

**INDIA**  
**SARVA SHIKSHA ABHIYAN**  
**13<sup>th</sup> JOINT REVIEW MISSION**  
**(January 19 - 24, 2011)**

**START REPORT : MAHARASHTRA**

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**1.1 Introduction**

The 13<sup>th</sup> Joint Review Mission (JRM) team comprising of Prof A K Sharma (GoI) and Dr. Ms. Shabnam Sinha (World Bank) visited Maharashtra between January 19-24, 2011 to review the progress against program interventions and towards the overall goals and objectives of the Sarva Shiksha Abhiyan (SSA). The Mission benefited from extensive discussions with the State Project Director, Mr. Nand Kumar IAS, Joint Directors, Deputy Directors and Chief Engineer and all the thematic Heads in-charge of various components of the program. The Mission members visited Aurangabad and Ahmednagar districts of the state and were able to interact with the Education Officers and their teams, a number of teachers, children, Cluster and Block Resource Persons, parents and School Management Committee / Village Education Committee (SMC/VEC) and Panchayat members. The Mission visited Maharashtra Institute of Educational Planning and Administration (MIEPA), Block Resource Centre, Khultabad and Special Centres for Children with Special Needs. At the beginning of the Mission, a visit to a specially organized Teaching Learning Material (TLM) exhibition was also arranged. During the Wrap-Up meeting, the Mission benefited from the views of the State Principal Secretary (Education).

**1.2 Overview and Key Issues : Towards RTE:**

Convergence of SSA with Right of Children to Free and Compulsory Education (RTE) Act, 2009 has been taken up during the current financial year, as it has come into force with effect from April 1<sup>st</sup>, 2010. The RTE Act has been translated into Marathi for wider circulation amongst the stakeholders and for discussion in the orientation programmes for teachers currently being organized by MIEPA under Lok Chetna, with good result.

The Government of Maharashtra has amended the Model Rules provided by the Government of India for the state in respect of certain provisions and have uploaded the above on its website, inviting suggestions and holding discussions with Non-Government Organizations (NGOs), Community members and Panchayati Raj Institutions (PRIs). The Rules will soon receive the approval of the Government. Maharashtra State Council of Educational Research and Training (MSCERT), Pune has been notified as the Academic Authority as per Section 29 of the Act. The State Council for Protection of Child Rights (SCPCR) has been in existence in the state since 2005 with potential for improved functioning. No Detention Policy was notified vide an Order issued on 10th May, 2010. An Order notifying that no Board Examination will be held till completion of elementary

education was issued on 10<sup>th</sup> May, 2010. A circular banning corporal punishment was issued on 11th June, 2010. *The Government has initiated steps toward change in the Elementary Cycle of eight years with Classes I to V as Primary and Classes VI to VIII as Upper Primary. The present structure of Elementary Education in the state is Classes I to IV (Primary) and Classes V to VII (Upper Primary). The state has initiated discussion with the stake holders as the change has implications of academic, administrative and financial nature.*

Maharashtra has 19.30% private aided schools and 8.84% private unaided schools. The Mission observed a plethora of private schools in urban Mumbai, in the slums of Dharavi and Wadala. It was informed that these were fee charging schools, charging a tuition fees ranging from Rs 200-300 per month. The teachers were paid a stipend of Rs 5,000- 6,000 per month and were untrained. Under RTE Act, such schools will need special attention and scrutiny.

## **Progress towards the Achievement of Goals**

### **Goal 1. All Children in School**

### **Goal 3. All Children Retained in Education System**

Maharashtra has 94,274 elementary schools out of which 65,029 are state / local bodies, 20,399 private-aided, 8,846 are private-unaided. The state has 40,87,002 children at the primary level and 62,67,411 at the upper primary level. The Pupil Teacher Ratio (PTR) is 29.84 and the School Classroom Ratio (SCR) 31.23. The Gross Enrolment Ratio (GER) is 100.96 with the Net Enrolment Ratio (NER) at 99.77. At the primary level, the NER is 92.39% for boys and 91.95 % for girls and at the upper primary level, it is 92.96% for boys and 92.08% for girls. As per the IMRB study, the number of out-of-school children in 2009 was 2,07,345. As per the state estimates, it now stands at 84,483 children. Out of these, 77,443 have been mainstreamed in regular schools. For 2010-11, the state has proposed 3,334 seasonal residential hostels for 56,863 children in the age group 10 to 14 years to arrest the migration. The state has developed an *Online Child Tracking System* for tracking out-of-school children. The software has been developed and data capture forms have been designed. The software was used on pilot basis in Dhule and Parbhani Districts. In the draft Rules for RTE Act, now under finalization by the state, four types of out-of-school children have been defined: those who have absented school for more than five days in a month; continuous absence for more than thirty days; absence upto two years and children never enrolled. Special efforts and community sensitization programs are being taken up to bring the out-of-school children into schools.

Strategies for out-of-school children include 448 Non-Residential Bridge Centres, 150 Maktabs for minority children, and 16,325 Seasonal/ Residential Hostels. All Education Guarantee Scheme (EGS) and Alternative Innovative Education (AIE) Centres have been phased out. Though the state informed that the PTR is at acceptable limits, the Mission had occasion to note that the PTR in many places was more than 1:40. This is a phenomenon that needs to be studied carefully, for while the records show that PTR is

less than 30, interaction with sub-district level functionaries showed that there are cases of PTR being more than 40.

## **Recommendation**

*There should be more effective and rigorous teacher rationalization exercises undertaken by the State.*

The state has opened 8,758 primary schools for physical access. However, out of the 843 schools sanctioned in 2010-11, 4 schools in Mumbai are yet to be opened. This is critical in the context of RTE Act, as there would be habitations left without a primary school, if these are not opened immediately. *13,465 habitations do not have upper primary schools, and as per norms 69 habitations are unserved. Out of this, GoI has sanctioned 60 Upper Primary Schools (UPS) as per norms.*

The state expressed its difficulty in opening the new schools due to problems in land acquisition. As the issue seems to be a long drawn one, the state would need to come up with innovative ways of addressing this issue. In the districts of Mumbai the classroom gap is of 3,793, and in Thane, it is 3,508. Out of the 8,506 ACRs sanctioned in 2010-11, 5,723 have been constructed and the state expects to complete the rest by March 2011. *The Mission was informed that the state had 42,539 surplus classrooms, which would now be used for the Head Master's room / staff room / activity room, etc.*

Out of the total sanctioned toilets for girls, 89.60% was achieved; the Mission was pleased to note that there were sufficient girls' toilets in the schools visited, which were in a neat condition. Toilets were also being constructed through convergence with Total Sanitation Campaign. However, 18,486 schools continue to run without toilets for girls, which need to be addressed. *The state has conducted infrastructure survey of local body primary and upper primary schools for digital mapping which are used for whole school development plans.* Third Party Evaluation of civil works has been undertaken by the state and in each Division, consultants have been appointed for technical guidance. Environmental Assessment is being taken up for construction and 39,970 schools have been surveyed.

## **Goal 2. Bridging Gender and Social Gaps**

### **A. Gender Gaps**

The Mission noticed a very vibrant girls' education program being carried out in the schools visited. *Meena Manch* was found to be active and powerful. They took up important activities like arresting dropouts through vigilant follow-up with the community and school attachments.

Attendance was being monitored by the girls themselves through extremely interesting and innovative ways. 88,000 Meena Manchs have been established and 10,353 out-of-school girls have been enrolled in regular schools. The Mission saw the training being imparted on gender issues to the Gender Coordinators of SSA at MIEPA.

36 Kasturba Gandhi Balika Vidyalaya (KGBV) have been made operational by the state, 3,468 out-of-school girls are enrolled in these KGBVs, 15 are operationalized by NGOs and 21 KGBVs are run by the SSA Society and 7 new KGBVs have been sanctioned in the supplementary plan under RTE. National Programme of Education for Girls at Elementary Level (NPEGEL) is implemented in 523 model clusters.

*A.1. Early Childhood Care and Education (ECCE)*

Colation of Early Childhood Care and Education (ECCE) Centres with primary schools has resulted in the children transiting with primary schooling with ease. Good coordination has been achieved with ICDS.

**B. Social Gaps : Scheduled Caste, Scheduled Tribe, Muslim Minority**

*B.1 SC/ST children*

Maharashtra has 10.20% of Scheduled Caste (SC) population and 8.90% Scheduled Tribe (ST) population. At the elementary level, there is enrolment of 14.50% SC and 11.63% of ST population (Source: DISE). The SC concentrated districts (Census 2001) are Chandrapur, Latur, Washim, Nagpur, Bhandara, Nanded, Amravati, Osmanabad, Gondia, Solapur, Sangali, Kolhapur & Aurangabad. ST concentrated districts (Census 2001) are Nandurbar, Gadchiroli, Dhule, Nashik, Yavatmal, Chandrapur, Gondia, Nagpur, Jalgaon, Amravati & Raigad with special focus on Dhule and Nandurbar.

In the rural schools visited in Aurangabad, there seemed to be a proper integration of SC children with the general category. However, there seemed to be no special strategy informing the teachers' plans and interventions. The state had some initiatives under the Innovations fund like academic supervision and study centres for enhancing the achievement level and reducing the dropout rate of SC/ST category. Note books, geometry boxes, uniforms, etc. have been provided and efforts have been taken to remove discrimination at meal times, etc. However, the Mission feels that there is need for a more carefully thought-out strategy for enhancing the learning levels of children at the elementary level. There are special focus districts which are Left Wing Extremism (LWE) affected like Gadchiroli and Gondia. A further sharply disaggregated strategy for these naxalite and tribal dominated areas was not visible. But the state has appointed district and block tribal co-ordinator for implementation of tribal policy.

The share of SC children in Primary Schools is 12.96% and in Upper Primary it is 11.70%. The share of ST children at the primary level is 13.68% and at upper primary level, it is 9.42%. While incentive programs have been planned by the state, the Mission could not witness focused attention on special interventions to attract SC/ST children into school and ensure that they are retained and are integrally engaged in the teaching learning processes. It is hoped that when the Child Tracking System and household surveys are fully operational, more nuanced information about issues related to SC/ST children would be available.

## **Recommendation**

*The state needs to make a long term strategy with specific inputs, associated processes leading to pre-determined outcomes and gains to address the specific issues related to the SC/ST communities*

### *B.2. Muslim Minority Children*

The minority concentrated districts are Mumbai, Aurangabad, Akola, Mumbai Suburban, Parbhani, Amravati, Buldhana, Washim and Hingoli. Under SSA, awareness programs and enrolment drives have been taken up for community awareness and sensitization of minority leaders for enhancing enrolment of children into schools. Urdu schools have been provided with learning corners and laboratories. Other incentives like uniforms for girls of Urdu schools and travelling passes and Computer Aided Learning (CAL) Centres in Urdu schools have been provided. The Mission had occasion to witness the engagement of the minority community in school arrangements, with one of the Mother Teacher Associations (MTAs) having a minority woman representative as its Chairperson. *As the ground is already laid for reform in minority education, the state could do well in preparing a more strategic plan to take up more effective and larger coverage.*

### *B.3. Urban Deprived Children*

Maharashtra has a large population of children who are in the urban areas of Mumbai, Nashik, Nagpur and Pune and the total enrolment in these areas at the elementary level is 17,97,907 (Source : DISE). Majority of the schools are Urban Body schools, under the municipal corporation. There are 11,102 out-of-school children in Mumbai, 141 in Nagpur, 862 in Nashik, and 4,128 in Pune. These are the extremely hard to reach ones. *A more detailed analysis may reveal a larger number of out-of-school children, as the Mission members could see many street children, loitering aimlessly instead of being in schools.* In Mumbai, there are 100 notified slums and 189 Urban Resource Centres (URCs). *There seems to be an urgent need for micro planning to realistically assess the number of out-of-school children and the requirement for additional schools.*

The Mission was informed that the state had undertaken initiatives for the urban deprived segments in the state like providing school bags, sports materials, sports equipment for schools in urban slums and self-learning materials under the Learning Enhancement Program (LEP). Enrolment of children is attempted through Non-Residential Bridge Courses (NRBCs), which are for special training for mainstreaming of children. 3,579 children have been mainstreamed and 4,189 are in NRBCs. The Mission especially visited the urban schools of Mumbai, in the urban slums of Wadala and Dharavi (the largest slum in Asia). In Shivuri Wadala High school, which also has the elementary segment, there were as many as five schools, (Marathi, Telugu, Urdu, Hindi and a Special School). The school had large population of children in each one of the schools. It was found that there was no school in the vicinity of 4 km around the surrounding habitations,

and there was a need for more schools. Hence, children from far off areas flocked to the large integrated elementary and secondary school, having to cross major roads with traffic and a railway track to reach the school, which was highly hazardous. The SMC and the community present demanded transport facilities to ensure safety of the children in reaching the school. The Mission visited Nadkarni Park school and Sant Kakaiya Marg school in the slums of Wadala and Dharavi, which were found to be catering to more children than they could cater to. The building (Ground +3) housed six to eight schools (Marathi, Hindi, Tamil, and Urdu). There were 3,500 children and 108 teachers. PTR was 1:40 in the Wadala school. The schools run in double shifts and seemed to be bursting at the seams. Teachers were overworked, and in-service training had not been taken up since a few years. Two days of training on Continuous and Comprehensive Evaluation (CCE) and two days on Advancement of Educational Performance through Teacher's Support (ADEPTS) had been provided. Teachers faced problems of children dropping out as some were engaged in labour with parents and others were engaged in sibling and home care. Infrastructure of the schools was in poor condition, the walls were peeling and there was need both for minor and major repairs. Interaction with the school authorities showed that they were not fully aware that they could draw upon the resources and norms of SSA for school improvement. A School Development Plan (SDP) was examined by the Mission, which had no mention of the obvious requirements that could be met out of SSA funds. There is a need for much greater coordination between the Bruhan Mumbai Municipal Corporation (BMC) and the SSA authorities at the highest level. *The Mission strongly feels that a high level Coordination Committee comprising of the BMC Commissioner and the State Project Director (SPD), SSA along with eminent personalities and educationists be formed to assess the requirements and monitor implementation.*

A School Improvement Plan undertaken by UNICEF involving Corporate Social Responsibility funds being managed by McKinsey and Company and implemented by the NGOs- Rishi Valley, Naandi Foundation and Kaivalya Foundation was found to be taking up interesting activity based teaching learning in the schools. Self Learning Materials and cards were prepared based on the syllabus and the teachers and children were encouraged towards lesser dependence on textbooks and focus on activities and TLM for teaching learning. There was also a component of Head Masters' coaching, which attempted an overall holistic approach to quality improvement. The Mission observed the materials available and witnessed the enthusiasm of the teachers.

A UNICEF-sponsored program for promoting sports activities in schools was found to generate enthusiasm amongst students and teachers. There were coordinators who were engaged on a part-time basis to provide sports training during school hours. A Quality Cell is also functioning at State Project Office (SPO) with support from UNICEF.

The NPEGEL Centres were functioning in the schools and adolescent girls were enthusiastically engaged in cultural and vocational activities. Interesting convergence had been undertaken with the Directorate of Adult Education, Ministry of Human Resource Development (MHRD), Government of India in these urban schools for vocational training. There was a plan to scale up vocational training to newer non-traditional areas like AC repairing, electronics, etc.

*The Mission strongly feels that considering the large population residing in the four municipalities of Mumbai, Nasik, Nagpur and Pune, a clearly fleshed out strategy for addressing the specific needs of the children – physical, emotional, social and locational, does not seem to inform the planning or interventions being thought of.*

### **Recommendation**

- 1. Coordination at the highest level under the Chief Secretary comprising of the concerned departmental Secretaries, BMC Commissioner and the SPD, SSA along with eminent personalities and educationists to assess the requirements and monitor implementation.*
- 2. Urban based micro planning exercise to be undertaken to assess the need for new schools. In case of paucity of land, innovative strategies need to be evolved to cater to large numbers of children living in the slums, not having access to a school within a kilometer of habitation.*
- 3. Use of the Innovation fund for provision of transport facilities to children living near railway tracks and busy roads to send them safely to their schools and back to their homes.*
- 4. The Mission learnt that some BMC schools are being outsourced to private agencies. The Government of Maharashtra may need to address this issues carefully to ensure that the deserving children of slums do not get left behind inadvertently.*

### **C. Children with Special Needs**

Maharashtra presents an encouraging picture for the Inclusive Education of Children with Special Needs (CWSN) with 100% coverage of enrolment of children in this category. Such children constitute 2.58% of the total child population. Provision of barrier free access and hand railing for such children is augmented by the support of aids and appliances. As per the information provided by the State Government, all categories of disabilities are covered namely low vision, totally blind, hearing impaired, mentally retarded, orthopedically handicapped, learning disabled, cerebral palsy, speech impaired and autism in conformity with the provisions of the Persons with Disability Act, 1995. Almost all children in this category appear to be enrolled either in formal schools or through Home Based Education (HBE) with assistance provided by a Resource Teacher and the facilities of a Resource Room in each school.

The type of services recommended by the doctors are provided to these children namely, certificates, spectacles, audiometry, hearing aids & appliances, orthopedic aids & appliances, IQ testing, pre-surgery screening, surgery (actually fit), braille book, ramp position, modified chair, commode chair, commode toilet, escort allowance, etc.

The support services provided under the interventions include services such as therapy services, braille kit, blind cane, handrails, resource room, transport allowance, hostel

allowance, reader allowance, writer allowance, speech trainer, loop induction system, audio MP3 CD player for visually impaired children, disability wise Special Mobile Teacher, some of which the Mission had a chance to see in the schools visited.

## **Recommendation**

- 1. As a long term strategy for mainstreaming these children in the school settings, it would require a well organized re-orientation of all the existing teachers to handle the learning needs of such children with appropriately designed pedagogic processes. This could also provide a basis for establishing a few model inclusive schools.*
- 2. Establishment of Multipurpose Resource Centre for CWSN in each block to cover children with severe disabilities.*
- 3. There is also a need to co-ordinate with the Rehabilitation Council of India (RCI) to plan and organize teacher education to suit inclusive education needs, as their present methodology is confined to practice teaching in special schools.*

## **Goal 4. Education of Satisfactory Quality**

### *4.1 State's Vision of Quality*

Draft Quality Vision document has been developed by state and forwarded to the MHRD, GoI. Having achieved nearly 100% enrollment of children in the age group of 6-14 years, the state is to initiate efforts to further improve the quality of access by updating the existing infrastructure and provision of facilities in primary (classes I to IV) and upper primary (classes V to VII) schools. Interventions for enhanced rate of retention of children by ensuring reduction in school dropout and ensuring better transition rate may have to be planned through implementation of the Child Tracking System being put into place. The Mission is concerned with all out efforts to be made by the state in the area of improving the quality of learning achievement and issues related to it. The Mission noted some steps that have been initiated in regard to various dimensions related to quality interventions, though a lot needs to be done in each area:

### *4.2 Curriculum Reform*

In accordance with the directive of the GoI to conform the State Curriculum to the philosophy of the National Curriculum Framework (NCF)-2005, the state has prepared the Maharashtra State Curriculum Framework (MSCF) incorporating the focus on provisions contained in the RTE Act-2009 and the NCF-2005. This MSCF has been developed with the collaborative effort of Maharashtra State Board of Secondary and Higher Secondary Education, Pune, Maharashtra State Council of Educational Research and Training, Pune, Maharashtra State Bureau of Text Books Production and Curriculum Research, Pune and Maharashtra Prathamik Shikshan Parishad, Mumbai. The draft has been uploaded on the website and comments of various stake holders incorporated. Draft



was also published through Jeevan Shikshan and Shikshan Sankaraman monthly magazine. Eight regional workshops were organized to capture feedback of stakeholders. Special meetings of NGOs organized for suggestions. A set of sequential activities are now planned; based on the MSCF, syllabus in different curricular areas will be developed and thereafter new generation of text books and related instructional materials are proposed to be developed in phases.

### **Recommendation**

*Some pilot studies and trialing may be conducted to ensure the acceptability of the new textbooks as prime tools of teacher support and student learning, as and when these materials are available for implementation in the schools.*

#### **4.3 Quality of Textbooks and Status of Textbooks Renewal Process**

The last textbook development initiative in the state dates back to 2004 and renewal work was undertaken for textbooks for different classes during 2006-2009. Now that a generation of new textbooks is proposed based on the MSCF during June-2012 to 2014 for classes I to VIII, the analysis of quality factor of the textbooks has to wait till then. The textbooks developed at the state level may have some disadvantages in addressing the local specific contexts. In order to ensure focus on this aspect, a committee already has been set up to incorporate local specific context in the textbooks to the extent possible.

### **Recommendation**

*Orientation programmes for teachers to adapt the state level textbooks incorporating local contexts, wherever so required, should be organized to make teaching-learning closer to the environment of the child.*

#### **4.4 Status of Learning Enhancement Programme**

In the Learning Enhancement Programme (LEP), the state has provided to Government Primary Schools supplementary learning boards, Nandadeep boards, attendance card, temperature record card, geometrical box, learning corner material. It has also provided Nandadeep school booklet to all Government Primary Schools, Cluster Resource Centres (CRCs), Block / Urban Resource Centres (BRCs / URCs), District Institutes of Education and Training (DIETs). In respect of upper primary classes, modules on Science and Mathematics as well as Science and Mathematics kits have been provided. The schools visited did indicate the involvement in programmes related to LEP by provisions of teaching aids, learning kits, etc.

## **Recommendation**

***Teachers need to be oriented not only to the use of the materials supplied under LEP but effectively trained to use the natural and social environment of the child as a laboratory for teaching and learning.***

### **4.5 Analysis of Learning Achievement**

The Mission was apprised of a Baseline Assessment Study (BAS) conducted in all the 35 districts of Maharashtra for Class III and Class VI students in Language (Marathi, English) and Mathematics in 2004-05. The overall achievements of the students did not come out to the required expectations. A Mid Term Assessment Study (MAS) was also undertaken in 2008-09. The results of the BAS were analyzed by the state to find out the items and the related topics where achievement was very poor. The content areas thus identified were conveyed to the teachers in the training programmes under SSA.

Recently, a study on Systemic Quality Index (SQI) has been undertaken by the NCERT for different states of the country. The SQI is a composite index, consisting of indicators which have impact on the health of school education and outputs like student learning achievement. The State of Maharashtra has been ranked number 3 in the study. Considering the fact that many of the quality parameters need significant strengthening, the fact that Maharashtra has been ranked number 3 seems surprising. This needs to be relooked at very carefully.

The mission was also informed by MHRD that NCERT has initiated a study on the impact of in-service training in classroom processes in Maharashtra. It is important that state gets integrally involved in the study and is made aware of its progress, implications and outcomes.

## **Recommendation**

***The state may seek the details of factors including those related to learning achievement from the NCERT in order to have an understanding of factors on which it has scored high as well as factors which may require attention for further interventions.***

### **4.6 Research and Evaluation Studies**

The Maharashtra Prathamik Shikshan Parishad, Mumbai made available to the Mission a compilation of research studies undertaken in the Chandrapur, Kolhapur, Ratnagiri, Jalgaon & Ahmednagar district of the state during 2009-10, including a First Half yearly monitoring report of SSA and Mid Day Meal by Indian Institute of Education (IIE), Pune and Tata Institute of Social Sciences, Mumbai. The studies pertain to impact of Mid Day Meal, Innovative Programmes for enhancing achievement level of girls, Effect of Computer Labs in enhancing quality education, Problems of Single / Two teachers school, Community Mobilization, Reading Corners under LEP, Benefits of School

Grants, etc. *The Mission did not have the time to scan the findings of the studies but it was informed that steps are being taken to study the findings for further interventions.*

### **Recommendation**

***Research is extremely important to understand the impact of various interventions for improving the quality of education. Institutions like the MSCERT, Pune need to take a more pro-active role in identifying areas which call for intensive studies and undertake of commission research studies and provide feedback for improvement.***

#### **4.7 Status of Teacher Training**

This is the most critical area concerning quality of teaching-learning and the whole process of improving the classroom dynamics. The concern of teacher training needs to be addressed both at pre-service and in-service levels as the two components are inseparable. The turnout capacity of trained teachers at the pre-service level needs to be analyzed in relation to the existing institutions. It was ascertained that there are 1,487 D.Ed. Colleges in the state with distribution of management under Government (47), Private Aided (99), Private Un-Aided (1,341).

### **Recommendation**

***The quality of professional education provided by Teacher Education Institutions needs to be monitored by an appropriate authority in the state, in addition to such a monitoring being conducted by the National Council for Teacher Education (NCTE) under Section-13 of the NCTE Act, 1995. This is particularly important in view of 1,341 Private Un-Aided institutions out of a total of 1,487 institutions connected with D.Ed. programmes. Equally important to note in this regard is the fact that against an annual requirement of 20,000 teachers, the output from teacher training institutions is around 75,000.***

The teachers with whom the Mission had an opportunity to interact were academically all and professionally qualified as per NCTE norms. *The Mission was further happy to note that a redeeming feature was a mandatory 6-month internship in an elementary school before the prospective teachers earn their D.Ed. as this is a quality intervention for pre-internship training vital to be developed in the prospective teachers.*

In addition to the D.Ed. institutions, there are 33 DIETs which were established under a centrally sponsored scheme of strengthening teacher education. The staff position in the DIETs is not satisfactory as per the data given in the following Table:

Sr. No.	Post	Sanctioned	Filled	Vacant
1.	Principals	33	12	21
2.	Senior Lecturers	132	37	95
3.	Lecturers	198	142	56

The mandate of the DIETs was quality elementary teacher education at pre-service level and conducting in-service teacher education in multiple areas concerning the content and process of elementary education. *It was somewhat discouraging to note that these institutions are not mainstream actors for in-service training under the SSA.*

### **Recommendation**

- 1. There is an urgent need to enable the DIETs to perform at their optimum level, become the research hub for identification of problems in elementary education through the “lab areas” and provide the needed feedback for qualitative improvement of elementary education.*
- 2. The new wave of teacher training should address outcomes like all round development, learning how to learn and process like participative learning, constructing knowledge and reflection and innovation in pedagogical practices. In view of no recent studies available as to the impact of the current teacher education on the classroom practices, studies may be initiated to understand the performance of teacher education programme.*
- 3. The in-service teacher training on ADEPTS and CCE may be enhanced across the state.*

The Mission observed that the problem of un-trained teachers in the state could be addressed by the number of institutions that are expected to take care of this concern. Some of the EGS centres (Vastishalas) have been closed. The teachers from these centres were given the status of *para teachers*. According to G.R. dated 5<sup>th</sup> February, 2009, these para teachers were given a chance to get admitted to D.Ed. course and during 2009-10, 7,839 para teachers were admitted to the first year D.Ed. course through ODL modality.

In terms of the provision of the RTE Act, teachers for Classes VI to VIII should possess a graduate degree with a component of professional training thereafter. This will require a major intervention at the administrative level and may involve Colleges of Education in meeting with the emerging requirement of teachers. There is also a serious concern of shortage of Science and Mathematics teachers which will require as a policy, induction of graduates in Science and Mathematics into teacher education courses, as a mandatory requirement at the time of admission.

### **Recommendation**

*The state may undertake urgent steps to identify teacher requirement based on the provision of teacher pupil ratio of 1:30 for the primary and 1:35 for the upper primary classes. This may require enhancement of intake of graduates in the existing D.Ed. institutions as well as special programmes that may have to be designed for the purpose.*

The Mission observed that the use of CAL has now informed the school culture but it is largely related to familiarization with basic computer skills, which is a good beginning. What is needed now is to generate learning software and organize training for teachers in integrating computer education with the transaction of curricular concepts relevant to the various levels of elementary education.

#### 4.8 Continuous and Comprehensive Evaluation

The concept of CCE is one of the features of Section-29 of the RTE Act, 2009 and is a significant intervention in view of the RTE Act, 2009 not permitting any Board Examination. A Manual on Continuous and Comprehensive Evaluation has been prepared by the MSCERT, Pune and the same has been provided to all the schools and teachers in the state. CCE propagation and strengthening activities like press conference, medium of EDUSAT was used. During the visit of the Mission it was found that the teachers were familiar with the purpose of CCE and were able to indicate their understanding of the modality of assessment of children on the points specific to CCE as mentioned in the manual. The scheme has already been implemented though the tools necessary for making a comprehensive evaluation of traits of the facets of child's personality will need to be designed to make the scheme fully operative.

#### **Recommendation**

*Effective motivational and pedagogic orientation of teachers to the tools to be employed for assessment of CCE parameters need to be organized on an intensive scale.*

#### 4.9 Role of BRCs / CRCs

The state has created a cadre of Kendra Pramukh for every CRC, who works for activities related to SSA. The post of BRC Co-ordinator and Resource Persons has been sanctioned under SSA, who are also trained by the SSA. There are 405 BRC / URC Co-ordinators and 7,694 BRPs. During the visit of the Mission it was observed that BRCC / CRCC / RPs are mostly performing some administrative functions without any serious involvement for the academic / quality interventions.

#### **Recommendation**

*The Mission recommends that there is a need for undertaking study on the performance of BRC / CRC Co-ordinators / RPs which may provide necessary inputs for improving the quality of their interventions.*

#### 4.10 Classroom Practices

The Mumbai Municipal Corporation initiated activity based learning including multi grade teaching in 103 schools. Besides, the Government of Maharashtra initiated multi grade teaching as a pilot project in 30 schools in Bhor block of Pune district. It has been decided by the state that this methodology will be piloted in one district each in all the 8

regions of the state. A team of 90 teachers with state level officials were deputed to Chhattisgarh, Tamil Nadu and Madhya Pradesh for familiarizing with this methodology.

The seating arrangement of the children in the school visited did not indicate any segregation in seating boys and girls in separate rows. The children were seated on mats except in one school visited in Ahmednagar and schools run by Mumbai Municipal Corporation where wooden furniture was provided for seating children. The provision of wooden furniture, some teachers felt, restrict their setting children in groups for activities and peer learning. The state has developed Self Learning Material Cards (SLMs) in all curricular areas and the same have been distributed to all the elementary school.

### **Financial Management**

Against a sanctioned outlay of Rs.1599.52 (fresh excluding supplementary budget) crores for 2010-11, GoI sanction was for Rs. 505.37 crores and releases from GoM was Rs. 400 crores, with an opening balance of Rs. 120.93 crore, taking the total funds available to Rs. 1026.30 crores. The expenditure upto 31<sup>st</sup> December, 2010 was Rs. 772.16 crores, with Rs. 254.14 crores as balance funds remaining by end of December 2010. The percentage of Expenditure against AWP&B was 48.27%, while expenditure percentage against Funds available was 74.27%. The second installment from the GoI as well as the State Government is yet to be received.

Great variation in spending pattern district-wise has been noticed. Large spending districts were Ratnagiri, Gadchiroli, Aurangabad while the least spending districts like Latur had spent only about 31%. The Municipal Corporation of Bhivandi was the largest spending at about 67%, while Mumbai was at about 18%. The expenditure against the total allocations for 2010-11 up to December 31<sup>st</sup> was 48.27% of the allocation. Teachers' grants and other expenditures like school grant, maintenance grant, TLE and textbook grants have shown more than 97% expenditure. Interaction at the school level showed that textbooks reach the schools on time, at the beginning of the academic session. Funds for SC/ST have shown only 17% utilization, and a strategy for meeting the needs strengthening.

The MPSP Maharashtra has appointed a Statutory Auditor for the year 2009-10 for State and 8 regional Internal Auditors have been appointed for 8 Educational Divisions (35 districts) through an expression of interest. The State Auditor (Statutory Auditor) and District Auditor (Internal Auditor) have not been paid audit fees though the rates have now been finalized. Instructions have been issued to auditors to cover all VECs spending above Rs. 1 lakh. The Mission checked this out at the school level- VECs spending more than a lakh were being audited. For FY 2009 –10,326 BRCs, 960 CRCs & 3820 VECs were visited by the Auditor. For the F.Y. 2009-10 Auditor's Reports had not been received when the Mission visited. The state reported that advances were paid for civil works and teacher training programs after receiving Utilization Certificate and after receiving detailed vouchers', advances are adjusted.

There were vacancies of staff for Finance and Accounts at different levels. At the district level, out of the total sanctioned strength of 99, there were 22 vacancies in different categories. At the Block level, out of 353, there were 78 vacancies. At the Municipal Corporation level, out of the total strength of 50, there were 13 vacancies- this seemed to affect efficient planning of resources under SSA, in coordination with the Corporations. 294 accounts persons have trained in 5 days training during F.Y. 2010-11. The overall expenditure for FM staff training in F.Y. 2010-11 is Rs.6.62 lakhs. MIEPA, Aurangabad conducted training through in-house staff and consultants. The teacher's salary is paid through Zilla Parishad concerned. Utilisation Certificate is sought from Zilla Parishad and detailed audit of Zilla Parishad is done by Local Fund Audit Department. To fill up vacant posts circular has been issued.

Internal audit has been conducted by Chartered Accountants firms through an external agency. Division wise Empanelment of CA Firms has been undertaken for appointment of Internal Audit by following the requisite procedure of calling Expression of interest through Newspapers. The proposed expenditure of Internal Audit for the year 2010-11 was Rs. 104.45 lakhs. District wise CA Firms has been appointed for maintaining school accounts. Finance Controller MPSP and Asstt. Account Officer MPSP has been attending meetings of Finance Controllers. Meetings have been held at divisional headquarters (eight) in last quarter for all districts Accounts Officers to review account and audit matters. There is monthly meeting of all district and Municipal Corporation account personnel in first week of each month

While a monthly Procurement Plan is available with the state, there did not seem a fully fleshed out realistic strategy for its implementation. The state is implementing the revised FMP Manual of SSA. Monthly expenditure plan for RTE has been prepared. The state has completed compliance of Financial Review by IPAI for the year 2008-09 and submitted it to the GOI. Consolidation of Annual Accounts and the Audit Report of SSA including NPEGEL & KGBV Schemes of Maharashtra for the year 2009-10 is in progress.

Teacher training shows only 14.37% utilization of funds. There was a plan to outsource teacher training to private agencies, and tenders for the same had been floated. The new SPD has scrapped the process and wishes to strengthen institutional capacities of MSCERT and BRCs and CRCs to take up this activity, which is a very welcome step. However, the fact remains that teacher training remains a huge area of concern and will need to be taken up immediately. Teachers 'salaries were being provided on time, and interaction with teachers at the field level showed that they were very happy with the increased structure after the 6<sup>th</sup> Pay Commission and received salaries in full and on time.

However, the state needs to ensure that all procurement, for training (for teachers as well as educational administrators) as well as other procurement, like CAL needs to be taken up as per the revised SSA FMP Manual. Textbooks in the state are printed by the State Textbook corporation and is validated by GoI agencies for quality and specifications..While the textbooks were found to be of reasonably good quality and in

four colours, the Mission recommends that the state may like to go in for an audit of the quality of textbooks, through independent agencies.

An area of concern which was noticed by the Mission was that none of the schools visited had any Social Audit display board having expenditure statements and accounts. SMCs had been newly constituted and SMC Chairperson and Headmaster were the joint signatories to Bank accounts. At the local level, the community was deeply engaged in monitoring of the works and other procurement related issues. VEC manual in Marathi has been circulated in the state. Asset Registers are maintained and updated in all offices in SSA Maharashtra. Equipments and Annual Maintenance Contracts carry asset number assigned by SSA.

### **Recommendations:**

1. *There was very little utilization of funds in critical areas that impact quality like teacher training. Further, innovations component was also under-utilized, showing need for greater attention to issues of SC/ST and minorities. The state may take up steps to ensure that robust systems and planning processes are in place to address this area*
2. *Social audit display boards at the school level are not available- the state needs to issue instructions to all schools to ensure that the boards with latest data are available with immediate effect.*
3. *Filling up of vacancies under Finance and Accounts.*

### **Program Management**

The Mission had a sense that there had been a phase of relative inactivity in program management in SSA Maharashtra in the last few years. With positioning of newer senior management, there now appears to be an urgency and strategy in planning and implementation, but it will take a while before the state can come up to speed. It seems that there will be a time lag till the state is fully prepared to gear up and face the exigent needs emerging from RTE.

At the SPO, vacancies were being filled in, but 18 vacancies still remained in MPSP society. Filling up of the positions of Resource Persons and Coordinators in critical areas at block and Municipal Corporation levels need to be taken up immediately to meet the needs of quality improvement. Capacity building at the different levels to meet the needs of preparing for RTE was visible- MIEPA and other resource organizations were taking up large scale training of educational functionaries and various coordinators, like gender, community mobilization etc for major interventions.

Half-yearly reports from major Monitoring Institutions like Tata Institute of Social Sciences (TISS) and Indian Institute of Education (IIE) are provided to the state. The



Mission could peruse the report of TISS for the urban areas of Mumbai and Thane, and critical issues continued to be teacher training especially that for newly recruited teachers.

The state is taking up large scale House hold surveys and school mapping to locate all schools on the Google map with the help of cluster head and BRC/DRC data entry operator in coordination with SSA district programmer. This is expected to identify the requirement of schools in each district of Maharashtra at the Primary, Upper Primary, Secondary levels. School code from DISE and SEMIS data are being used. The process is as follows:

- Step – 1: District wise DISE data and SEMIS data was linked with census village code to generate the village wise distribution of schools
- Step – 2: District wise ‘kml file’ which includes the marking of schools on the map [google earth
- Step – 3: Coupling of kml file with the village wise distribution of schools to generate buffers for calculating the requirement of schools in each district. For Primary, the buffer was 1km and 3 and 5 for upper primary and secondary levels.

Data validation for 16 out of 35 districts has been completed and the rest are expected to be covered before March 2011.

Decentralization of powers to Village Education Committee / Panchyats / Urban Local bodies and Mother – Teacher Associations and Parents – Teacher Associations has been taken up and they were found to very active and interested and are contributing school development. The state has initiated community mobilization program called Lok Chetana and for this, resource persons from school teachers, CRC, Coordinators, Subject Experts and NGO trainers have been selected. The Mission saw that processes for training of the newly constituted SMCs were being taken up now in a month. Elaborate process for trainer preparation was adopted which has resulted in good quality trainers as well as training module. Training of all SMCs is likely to be completed within this session.

### **Recommendations:**

1. *Filling up of vacancies at different levels*
2. *Motivational and program management training and capacity building of functionaries at state, district and sub-district levels with attachments to national resource organizations like Lal Bahadur Shastri Academy of Administration etc and exposure visits to other states.*