sub-district level, will not be financed by the DPEP. Wherever amalgamation or upgradation of existing structures is proposed, state government's commitment towards meeting salaries of existing posts would be carried over so that DPEP finances salaries of only additional staff.

### **Civil Works**

23. DPEP will finance civil works (limited to 24% of project cost) such as construction of new primary schools, new class rooms, major repairs and rehabilitations of schools, construction of toilets, residential schools, rooms at ECCE centres, water supply and electrification, SIEMT, and other state educational facilities as approved by DPEP. Maintenance would be financed as per state norms and be within the 24% ceiling.
24. DPEP would not finance construction activities in aided or private schools, NGOs, other associations or groups.
25. Construction of offices would not be funded under DPEP barring office space for the State Society on a small scale within the SIEMT or SCERT only.
26. DPEP would finance construction of residential schools for Scheduled Tribes from the second year of the project onwards following proven evidence of demand from the community and independent evaluation of similar schools.



### **School Facilities**

27. Grants of Rs.500 per teacher per annum would be provided to the schools for teaching learning aids and consumables. Further, a grant of Rs 2000 per annum would be provided jointly to each school and VEC for improving school facilities such as books and journals (other than textbooks), furniture health check up, and bettering school environment, etc. No other financing would be provided to schools for equipment.
28. All new schools constructed under DPEP in the first instance would be provided with furniture as per state norms. Once established and functioning, they would also qualify for the grant for teaching learning aids and facilities as above.

### **Furniture and Equipment for Other Institutions**

29. DPEP will finance equipment needed for state society offices, the district units of the societies, MIS cells in state and project districts, in SIEMT, SCERT, BRC, school clusters and other educational facilities as justified in the proposals and approved by the DPEP.
30. Procurement procedures for all equipment to be acquired under DPEP have to conform to approved procedures, which would be spelt out shortly.

### **Improvement and Upgradation of Learning Content, Processes and Materials**

31. DPEP will finance a design for learning processes and materials based on rationalization and reduction of academic burden (as recommended by Yashpal Committee Report); principles of minimum Levels of Learning; and multi-grade teaching concepts. DPEP financing for this purpose would be limited to development of a design upto camera ready stage, only. Financing of printing of learning materials would be for the purpose of field trials only. Costs of distribution of learning materials would not be borne by DPEP. DPEP would also finance :
  - improving efficiency in the processes of production and

distribution of teaching/learning materials.

- provision of free learning materials to SCs/STs and girls in project district (if not already financed by State Government).
- printing and distribution (in project districts) of teachers' handbooks and student workbooks (if not already financed by State Government).

### **Awards/Incentives, etc.**

32. DPEP would not finance non-educational incentives for improving school attendance and retention such as midday meals, nutrition, free uniforms. It would also not finance cash scholarships/awards except an awards programme for schools that could be organised at block level with a view to promote competition amongst schools in area such as enrolment and retention of girls, SCs/STs. The award winning school can use the award for acquiring educational material or facilities in the schools.

### **Vehicles**

33. Vehicles can be provided under the project as follows :
 

*State level* : One vehicle for State Project Director, two vehicles for common pool, one for Director of SIEMT and one for common pool of SIEMT.

*District level* : One vehicle for District Programme Coordinator and vehicles for common pool calculated at the rate of one vehicle for every four blocks;

One vehicle for DIET for academic supervision through BRCs and school clusters.

Procurement of vehicles should be staggered as per need.

### **Teacher Training**

34. DPEP would finance in project districts training of :
  - teachers of primary schools including private and aided schools;
  - pre-primary teachers/workers other than those under ICDS;

- administrative staff;
- VEC/MTA members and NGOs.

35. It would also finance, for use in DPEP districts, development and printing of training materials, development of training modules for teacher training, ECCE and educational management.

36. All pedagogic training modules should integrate as far as possible the MLL, multigrade teaching, gender sensitivity, environmental and other relevant concerns.

## **DISTANCE EDUCATION**

"DPEP will fund a National level Distance Education Programme as support to the on-going effort for training teachers and other personnel in primary education.

### **DPEP will support :**

- \* Core project staff at the national level for designing, developing, producing and delivering distance learning inputs and materials.
- \* Strengthening institutions at national, state, district and sub-district levels in designing, development, producing and delivering learning inputs and material through recruitment of personnel, their training and acquisition of equipment and materials.
- \* Development of materials and training inputs for the client group.
- \* Strengthening of DIETs as contact/study centres for the Distance Education Programme.
- \* Audio-visual equipment at BRC/CRC levels".

### **Innovations**

37. In order to encourage innovations at all levels, innovation funds would be set up at the district, state and national levels. Innovation fund would be provided according to the following scale:

In each DPEP district level, a fund of Rs 1 lakh per annum. The cost of a single project should not exceed Rs 1 lakh; its

duration should not exceed one year. This fund would be administered by the district unit of the State society.

At the state level, a fund of Rs 20 lakhs would be provided per annum. The cost of a single innovative project should not exceed Rs 5 lakhs and its duration should not exceed two years.

At the national level, a fund of Rs 100 lakhs would be provided per annum. Each individual project should not cost more than Rs 20 lakhs.

38. No diversion from these funds to other activities would be permissible. Innovative projects could be taken up from the second year onwards. NGOs, institutions like SCERTs, SIEMT, DIETs, BRCs, school clusters can be financed.

#### **Other Programme Costs**

39. DPEP would also finance other programme costs, such as  
 Consultant services, professional fees;  
 Grants to NGOs and institutions like IIMs for support to  
 programme activities;  
 Research, evaluation studies, impact studies;  
 Fellowships.

#### **CAVEAT**

40. The above list is not exhaustive. As programme evolves and new activities come up, the eligibility for DPEP financing will be decided by the Project Approval Board at the national level.

## CHAPTER III

### PLANNING PROCESS

**3.1** Planning process and project formulation under DPEP is of great significance. DPEP emphasises location-specific planning in a participatory manner. In a sense there are some basic postulates which need to be borne in mind for DPEP planning processes, namely the "nine pillars". DPEP planning should include:

- (i) Mobilization for UEE by activating village education committees, teachers, parents/guardians and linking up with efforts under the Total Literacy Campaign:
- (ii) Planning for primary education and not merely primary schooling. Alternative methods have significance and a holistic view be taken.
- (iii) Cover all qualitative aspects such as school effectiveness, textbooks, teacher training and improvement in simple reading and learning skills.
- (iv) Convergence of services, such as primary education, primary health and ECCE to provide synergistic development.
- (v) Provision for trainings to improve teacher motivation and classroom transactions, as also in management of education.
- (vi) Openness to innovations which thrown up new solutions and once tested can be scaled up, or aborted if unsuccessful.
- (vii) A marked gender focus to provide for improvement in access, retention and achievement levels of girls education, as also to permeate gender sensitivity through all aspects of DPEP planning, including teacher training/recruitment, textbooks other educational facilities and incentives.
- (viii) The canvas of DPEP is systemic where the issue is one of management of change and improving of the system.

- (ix) Evaluation, monitoring and research are interactive and supportive of DPEP. Studies and evaluations will play a major role in project planning and action research to facilitate decision-making.

3.2 The preparation of detailed district and state projects is the responsibility of the State Government under the programme. The projects should provide details of activities envisaged in the districts over the period of 7 years. The process by which the district/state proposals would be drawn up and approved for DPEP is indicated as follows:

- A. Identification of districts according to DPEP criteria
- B. Approval of district selections by DPEP
- C. Appointment (if not in place) of District Planning Teams
- D. Appointment (if not in place) of State Planning Teams
- E. Preparation of preliminary district plans/proposals and cost estimates for eligible activities according to DPEP criteria and guidelines.
- F. Preparation of state proposals for capacity building.
- G. Preliminary appraisal of district/State proposals by DPEP
- H. Once State/district proposals are ready they would be appraised and later monitored by GOI.

### **Components of the Programme**

3.3 The following activities could form the components of the Programme:

- (i) *Project preparation activities* illustrated above in para 2.2.1 above. The project formulation exercises, studies and surveys, training of planners as well as workshops for mobilisation of public opinion and consultations with various interested groups would be eligible for financing under this category.
- (ii) *Environment building activities*: Structures and fora could be evolved for a continuous process of consultations with parent-teacher groups, teachers' associations, elected representatives, Panchayati Raj institutions, and non-governmental agencies working on educational issues. Innovative activities could be devised to mobilise public opinion and to generate a demand and concern for educational development in the district.

(iii) *Activities under Primary Formal Education:*

- (a) Micro planning and school mapping to be taken up at village and block level within the district.
- (b) Physical facilities for education like new school buildings and extension repair of the existing school buildings through low cost indigenous materials, vernacular design and participative construction methods, subject to the state norms being adopted. (0.7 sq.m. of space per student and a classroom of 40 students), and cost of civil construction being limited to 24% of the total project cost.
- (c) Assessing the existing levels of equipments and teaching learning aids in a school and making provisions for them wherever inadequate and wherever not covered by State or central schemes.
- (d) Streamlining the production and distribution of textbooks, NFE and ECCE materials and teachers' guides.
- (e) Development of school libraries.
- (f) Establishing the current level of MLL (Minimum Levels of Learning) within the district on a sample basis and make plans to reach prescribed MLL within a specified time frame.
- (g) Assess the need for teachers, particularly in rural areas and provide for their recruitment, training and induction. Emphasis to be on lady teachers for rural areas and provide for their salaries as per DPEP financial parameters.
- (h) Provision of free textbooks for the focus group of the disadvantaged (SC/ST/girl child).

(iv) *Activities under Primary Non-Formal Education:*

- (a) Development of viable models of NFE for children out-of-school.
- (b) Assessing the need for and location of new NFE centres.
- (c) The recruitment and training of NFE instructors.
- (d) The development of teaching and learning materials for NFE.
- (e) To mobilise the community for the management and monitoring of NFE centres.

- (v) *Activities under Early Childhood Care and Education:*
  - (a) Development of modules for child development and education.
  - (b) Convergence of ECCE facilities with ICDS and ECE programmes and primary schools in terms of coordination of timings, enrolment drives and health and immunization services.
  - (c) In non-ICDS areas, opening of ECCE centres and providing for induction and training of ECCE workers as well as teaching learning materials.
  - (d) Actions related to preparing the child for primary schooling like school readiness programme.
- (vi) *Training:*
  - (a) Strengthening the teachers in-service training and development of new designs for such training;
  - (b) selection and training of master trainers and resource persons within the district.
  - (c) Training of educational administrators including district and block level functionaries and VEC members.
  - (d) Augmenting the DIETs
  - (e) Any other activity/facility required for continuous and updated training.
- (vii) *Women's development:*
  - (a) Establishing specific activities for women's education.
  - (b) Providing for training and orientation of women functionaries and activists.
  - (c) Training of women VEC members.
  - (d) Initiation of awareness generation programmes.
- (viii) *Management structures and MIS:*
  - (a) The setting up of a State level registered society and district and sub-district level management structures to ensure flexibility and promptitude in decision making and flow of funds.
  - (b) The development and installation of an MIS system and facilities for data analysis. The system should be compatible with national system and should build upon school statistics, baseline studies and inputs monitoring.

3.4 Activities eligible at the state level for programme support would include those which seek to improve:



- (a) the efficiency of State textbook preparation, publication and dissemination;
- (b) effectiveness of inservice and preservice primary teacher training and education;
- (c) effectiveness of educational research, evaluation and monitoring and assessment.

**3.5** At the district level, the eligible activities would include those which seek to improve:

- (a) District capacity for programme management, supervision, monitoring and evaluation;
- (b) the quality of primary education — formal and non-formal education; and
- (c) targeting of support for access to and benefit from primary education for girls, SC and ST students.

**3.6** The programme also offers support to States in shaping State Institutes of Educational Management and Training or equivalent institutional arrangements and strengthening of the District Institutes of Education and Training through equipment and staff development.

**3.7** The District plans and State proposals for Programme support shall be prepared incorporating the principles of equity, feasibility, sustainability and replicability. The final outlay for each District would be determined after appraisal.

**3.8** In keeping with the objectives of the Programme the formulation of the district plans would be through a process of capacity building rather than by entrusting the job as a turnkey assignment to consultants, institution or individual. Taking cognizance of the scarcity of project formulation skills the Programme envisages particular measures for strengthening state-level resource institutions and DIETs, networking of these institutions with NCERT and NIEPA on the one hand and with state level social sciences research organisations/IIMs/university departments on the other. Hitherto, the state level resource institutions were strengthened mainly with reference to teacher training. Hereafter equal emphasis would be laid on administration and management training for educational functionaries, NGOs and members of the VECs, district and sub-district project structure. One of the very first steps in project formulation would be to identify key level functionaries in the State Education Departments, SCERT and such organisations attached to Education Department, other State level organisations, and orient and then engage them in training state and district level functionaries. As far as possible the resource persons

have to be drawn from a network of resource institutions so that they can help develop capabilities and be associated with the Programme on a long-term basis.

3.9 Each of the districts selected under the Programme would draw up a five to seven-year plan clearly spelling out :

- (i) the present status of primary education;
- (ii) the gap to be bridged between the present status and the Programme objectives;
- (iii) the strategies;
- (iv) the programme components;
- (v) measures for securing convergence of primary education and related services like ICDS, ECCE and School health;
- (vi) phasing;
- (vii) unit costs;
- (viii) the sources of funding which would comprise the ongoing State and Central schemes and the *additional educational interventions* the Programme would fund;
- (ix) management structures;
- (x) arrangements for monitoring with clearly specified benchmarks and indicators.

3.10 Simultaneously a state level plan would be formulated to spell out :

- (i) the planning and management support for district planning and implementation;
- (ii) strengthening of resource institutions;
- (iii) linkages with state level social science research institutions/ IIMs, university departments, NCERT and NIEPA;
- (iv) training in pedagogy and management;
- (v) streamlining of textbook production and distribution;
- (vi) reducing the level of difficulty of language and mathematical learning materials;
- (vii) management information systems.

3.11 *Project Preparation Activities*

3.11.1 The following specific activities need to be taken up by States in the initial phase.

#### ***Organisational Activities***

- (i) Formation of core groups at State and district levels.
- (ii) Training of State and district level core group and other functionaries.

- (iii) Forging linkages between SCERT, state level social science research organisations/IIMs/university departments and NCERT/NIEPA.
- (iv) Identification of resource persons in this network of resource organisations.
- (v) Identification of State Project Director.
- (vi) Registration of State level societies.
- (vii) Framing of Financial/Procurement and Service Regulations of the Society.

### **Planning Activities**

- (viii) Organisation of conventions and workshops for wide consultation on the action plan with groups of teachers, community leaders, women activists, representatives of disadvantaged section of the society, the non-governmental organisations and other stake holders in the primary education system.
- (ix) Survey of school facilities, teaching-learning equipment.
- (x) Identification of schools to be constructed/repared.
- (xi) Identification of the standard list of teaching-learning equipment that is to be provided.
- (xii) Preparation of action plan would need to be based on :
  - (a) the current status of primary education in the districts selected, *based on available data*.
  - (b) a plan outlining the process for formulating the district projects.
  - (c) A programme for conducting the studies which need to be completed before pre-appraisal.
  - (d) An outline of the activities envisaged in the districts and at the state level with approximate unit costs, phasing, organisational arrangements for planning, implementation and monitoring.
  - (e) Development of management structure for the programme.
  - (f) Preparation of a construction manual.
  - (g) Development of a training plan for management, teacher training and pedagogical development.
- (xiii) Local capacity building for professional inputs into the plan, preparation and assessment of plans.
- (xiv) Improvement and further refinements in the first draft, based

on the findings of studies conducted (see below under "Studies") and processes.

### **Studies**

The studies to be conducted for project preparation would include:

- (i) Conduct benchmark surveys on key educational indicators like enrolment, transition, retention, minimum levels of learning.
- (ii) Conduct study on girls (gender perspective).
- (iii) Conduct studies to develop appropriate teacher training, methodology and design.
- (iv) Conduct studies on textbooks for education in areas predominantly inhabited by tribals.
- (v) Conduct studies on state finances.
- (vi) Studies on production and distribution of textbooks, NFE and other instructional materials.
- (vii) Studies on educational needs of disadvantaged groups of society like SC/ST.
- (viii) Such other studies as may be considered expedient.

Terms of reference and the methodology of the studies must be drawn up in consultation with the Government of India. The findings of the Studies would have significance for planning DPEP project interventions as well as initiating informed analysis amongst the many stakeholders in the primary education system. Hence arrangements will have to be made at the conclusion of the studies to disseminate its results through workshops at the state and district level. Sensitization to the issues at stake would encourage debate and local solutions would emerge.

3.12 Financial as well as technical assistance would be provided for project preparation and studies based on specific, well-delineated proposals.

3.13 The source of funding for implementation of the district plan and state level interventions would be :

- (i) on-going central and state schemes, and
- (ii) the funds the Programme would provide.

The Programme would fund all educational activities which lead to the strengthening of the primary education in the district as well as certain State level interventions. Though the final outlay for each district would be determined after appraisal, it is anticipated that the

average investment per district (inclusive of the district share of the state level interventions) would be within the ceiling of Rs 30-40 crores. Funding would be subject to a ceiling on the construction component, at 24 percent of the total project cost and a ceiling of 6 percent on management costs. This is to ensure that programme components receive a minimum of 70 per cent of the total project cost. The appraisal criteria would be equity, participatory process, feasibility, sustainability and replicability. States would have to clearly analyse the financial commitments involved in the project and their own ability to meet the recurring costs after the project period is over. The ability of the State Government to support the recurring liabilities of the Programme at the end of the Project period should be established.

### 3.14 Project Cycle

After a state is identified for being covered up under DPEP by the GOI, the State would be required to draw up State and District proposals. At the national level there would be a resource team to examine and appraise these proposals. This national resource team of appraisers would be joined by expert teams fielded by the external agency funding the programme. Appraisal Resource team will provide on-site technical assistance and appraisal for state and district proposals. Four missions would be conducted for each state: (1) Identification Mission at the identification of the State and Districts; (2) Preparation Mission at the initiation of project preparation; (3) Pre-appraisal Mission on completion of draft proposals; (4) Appraisal Mission on completion of revised proposals. The national resource team on appraisal will have expertise in educational planning and statistics, civil works, in-service training, community participation, programme management, special programmes for women/girls and SC/ST. Each visit will be for a duration of four weeks.

3.15 The process by which the district/state proposals would be drawn up and approved for DPEP is indicated as follows:

#### BEFORE IDENTIFICATION MISSION

Identification of districts by the concerned State Government according to DPEP criteria.

Approval of district selections by DPEP bureau in GOI.

Collection of a consistent set of basic information for the identified districts/state in standard formats.

Identification of the District Planning Teams by concerned State Government.

Identification of State Planning Team.

#### DURING IDENTIFICATION MISSION

Identification Mission through a workshop and local visits will set the basic framework of planning;

Identify the issues and problems in the existing system;

Orient the district and state planning teams;

Set up the planning processes;

Identify studies that need to be conducted;

Identify State Resource team for conduct of each study;

Prepare the terms of reference of each study planned;

Identify the local institutional/human resources with a view to establish a network for use by DPEP;

Identify the broad strategies to tackle the identified issues through group work of District and State Planning teams;

Identify the management structure for the project and other related issues.

#### BEFORE PREPARATION MISSION

Participatory planning at block, subdivision and district level, their documentation for each district and block;

Refinement of issues in the light of community participation and documentation of strategies district and block wise. Mapping of school facilities;

Preparation of maps and information for school siting as per format;

Completion of the field works of Studies and availability of the raw data and first findings;

Preparation of first draft districts and state proposals with quantitative targets.

#### DURING PREPARATION MISSION

Field Visits to districts and institutions; the quantitative aspects of the proposals would be looked into with great care and detail, i.e; the targets set, the unit costs, time estimation for completion of an activity and the like;

Scrutiny of the first draft proposals with district and State Planning Teams with reference to;

Civil construction and site availability for such construction plans;  
 Checking of the internal consistency of the proposals — component wise;  
 Existing capacity available within the district and State to carry out the Tasks set for themselves;  
 Current utilisation of the existing institutions for betterment of the primary education system;  
 Additionality of the activities proposed;  
 Feasibility of the activities proposed;  
 Sustainability of the activity proposed;  
 Sharing of the Preliminary Findings of the studies in a workshop with local community — Preparation Mission Team to participate in one such workshop.

#### BEFORE PRE-APPRAISAL MISSION

Final report of Studies; completion of sharing of the studies in all the districts  
 Revision of preliminary district/state proposals and cost estimates for eligible activities according to DPEP criteria and guidelines, results of studies and recommendations of the preparation mission;  
 Preparation of state proposals for capacity building  
 Preparation, in consultation with GOI, of:  
 Draft Memorandum of Association for the implementation Society;  
 Draft bye-laws of financial regulations and procurement manual;  
 Draft service regulations;  
 Draft construction manual.

#### DURING PRE-APPRAISAL MISSION

Scrutiny of district proposals by DPEP. The quantitative aspects of the plan and therefore the costs of the district proposals would be finalised. The focus would shift on the operational aspects of plan implementation, like;

#### *Examination of construction process (Manual)*

Examination of draft rules and bye-laws of the Society.  
 Examination of the financial and service regulations of the Society.

Examination of the Procurement rules for goods and services by the Society.

#### BEFORE APPRAISAL MISSION

Finalise the proposals in accordance with earlier recommendations.

Obtain necessary approvals for project management structure.

Obtain necessary approvals for the rules, regulations and by-laws.

#### DURING APPRAISAL MISSION

Appraisal would be document-based and no field visits are envisaged. The documents therefore need to be self contained and comprehensive. The practice of providing supplementary information at this stage would be discouraged. At appraisal stage it is expected that the interacting parties would come up with the agreements to be reached amongst themselves for implementation of the programme.



## CHAPTER IV

### NATIONAL SUPPORT AND MONITORING

#### **National Component under DPEP: An Overview**

4.0 The preparation of detailed district and state projects is the responsibility of the State Government under the programme. The projects would provide details of activities envisaged in the districts and at state level over the period of 7 years. While the decentralisation of planning and implementation of district based interventions is the starting point for DPEP, the Central Government has a responsibility to ensure the smooth implementation of the programme and render technical assistance to the states and districts as the needs emerge. As per the Constitution of India, education is a concurrent subject for the Central and State Governments. This implies a spirit of mutual support and partnership between Centre and states to further the goal of UEE. DPEP embodies this resolve and the guidelines/parameters of the programme have emerged after intensive dialogue with the States. Programme activities under DPEP will be concentrated at the district level, with supportive interventions from state and national levels. The bedrock of the programme is to build national and local level capacities to plan, manage and implement the programme for primary education development.

4.1 The implications of the programme at the National level are several. As DPEP will cover several states and more than a hundred districts, and being a logical sequence to the externally-aided basic education projects in Bihar, Rajasthan, Andhra Pradesh and Uttar Pradesh, there is reason to provide for a regular system of monitoring, information sharing and dissemination of experiences at the national level. It is equally important to strengthen national capacity for research and design in primary education as also to establish an

effective network between resource institutions at the national and state levels.

The main functions at the National level would be as follows:

- (i) Ensuring linkages between DPEP on the one hand and other areas of elementary education and adult literacy on the other.
- (ii) Technical assistance to the states in preparation of projects and their implementation.
- (iii) Appraisal of the projects received from States.
- (iv) Consideration of Annual Work Plans and sanction of Budgets. Given the process-intensive and innovation-demanding nature of the programme, the workplans have emerged as the main instrument of programme planning and implementation. If an analogy is to be drawn, annual workplans would be to a DPEP project what the annual plan is to the Five Year Plan. This idea has been accepted by the agencies.
- (v) Monitoring and Supervision. There would be two formal supervisions in a year, the second coinciding with review of annual workplans and sanction of budget for the next financial year.
- (vi) Design and implementation of the national research and development programme.
- (vii) Securing necessary approvals within the Government of India.
- (viii) Coordination with State Governments.
- (ix) Coordination with multilateral and bilateral agencies.

#### **4.2 Structure of National Management Agency**

The guiding principles of organising the National Level Structure (NLS) are as follows:

- (i) The implementation to be in a Mission mode, which entails NLS having adequate financial and administrative powers commensurate with its tasks.
- (ii) The role of NLS would essentially comprise facilitation, capacity building, appraisal, coordination and over all direction of the programme. Till adequate capacity building in the states it would assist the states in planning and implementation.

- (iii) NLS should have a lean organisation with minimal permanent staff and with most of its work, such as technical assistance to States, appraisal, research and evaluation, being done through contractual arrangements with institutions and individual consultants.

4.3 The NLS would comprise of the Mission's General Council and a DPEP Project Board. A Bureau for DPEP would be situated in the Ministry of Human Resource Development, with a policy cell and another, programme cell. To carry out the commitment at the national level, back up and support services would be provided through consultancies both institutional as well as individual. The consultancy and support services will be required in technical tasks such as planning, appraisal, supervision, monitoring, research and evaluation.

4.4 The NLS would include the following:

- (i) A Mission General Council (GC).
- (ii) A Project Board (PB).
- (iii) DPEP Bureau in the Ministry with two broad functions:
  - (a) PB servicing (b) Programme.
- (iv) Consultancy and support services for which, for the time being, EdCIL would be the sole source. It would assist the DPEP Bureau in technical tasks such as planning, appraisal, supervision, monitoring, research and evaluation, resource support.

## GENERAL COUNCIL

The General Council has been developed along the lines of the National Literacy Mission which is managing the Total Literacy Campaigns in the country. The General Council for the Mission of DPEP will be headed by the Union Minister for Human Resource Development and will have, as members, the Ministers of Education of States which implement the programme, Education Secretaries of the participating States, Secretaries of the Central Government Departments of Education, Women and Child Development, Health etc. Some eminent educationists, NGOs and public men will also be on the council. Joint Secretary of DPEP bureau will be the Secretary of the Council. The Council will meet annually. The Council will facilitate Centre-State coordination and promote debate on issues with policy implications for primary education development. The role of

the Council will be to provide policy direction to the DPEP and to review the progress of the programme.

### **Project Board**

4.5 The General Council will be assisted by a DPEP Project Board. This Board has been developed on the lines of the National Aids Control Programme. The DPEP Project Board will be an empowered body assigned with full financial and administrative powers to implement the programme. It will be headed by Union Education Secretary and will have representatives not below the rank of Joint Secretary of concerned departments, and Financial Adviser. The Joint Secretary of DPEP bureau will be the Member-Secretary of the PB. It will meet at least once every quarter and more frequently if required.

4.6 The basic objective of setting up of the PB is to ensure that the necessary Governmental approvals are processed within the Ministry itself with the utmost expedition. Its composition is designed to facilitate this objective and is as follows:

Secretary (Edn)	<i>Chairman</i>
Joint Secretary & Financial Adviser	
Advisor (Education) Planning Commission	
Representative of Department of Expenditure	
Joint Secretary (DPEP)	<i>Member-Secretary</i>

4.7 The broad functions of the PB are as follows:

- (i) Recommend to the Government policies in regard to DPEP.
- (ii) Consider annual workplans received from the states.
- (iii) Approval of norms for new programme components and activities which emerge over the course of implementation.
- (iv) Promote convergence of services.
- (v) Quarterly review of DPEP.

The PB will exercise all Financial and Administrative powers necessary for programme planning and implementation. It will exercise all powers vested in Department of Education. No separate reference would be required to Department of Expenditure as their representative is in the PB and thereby all financial powers would vest in the PB also.

It will also discharge the functions of the EFC (Expenditure

Finance Committee of the Department of Expenditure) in regard to DPEP projects which would be formulated in the subsequent rounds of project formulation.

The PB will be an integral wing of the Ministry and its proceedings will issue under the authority of the Ministry.

#### **DPEP BUREAU**

4.8 There would be a dedicated cell in the Ministry under the Joint Secretary. Much of the background work relating to policy, servicing of PB, release of finances to states, overall review of the programme would be done within the Bureau itself through its PB servicing division. Work relating to technical support to the states, appraisal, supervision, monitoring, research and evaluation, reimbursement and procurement would be organised through the programme division.

4.9 The PB Servicing Division would have two Deputy Secretaries/Directors with appropriate support staff. This Division would be responsible for policy, coordination with funding agencies, Department of Economic Affairs, Planning Commission and different ministries and departments in Government of India such as Department of Rural Development, Department of Women and Child Development etc., so as to ensure convergence of different programmes having a bearing on the objectives and activities of DPEP. It will also be responsible for servicing and implementing the decisions of PB, release and reimbursement of funds, proper maintenance of accounts and compliance with the procurement norms of the external funding agencies.

4.10 The Programme Division will organise carrying out its tasks of technical assistance in planning and pedagogy, appraisal of projects, supervision, monitoring, programme evaluation and research, and civil works through consultancies. In addition the programme division would be responsible for overall coordination with States on programme implementation and for the purpose the deputy secretaries in the programme division would be assigned specific States.

4.11 The DPEP Bureau would be serviced by consultancy and support services. Tasks would be assigned by JS(DPEP) for responding to requests for professional services arising from programme planning and implementation. For the remaining 3 years of the eighth plan, professional experts would be engaged on a sole source basis by the EdCIL to facilitate recruitment of professionals and engagement of

institutional and individual consultants as per need. With the approval of the JS(DPEP), EdCIL would enter into sub-contracts with institutions and individuals for the implementation of various tasks to be discharged by it. The professionals would be contracted following norms and procedures set out in the contractual terms of reference to be entered into with EdCIL.

4.12 The Programme Division of DPEP Bureau at the national level will be the nodal point for ensuring such backup support as may be required by the Programme. The four Deputy Secretaries in the Programme Division will have specifically assigned States as well as functional areas. The Consultant (EdCIL) would be reporting to and be accountable to the Joint Secretary in DPEP Bureau but for day-to-day requirements of backup and other administrative support the respective deputy secretaries in the programme division would be constantly in touch with EdCIL and Consultants and functional area-wise task forces. There will also be a larger Advisory Group to guide and review the activities of the Task Force. A resource support and institutional networking agenda will be built around this core.

4.13 The national level technical assistance will include the following :

- (i) Development of State capacities for plan formulation.
- ii) MIS including school statistics, project indicators and building of a data base, would be developed, tested and installed in DPEP.
- (iii) Development of In-Service Teacher Training including prototype training designs and materials and competencies in multi-grade teaching and MLL.
- (iv) Development of prototype materials for Teaching, Reading and Mathematics for Classes I-III and evaluations of impact.
- (v) Development of prototype training materials in educational planning and management and the training and the training of teams in DPEP assisted states/districts.
- (vi) A unit for programme research, studies and evaluation to organize research activities for better DPEP implementation and evaluation, as well as establish a network of research institutions for primary education.
- (vii) Intervention strategies for tribal education.
- (viii) Development of cost-effective designs for primary schools.

(ix) Provision for international exchanges and trainings for capacity building.

**4.14** Though the states will be responsible for preparation of the district projects, a national resource team will assist state planning and management units/institutions to develop competencies in plan formulation through technical assistance. More specifically assistance in following planning areas can be given:

- (i) Analysis of education statistics;
- (ii) District level planning through participatory planning,
- (iii) Strategy formulation,
- (iv) Intervention designs,
- (v) Costing,
- (vi) Implementation planning, and
- (vii) Training and orientation of district/state core teams.

The National Management Structure would finance and monitor national level technical assistance and research activities through annual work plans and budgets for cooperating research organizations (NCERT, NIEPA, other national and state organizations) and commissioned research and evaluation to meet the needs of DPEP. A media unit will organise audio-visual documentation and arrange publicity and media coverage for DPEP.

#### **4.15 Monitoring and Supervision Functions**

##### *Monitoring Unit*

The monitoring resource team at the national level will receive quarterly reports from the projects and analyse them. For the purpose monitoring resource team personnel and consultants will visit each State and a sample of districts quarterly, preparing reports on all elements of programme implementation. They will present to the Ministry a quarterly review of the programme. Reports will be made available to all funding agencies. A Project Management Information System will be developed to monitor the programme inputs, the expected outcomes and the financial disbursements. School Statistics to be collected in all DPEP districts (and subsequently the State as a whole) will be standardised and for that data capture formats will be developed. Data collectors (i.e., Teachers, Block and District officials) and the Data Entry Operators will be trained. Concurrent evaluation of the programme will also be taken up at the national level as part of the monitoring programme for the project.

*Supervision*

There will be biannual supervision missions to assess the progress of the programme. These supervision missions would be jointly conducted by the GOI and International funding agencies. Two of the four quarterly monitoring visits will coincide with these supervision missions. The first supervision mission would be in September-October and the second would be in February-March. The timing would facilitate to ensure and verify the budgetary (supplementary as well as general) provisions, and the progress being achieved on the ground. These missions will therefore comprise field visits on a sample basis. Document based analysis of all the districts and states would however be undertaken.