INDIA

RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN (RMSA)

First Joint Review Mission

January 14-28, 2013

Aide Memoire

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Acronyms

AWP&B	Annual Work Plan and Budget
ATR	Action Taken Report
BRC	Block Resource Centre
CAL	Computer Aided Learning
CCE	Comprehensive and Continuous Evaluation
CTET	Common Teacher Eligibility Test
CTS	Child Tracking Survey
CRC	Cluster Resource Centre
CWSN	Children with Special Needs
DFID	Department for International Development
DIET	District Institute of Education and Training
DISE	District Information System for Education
DP	Development Partner
DoSEL	Department of School Education & Literacy
Ed.CIL	Educational Consultants India Limited
EMIS	Educational Management and Information System
EU	European Union
EVS	Environmental Science
FM&P	Financial Management and Procurement
GER	Gross Enrolment Ratio
GoI	Government of India
GIS	Geographic Information System
GPS	Global Positioning System
IDA	International Development Association
IEDSS	Integrated Education of the Disabled at Secondary Stage
IGNOU	Indira Gandhi National Open University
IPAI	Institute of Public Auditors of India
IT	Information Technology
JRM	Joint Review Mission
KGBV	Kasturba Gandhi BalikaVidyalaya
MCS	Model Cluster School
MHRD	Ministry of Human Resource Development
MI	Monitoring Institutions
MS	MahilaSamakhya
NCERT	National Council of Educational Research & Training
NCF	National Curriculum Framework
NCFTE	National Curriculum Framework for Teacher Education
NCTE	National Council for Teacher Education
NE	North East
NER	Net Enrolment Ratio
NGO	Non-Governmental Organisation
NIAR	National Institute of Administrative Research
NIC	National Informatics Centre
NPE	National Policy of Education
NPEGEL	National Program for Education of Girls' at Elementary Level
NLAS	National Learning Achievement Survey
NUEPA	National University of Educational Planning & Administration
OBC	Other Backward Caste

OOSC	Out of School Children
PAB	Project Approval Board
PMIS	Project Management Information System
PRI	Panchayati Raj Institutions
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
QMT	Quality Monitoring Tool
RCI	Rehabilitation Council of India
REMS	Research, Evaluation, Monitoring and Supervision
RMSA	RashtriyaMadhyamik Shiksha Abhiyan
RMG	Repair and Maintenance Grant
RTE	Right to Education
SC	Scheduled Caste
SCERT	State Council for Educational Research and Training
SMC	School Management Committee
SES	Selected Educational Statistics
SFD	Special Focus Districts
SFG	Special Focus Groups
SIEMAT	State Institute for Educational Management and Training
SMC	School Management Committee
SPO	State Project Office
SSA	Sarva Shiksha Abhiyan
SSHE	School Sanitation and Hygiene Education
ST	Scheduled Tribe
TCF	Technical Cooperation Fund
TLE	Teacher Learning Equipment
TLM	Teaching Learning Material
TOR	Terms of Reference
TSC	Total Sanitation Campaign
TSG	Technical Support Group
UAM	Universal Active Mathematics
UC	Utilization Certificate
UEE	Universal Elementary Education
UPS	Upper Primary School
UT	Union Territory
VEC	Village Education Committee
VER	Village Education Register
WSDP	Whole School Development Plan

Introduction and Key Recommendations

1.1   RashtriyaMadhyamik Shiksha Abhiyan (RMSA) is a Programme of the Government of India, implemented in partnership with the State Governments with the main objective to make secondary education a good quality available, accessible and affordable to all young persons. The scheme seeks to enhance enrolment in classes IX and X by providing a secondary school within a reasonable distance of every habitation, to improve quality of education imparted at secondary level by ensuring all secondary schools conform to prescribed/ standard norms, to remove gender, socio-economic and disability barriers and to achieve universal access to secondary level education by 2017, i.e. by the end of the 12th Five Year Plan. The Programme was launched in 2009.

1.2   RMSA is supported by domestic resources, supplemented partially by external funding from the Development Partners – the World Bank's International Development Association (IDA) and United Kingdom's Department for International Development (DFID). As per the respective Agreements, the GoI and Development Partners (DP) carry out a Joint Review Mission (JRM) twice a year. The main objective of the JRM is to review progress in the implementation of the programme with respect to RMSA's goals, with a particular emphasis on a small number of issues, and to discuss follow-up actions in the light of the Terms of Reference (TOR) agreed upon for each JRM.

1.3   This is the First JRM of RMSA and was held from 14th to 28th January 2013. The Terms of Reference (ToR) for the Mission and details of the Mission composition are attached at Annex 1. This is a field based review, and five States (Andhra Pradesh, Mizoram, Orissa, Punjab and Rajasthan) were visited by a team of 2 members each (one MHRD nominee and one Development Partner nominee).

1.4   The Mission would like to acknowledge the great work done by the teams in MHRD, TSG, the five states visited (including the teams at district and school levels) and the detailed information made available to the Mission. The Mission has greatly benefited from the field visits and interactions with students, community, teachers, and district and state level teams. The Mission would like to put on record the Mission's gratitude to all the above mentioned.

Mission Objectives

1.5   The JRMs are conducted with an objective of reviewing the progress in the implementation of RMSA with respect to RMSA Goals, especially the interventions and its results in terms of agreed indicators, and to discuss follow-up action. The TOR of the Mission placed special emphasis on investigating the topics of planning and appraisal and civil works: the first topic was selected as the RMSA is relatively young and so it is important to ensure that the planning and appraisal process is robust; while civil works was chosen as this has represented the bulk of expenditure under the Programme to date.

1.6   The Aide Memoire addresses the main topics of this review in seven sections. In section I, an overview is provided, which includes a summary of the key recommendations. In sections 2 and 3, the two focus topics are discussed; the next four chapters discussed the four main goals of RMSA in sequence; and there are then three sections which review Programme Management, Financial Management and Procurement respectively. Given that this was the first JRM for the RMSA Programme, the Mission also reflected on the process itself, to provide guidance for future JRMs; this discussion is in section 9.

Key Recommendations

Planning and Appraisal

- The possibility of providing an indicative planning allocation to each state at the start of the planning process should be explored by MHRD with the Ministry of Finance and the Planning Commission. In such an approach, these indicative amounts would be based on the expected budget resources that will be available. The state notional allocations should be based on objective needs. States could then plan their PAB proposals within this overall envelope.
- Within each state's approved amounts by the PAB, a minimum percentage should be determined at the national level for investment in areas other than civil works and teacher salaries.
- The timetable for RMSA PABs should be brought forward, so that the first releases take place in April.
- Greater coordination between Central and State governments is needed to complete all formalities in time for enabling timely release of funds. Closely monitoring of the release dates and the reasons for delay is needed.
- PAB minutes more elaborately drawn up to indicate the reasons for rejection of proposal items.

Civil Works

- MHRD should commission a review of current civil works practices, including siting, design, sanitation and environmental issues, which would focus on effective utilization of spaces to improve functionality and cost effectiveness; the review should identify examples of good practice and practical solutions for the wide range of situations found in Indian states. The review should also identify a strategy to support states in making changes to their current practices.
- MHRD should review several of the norms related to civil works, to increase norms related to unit costs to bring them in line with current state schedules of rates and introduce flexibility with respect to the norms on room sizes.
- Civil works planning should be based upon a school wise verification and identification of the immediate needs in a school.

Access and Retention

- In future years, SEMIS/UDISE data reports present calculated transition rates from upper primary to secondary and from Class IX to X, by school type.

Closing Gender and Social Gaps

- There is need to clarify the remit of RMSA in relation to special needs children. In a number of states visited the impression given was that catering for special needs was not part of RMSA – rather this work was undertaken by a separate centrally sponsored scheme, Integrated Education for the Disabled at Secondary School (IEDSS). One approach would be to amalgamate IEDSS within the RMSA framework. There is indeed a broader need to examine which other secondary education initiatives could profitably be brought within the RMSA Framework to promote operational synergies and effectiveness.

Education of Satisfactory Quality

- Engage a wide range of stakeholders in a structured dialogue about how to identify the main constraints to learning outcomes and effective strategies to overcome them. The objective of that conversation should be on how to help teachers respond to the multiple learning needs of their students, and develop state strategies which are then reflected in their RMSA proposals. Of particular importance will be to bring together the various relevant implementing agencies of the Centrally Sponsored Schemes, such as RMSA, SSA and Teacher Education, to develop a mechanism which would create inter-Mission linkages around substantive and institutional issues.
- Strategies are needed to help some students significantly improve their basic skills, especially in Class IX; it is likely to include additional/ remedial classes, specific learning materials, parental engagement
- A clear timetable for a national assessment survey at Class X level, with an action plan that includes, following consultations, appropriate roles for the Boards, SCERTs and the capacity lying outside of government institutions.
- States to be encouraged, through RMSA funding, to develop their own student diagnostic assessments in secondary education, especially in Class IX.

Programme Management

- There is a need for a tracer study on students transitioning from elementary to secondary education.
- Data verification of UDISE is essential, given the merging of the DISE and SEMIS systems and the importance that the UDISE database will assume in the years ahead

Financial Management and Procurement

- States are given a firm deadline for completion of the 2011-12 audit reports. MHRD should consider not releasing further funds to those states which are not in compliance. States report whether their auditors are engaged and the timetable for completing the audit report as per the contract. This information should be provided to the July JRM.
- Filling up of all vacant positions in the FM category. Capacity development of FM staff and SMDC in finance and procurement functions.
- Internal audit system should the introduced.
- Greater coordination between the MHRD and the State government may be undertaken to ensure that funds are released on time so that the State is able to use the releases in the same financial year; a timetable for releases should be agreed between the Centre and State governments.

Section 1: Overview and Key Issues

1.7	Secondary Education is a crucial stage in the schooling system as it represents the first terminal point in formal schooling. And, evolution of secondary Education is equally at a crucial stage with development of RMSA on the SSA edifice. What with universalization of elementary education becoming a constitutional guarantee, the fall-out for and the significance of secondary education have increased manifold. Public awareness about the significance of and their demand for good education have compelled serious attention to school education. Emergence of the RMSA can be said to be a logical sequence of the SSA, as a national mandate even in the absence of a constitutional or statutory guarantee.

1.8	That RMSA was launched ahead of the culmination SSA's first eight year cycle, is indicative of the Government's resolve to tie-up smooth arrangements for transition of universalised elementary education to well organised secondary education. And, the Government's deliberate decision to emphasise, in the initial phase of RMSA, focussed attention to installation of infrastructural and institutional arrangements exemplifies its eagerness to ensure a qualitative approach to quantitative expansion.

1.9	Expansion of the secondary school network, strengthening of the teaching learning facilities therein, recruitment and training of teachers therefor, prescription of norms and standards to protect quality, introduction of schemes and measures to promote equity, independent monitoring and objective assessment systems to foster and sustain efficiency, association of domain- expertise, (both institutional and individual) as support- systems for achieving excellence and , adoption of comprehensive Manuals and Guidelines to govern operationalization of the programme have all been duly conceived and fully documented. For the programme to succeed these initiatives must be pursued to prompt practice of these prescriptions.

1.10	The Education sector must appreciate this backdrop even in the initial installation phase so that subsequent sustenance of quality and extrapolation (when necessary) to the Senior Secondary stage can be smooth and well organised.

1.11	However well-conceived and properly planned may be a programme, it can succeed only if it can be well implemented; and that is possible only when all the implementers come to own it and give it their full commitment. For that to happen, they must have not only the inclination but also the capacity to do so. Of primacy in this regard will be the capacity of the State Governments, their financial capacity, to carry on the movement. No doubt there is a clear understanding (if not an undertaking) to adopt a 75:25 cost sharing arrangement as a precursor to a 50:50 partnership. It will be idle to pretend that in a dynamic world, full of economic complexities, such arrangements can be pressed ahead on the strength of principles of performance of contract. Major decisions about the programme especially in its initial stages, will have to be regularly reviewed and be based on a realistic reassessment of resources.

1.12	States have been struggling to sustain even the 75:25 pattern and voicing concerns about its shift to a 50:50 partnership. In its field- visits, this Mission has been apprised of sad instances of stoppage of civil works, and discontinuance of other component- activities due to resource constraints. That being so, on this issue we are constrained to advocate advancement with caution.

1.13	The obvious first step in this Abhiyan is to start new Secondary schools. Almost all states have developed a well-designed school-mapping system towards locating schools in an objective manner. Factors like distance, population, feeder capacity, community demand, land availability, survey results, etc., are reckoned with. But in many places, there is no stated Govt. policy indicating their relative weightages. While these are taken into account while deciding on locations, details relating to their application for prioritising between competing claims are not clearly set out. In any case, the logic of and system for deciding on locations for upgradation of schools is not uploaded on the websites. There is, therefore, a perception that the system lacks transparency and is deliberately mystified.

1.14	While locating schools, it may be advisable to keep in view the 'economics of access'. Without meaning to detract from the merit (and, indispensability) of the equity factor, it may be stated that, rather

than opening too many new schools with inadequate enrolment, it will be less expensive (and, possibly, more equitable) to open larger schools; and in order to ensure access, there could be attached hostel facilities or transportation provided to students and teachers. Such schools (and, hostels) can be better equipped and better staffed. The attendant implications for minor modifications of parameters should not be difficult to be accommodated. Such an approach, it should be recognized, may also be seen to be consistent with the policy outlined in the XII Plan.

1.15   The emphasis on infrastructure (especially civil works) is based on the premise of laying well the foundation for the programme to grow upon. Norms and standards have been prescribed; and guidelines have been developed in detail. While these do score well on their completeness, in practice, these appear to be acting rigidly and restrictively. Should dimensions for class-rooms, art-rooms, and, libraries be the same?, should an art/craft room receive priority over more critical needs like class-room and girl's toilet ?, etc. are some of the doubts getting to be stridently voiced especially in the context of competing claims on scare resources.

1.16   The spatial aspect apart, erection of facilities like laboratories, libraries and, computer rooms require attention on other counts also. The specific need for designing these rooms to suit their functional requirements, especially in the context of absence of furniture, looms more conspicuously large. Without these specific designs, rooms can be diverted for other uses.

1.17   'Civil works', however, appear to be more affected by the normative costing adopted. The problem is not so much in the choice of the norm or in the decision to adopt it for costing but more in its method of application. The choice of the CPWD Schedule of Rates as the norm, in preference to the State Schedule of Rates, has come to be resented because of its outdated enforcement. It will be more reasonable to adopt the CPWD Schedule of Rates prevailing at the time of sanction of projects or the State Schedule of Rates whichever is lower.

1.18   Whereas the focus on installation of infrastructural arrangements was justifiable in the initial phase, the programme may have to shift focus quickly to effective action for quality and equity.

1.19   In a welfare state like ours, considerations of equity shall always preponderate. In a male-dominated society, girls suffer a definite disadvantage in availing of developmental opportunities. Socially disadvantaged groups of SC, ST, OBC and Minorities have also to be taken care of with sensitivity. Measures identified in this regard are many and meaningful. Identification of geographic factors like Special Focus Districts, Educationally Backward Blocks and Remote/Difficult Areas provide the basis of and justification for special measures to protect the interests of disadvantaged groups. These must be implemented on priority to bring into fold these disadvantaged groups for special attention under RMSA. What with our emphasis on gender parity, the full range of activities to protect the interests and promote the welfare of girl students should receive the highest priority. Comparing the proportion of girls who finish elementary education and enter class 9 with the proportion of boys in the same category can be considered as a measure of gender equity in Secondary Education. The special measures that have proven to be popular and effective under SSA should be allowed to grow into RMSA along with the beneficiaries. All of this can be well organised if the State Governments articulate a Gender Action Plan.

1.20   On the subject of quality, major aspects like curriculum renewal, text-book revision, examination reforms, and capacity building (with special emphasis on Training of Teachers) need to be singled out for specific attention. Happily, notwithstanding the focus so far on infrastructural aspects, states have attended to quality aspects. The details have been set out in the succeeding sections of this report. But, there can be a general confirmation that curriculum renewal (in conformity with NCF- 2005) and consequential revision of text-books have progressed satisfactorily. But, more will   have to be done on examination reforms. The concept of C.C.E has not been clearly understood or uniformly accepted. The State Boards of Secondary Education, either individually or collectively (through COBSE), must be engaged in continued examination reforms.

1.21   Capacity building of programme personnel in general and training of teachers in particular, must be examined in depth and executed with care. Assessment of needs, preparation of relevant training modules, framing of a Training Calendar must all be addressed in detail. To promote an orderly approach to this mammoth exercise, States must formulate an overall Training Plan with a medium-term

perspective. Instead of treating capacity building totally as an in-house exercise, professional institutions of expertise and excellence may have to be identified to take on the responsibility. Bearing in mind the large numbers to be covered, it will be advisable, as some states have done, to adopt a multiplier approach through creation of permanent pools of Key Resource Persons at appropriate levels. This may well come to be seen as a permanent Teacher Support Mechanism. Such an arrangement can be reinforced by strengthening the SCERTs and DIETs. Some States have reportedly formally recognized SCERTs as Resource Centres for the programme. Others may be encouraged to follow suit. All this will mean that adequate funding is available in the budget and that they do flow in time to enable Schools/Offices to release Teachers/Staff for training.

1.22   On teacher training, we need to spotlight the requirement that States must ensure the training programmes to address the immediate challenges faced by teachers in teaching secondary grade students. Interventions that provide remedial support to students without the necessary grade level competencies need to be incorporated.

1.23   Technological advancements have to be exploited to enrich the secondary curriculum. The proposed incorporation of the ICT component under RMSA is, therefore, a commendable decision. But its implementation must be firmly tied-up if it is not to remain a mere ritualistic exposure to ICT. Will it be organised in-house; if so, how? Or, will it be outsourced; if so, how will accountability be enforced? How will the learning achievements be assessed; and, for what purpose? More clarity and guidance on these issues will be required. The ICT policy in school education will hopefully clear the doubts in this regard and bring in more clarity and guidance.

1.24   Development of UDISE does represent a major step forward in providing data-support to the programme. All states have moved over from SEMIS to UDISE. But, all stakeholders will need to be made aware of this development and equipped to fully avail of the facility.

1.25   There have been concerns about the reliability of data especially those relating to enrolment. Wide variations between GER and NER figures had been commented upon. Adoption of UDISE provides an excellent opportunity to examine these concerns and clean up the enrolment figures to make the data base more reliable.

1.26   For purposes of ready reference, the Recommendations have been called out and presented together at the end.

1.27   While we have adhered to the Terms of Reference given, there has been a feeling that the Review should have adopted a wider canvas. The issues that have been put on the back-burner now will need to be brought upfront very soon. We have, therefore, taken the liberty to list them out as our recommendations for detailed scrutiny in the next JRM.

1.28   Arising from our experience with the structure and time-budgeting given for this JRM, we have also suggested a model for (consideration for) adoption in subsequent JRMs. We trust, it will improve the quality and (critical) content of the Review Report. We hope this suggestion will be received in the positive spirit in which it is being given.

Focus areas for the next JRM

1.29   The Mission welcomed the opportunity to discuss two central issues in some depth. This provided an important focus for its review and discussions and, we believe, enables the Mission to offer more constructive advice to this important but still relatively young programme. The Mission has therefore given consideration to topics which might most appropriately picked for focused attention during the next JRM.

1.30   The mission recommends that teacher supply and learning outcomes should be the focus. First, with respect to finding enough teachers to teach the rapidly growing number of secondary school students is a major task facing almost all states; and now would be a good time to assist states in planning for this

effectively. In particular, guidance to states on how to determine the number of teachers needed, given the subject-specific requirements at each school and hence the difficulty of using just PTR numbers.

1.31   Second, each state visited was concerned about improving the learning levels of children, especially the influx of less educationally-prepared children now leaving elementary education. However, the states were also concerned that the current model of student examinations in secondary education is not helpful for teachers trying to diagnose student strengths and weaknesses and develop effective strategies to respond to children's different learning needs. The lack of comparability over time, also affects States' ability to make informed decisions; and the lack of comparability across states means it is not possible to get a national picture. Given the focus in the 12th Plan on learning outcomes and the gestation period for getting good instruments to measure learning levels, it is important that this work start as early as possible in the life of the RMSA Programme.

1.32   In order to prepare effectively for the JRM, the Mission recommends that documents are prepared which provide background information and some initial analysis for consideration by the JRM. These documents should be sent to mission members ahead of the JRM.

Section 2: Planning and Appraisal

1.33   The planning and appraisal process is appropriate, the documentation is good and this has meant that planning and decisions are strongly evidence based.

1.34   The Programme documents represent a good set of documents, which are well-written and provide clear guidance to states, districts and schools. They are all posted on the MHRD website. The components of the Programme are appropriate to respond to the needs identified in secondary education. All documentation, including PAB minutes, are on the Ministry's website and so transparent to all. However, the mission found that the documents were rarely at the school level and not common in district offices; and the availability of documentation only in English limited accessibility of local actors.

1.35   States have used an appropriate mix of bottom-up and top-down approaches, with inputs from the school level being prioritized by state-level criteria and policies. In general, in the states visited, these criteria and policies are transparent and objective. States visited have used a good range of data to ground their proposals, for example, all reported SEMIS data and most have conducted a school mapping exercise (only West Bengal amongst the large states has not done so). However, more than half of the states which have conducted a mapping exercise are using a manual approach. Some states, such as Rajasthan, are collecting additional information from schools in order to refine their data.

1.36   The situation in secondary education is changing rapidly due to the significant increases in enrollment; and this trend is expected to continue. The Programme has the instruments available to respond to this dynamic. However, during planning, states need to look ahead a couple of years rather than, as now, just at the current situation; and set priorities to utilize funds in a more focused manner. These projections of student enrollments should take into account capacity in the government and private sectors, at the local level. Moreover, there is a need to increase the opportunities for states to respond to local needs and initiatives, to foster the capabilities in planning at the local level.

1.37   In all the states visited, the planning process started at the school level. And during the visits, there was in general a strong sense of community participation. The experience of SSA has clearly influenced the planning process under RMSA to good effect. Secondary education, however, does offer an additional opportunity for stakeholder engagement, which is perhaps not available in elementary education: the active participation of the students themselves. This was not found during any of the school visits, but it would be worth understanding whether other states have experience in this area which could be more widely shared.

1.38   The Planning and Appraisal Manual has been developed by NUEPA and distributed to all states in hard copy. This coming planning cycle will be the first opportunity for the planners at the various levels to use the Manual, and some training has been carried out. The experience of the Mission suggests that considerable capacity building is needed; and reflecting on the next planning cycle will be important to determine the best way that the Manual can contribute to effective planning, and what further support and capacity building is needed, especially at district levels and below.

1.39   During the state visits, officials and school staff mentioned a number of areas in which they felt the RMSA Framework was too prescriptive and meant that they were less able to pursue efficient and effective solutions to the problems they faced in secondary education.

Recommendations:

- *The Planning and Appraisal process allow states to take future projections of student enrollment into account when planning infrastructure investment.*
- *MHRD to work with states to ensure that all the documentation is available to all actors.*
- *States should be able to use funds from the RMSA Programme to pay for translation of the documents.*
- *2 % MMER needs to increase to allow sufficient resources for states to provide for the prescribed implementation structures and to remove perverse incentives to pursue high-cost*

items simply to increase MMER resources. The formula on which MMER is calculated could be finessed to incorporate a predictable recurrent cost component and smaller percentage element.

- *The states need more clarity on the utilization of the recurrent fund releases to them, in accordance with the state's priorities.*
- *The school grant need not be uniform across all schools. While states should set a minimum amount that each school would receive, states should have the flexibility to allocate the remaining resources according to enrolment in secondary education. States could, if they choose, continue to allocate the same amount to each school.*

1.40   Uncertainty over financial flows has hampered implementation

1.41   There are significant gaps between the proposals states make to the PAB and the approvals, and states frequently do not understand why proposals were rejected since the reasons for such rejection were not always recorded in the Minutes. Greater coordination is required between central and state governments to complete the formalities in time for enabling the timely release of funds.

	Opening Balance	GOI#	State	Others	Funds available	Expen-diture	Closing Balance	Exp. as % of available funds
Recurring	29769	105972	46021	10089	191851	83811	108040	44
Non-Recurring	124821	143619	59235	507	328182	152449	175733	46
Total	154590	249591	105256	10596	520033	236259	283774	45
Note: Figures for 2011-12; in Rs. Lakhs								

Expenditure as a percentage of available funds, 2009-10 to 2011-12			
Category	2009-10	2010-11	2011-12
Recurring	38	46	44
Non-recurring	2	34	46
Total	11	37	45
Source: Financial reports for respective years			

1.42   The Mission also notes that allocations to states do not seem to reflect the objective needs of states. The Mission also notes the 12th Five Year Plan says that 'RMSA should have inter-State allocation criteria for equitable distribution of Central assistance so that educationally backward States are not denied their legitimate share, while advanced States take additional advantage due to prior preparation (21:124). The RMSA should gradually move towards funding States on per child cost basis/norms which would incentivize enrolment, retention and completion, and thus move away from inputs-based funding to outcome-based decision-making.' (Volume 3, page 77).

1.43   Moreover, the vast majority of expenditure to date has been on civil works and teacher salaries; while the Mission believes that there is a danger that there is insufficient attention and scarce RMSA resources being paid to other activities which will have as significant or greater impact on the achievement of programme objectives. There is particular concern that RMSA would fund a large number of teachers, which will need to be funded from the Programme in future years; this will constrain the ability of the Programme to meet other needs, such as capacity development of those teachers - and while States do need to recruit large numbers of teachers, they need to be conscious of their financial commitment within the RMSA Programme, particularly as the sharing pattern changes.

1.44   The Mission also had concerns that committed recurring grants were being released late in the year, which does not allow them to be utilized. The approval of these grants does not require a significant

approval process, since it is based simply on the number of schools, these grants could be released prior to the PAB process, on the basis of UDISE data.

1.45   There is one final aspect of this uncertainty and the associated level of MMER. Without MMER resources, linked to release amounts, monitoring and implementation become weak, which means record keeping and expenditure reporting is delayed, which in turn reduces the additional fund releases.

Recommendations

- *MHRD should provide an indicative allocation to each state at the start of the planning process. This should be based on the expected budget resources that will be available and the state notional allocation should be based on objective needs. States would then plan their PAB proposals within this overall envelope. This should then enable the timetable for RMSA PABs should be brought forward, so that the first releases take place in April.*
- *Within each state's allocated share –a minimum percentage should be determined at the national level for investment in areas other than civil works and teacher salaries.*
- *Efforts are needed to make GoI releases to states both more predictable and timely.*
- *Consider whether committed recurrent grants could be released prior to the PABs.*

1.46   There is an urgent need for states to develop more effective strategies for the improvement of learning outcomes

1.47   As the 12th Plan notes: *"The four main priorities for education have been access, equity, quality and governance. The Twelfth Plan will continue to prioritize these four areas, but will place the greatest emphasis on improving learning outcomes at all levels."(21.14)*

1.48   However, there are currently no measures of student learning outcomes in the secondary sector apart from the Board examinations. However, the current structure of the Board examinations does not encourage schools to use the pedagogical approaches underpinning the NCF or the revised NCERT materials.

1.49   Visits to states during the mission found little evidence of effective planning for quality improvement, despite very low levels of learning observed by the teams. The main activities have been the recruitment of teachers and teacher training; but this too has limitations in design. Moreover, the experience of the states visited has varied considerably in the teachers that have been recruited: Mizoram for example has found it hard to employ qualified and certified teachers, while Rajasthan reported being able to recruit all 8900 sanctioned teachers through its Public Service Commission (in part by engaging teachers in its aided schools which have since become unaided). In Rajasthan, some CSR funds were being used to fill some hard-to-fill science and mathematics posts. Given the expected need to recruit significant numbers of teachers in many states, and the different challenges that secondary schools will face compared to elementary schools in recruiting higher-qualified, subject-specific teachers, there is an urgent need to support states in planning for the management of the teacher workforce, as a key part of raising quality of learning, as defined in the terms of reference of the Technical Support Fund.

Recommendations

- MHRD should support state-level initiatives to improve student learning outcomes.
- MHRD to focus on learning outcomes and introduce a section on learning outcomeswhile providing overview and background for the next RMSA JRM.
- MHRD could work collaboratively with states to develop a comprehensive vision and action plan for driving up learning outcomes.
- MHRD should commission a study investigation into practices for human resource planning and teacher management practices, including how to determine teacher supply needs and teacher deployment policies, and to evaluate the appropriate teacher competences.

Section 3: Civil Works

1.50   Progress of civil works hindered by irregular fund flow

1.51   As on 31st December 2012, 25,540 (13.4%) out of the 190,668 sanctioned civil works (excluding minor repairs) were complete and a further 33935 (17.8%) were in progress. While this reflects poor progress across states, a lot of it had to do with non-availability of funds. The allocation and release of funds for civil works (non-recurring costs) during this period is given below. As evident, not more than 40% of the allocated funds were available across all states and across all activities to take up construction activities

Rs in crores	2009-10	2010-11	2011-12	2012-13	Total
Total Approval	3191.13	5507.45	6418.35	0	15116.93
Central Share	2425.68	4209.9	4843.78	0	11479.36
Central release	1874.47	2299.08	493.74	0	4667.29
% age release	77.28	54.61	10.19		40.66

Note: the Central release includes to all releases from 2009-10 till December 31, 2012 corresponding to a particular year's approval

Recommendation

- *Greater coordination between the central and the state governments are needed to ensure availability of adequate funds for civil works.*

1.52   The unit costs of construction recommended by GOI need review.

1.53   The unit costs approved for the civil works facilities are based on CPWD rates for 2005-06 (Rs 7000/ sq.mt.). Cost of building materials and labour has risen substantially during the past decade. The current CPWD rate is Rs 14,705 per sq. mt. which is more than double the base price. This makes it almost impossible to construct the facilities within the approved costs with any reasonable quality. This has also been a major reason for a large number of works remaining incomplete or not having started at all. In many cases, where civil works are implemented through government works department, final settlements are still pending. There have also been cases where the sizes of the rooms have been reduced to complete them within the approved costs.

1.54   The Mission was informed that the EFC has approved the MHRD proposal of having state specific unit costs based on State Schedule of Rates.

Recommendation

- *Allow states to determine unit costs based on local rates as is done in SSA*

1.55   The prioritization of civil works, as currently practiced, is not necessarily as per need or school-level planning.

1.56   The RMSA framework and norms recommend a 'whole school approach' to planning of civil works. This entails concentrating all civil works needs in a particular school that is being targeted under RMSA, before moving on to the next. The intention is also to ensure that all secondary schools have a minimum set of basic infrastructure. The approach has a couple of advantages. It is expected that all civil works in a school will be completed in one go. Further, given that the investment per school is substantial, there is a higher likelihood of getting a good contractor.

1.57   This approach works well in a situation where there are adequate funds available to meet the infrastructure needs of all schools. However, since funds are limited, districts have to prioritize. Such prioritization is usually done on the basis of enrolment or remoteness of the school. However, with a whole school approach, this often results in providing facilities stipulated in the civil works package but not immediately required in one school while a more needy schools gets overlooked.

1.58   In absence of adequate funds, a better approach could therefore be to provide the absolutely critical needs (e.g, classroom, girls toilets) in every school in the first phase and supplement them with additional facilities (e.g, art room, headmaster room) when funds are available. The absolutely minimum needs should be identified through a physical verification of the school whereby alternatives like refurbishment of existing infrastructure, possibility of double shifts, likely availability from other sources etc are carefully considered.   This is unlike the current practice where the infrastructure needs in a school are identified on the basis of the SEMIS data for that school.

> *Recommendation*
> - *Review the 'whole school' approach of civil works provisioning in light of the funding constraints as part of a broader civil works review.*
> - *Civil works planning should be based upon a school wise verification and identification of the immediate needs in a school.*

1.59   RMSA blue print school design has poor space utilization and could be more student and environment friendly

1.60   With the large investments going into civil works, it is important to ensure that the designs of these facilities are functional and cost-effective. In most of the states visited, uniform designs are being used across the state, which are mostly guided by the room size and covered areas recommended under the RMSA norms (Annexure III, Financial Management and Procurement Manual). Following are some examples noted during the state visits that reflect the drawbacks of such an approach:

   i.   The additional classroom, the computer room, library and head teachers room have the same dimensions though these room have vastly different function and space requirements e.g. designated computer labs have insufficient electrical point provision, science labs have no.
  ii.   RMSA norms recommend an area of 66sq. mt. for a computer room and 100 sq. mt. for a library and states were mostly observed to be following these norms. However, these facilities should ideally depend on the size of the school. A 100 sq. mt. library room may be too small for large schools (with more than 1000 enrolment) while for a small school with low enrolment, such a large size room is unutilized and thereby not cost effective.
 iii.   The Mission observed computer rooms without the necessary number of power points to plug-in the computers. Also computer rooms are best with a rectangular shape (as computers are positioned against the walls) and a square computer room is not effective utilization of space. Further, given the heat generated by computers particular attention needs to be paid to both ventilation and minimizing dust pollution.
  iv.   The library rooms in most cases are designed as blank rooms while it should ideally have inbuilt cupboards in them; this would reduce the cost of providing furniture separately for storage and display of books. Similarly, science labs without necessary plumbing for sinks, gas feeds or science benches make them ineffective.
   v.   A classroom should have adequate space for storing teaching learning materials. Also the positioning of the blackboard should be such that it is visible from all parts of the room (often windows cause glare on the blackboard). The location of doors and windows in a classroom is therefore of significant importance.
  vi.   The national guidelines on the size of the headmaster's room and office are also intriguing. Having these rooms of the same size as a classroom is a huge wastage of spaces in most cases.
 vii.   The Mission also observed that the rooms in some states are designed with adjoining wide verendahs. While such verendahs are useful in elementary schools (where classes are held and mid-day meal served), the utility of those in secondary schools may need to be re-considered. If required, a cheaper alternative like a temporary awning can be considered.

1.61   The Missiondid not observe much evidence of designs in line with the Environment Management Framework. Even in a state like Rajasthan, where rain water harvesting in traditionally adopted in villages, the schools were devoid of such facility. Use of solar panels or translucent roofing panels or larger window areas to increase natural light was not observed. No attempt had been made to improve insulation capacity (to protect from both heat and cold) of buildings. States expressed their inability to provide these facilities within the approved unit costs.

Recommendation

- *RMSA norms should be revised to provide flexibility on room sizes and covered areas.*
- *MHRD should commission a review of current civil works practices and architectural designs which would focus on effective utilization of spaces to improve functionality and cost effectiveness.*
- *TSG and TCF to support development of design guidelines at the National level and support states in design renewal, building from the innovative work done in SSA and DPEP.*

1.62   Sanitary provision and maintenance is still a major issue.

1.63   Toilets are critically important particularly to ensure adolescent girls transit to and stay in secondary school.   Moreover, poor sanitary provision increases the disease burden on students and teachers reducing attendance and thereby the opportunity to learn. Key observations were as follows:
- Separate toilet provision seems to be defined by the building plan and not the numbers of students in the school. In most schools visited, the numbers of toilets were inadequate. This was particularly acute in schools that have been upgraded where the toilets cater to the entire population of grades 6-10.
- Maintaining and keeping toilets clean appears a major issue. Broken plumbing and fixtures, non-availability of water for flushing were common issues. In Rajasthan the team saw good use of the minor repair grants for the repair and upkeep of toilets.

Recommendations

- *The provisioning of urinals and water closets should be based on the number of children using the toilets and not on the civil works package blueprints. Bureau of Indian Standards or the National Building Code recommendations should be followed in this respect.*
- *Toilet designs should also ensure availability of water and proper flushing arrangements. In girls' toilets, provision for disposing of sanitary napkins is necessary.*
- *The school annual grant should be allowed to be used for regular cleaning of toilets.*
- *A review of sanitary hygiene at secondary level should be an element on a broader study with proposals to update current guidelines.*

1.64   Proper usage of major and minor repair funds

1.65   In many of the states visited by the Mission, repair grants were not used appropriately. Only 4% of the major repair works sanctioned under RMSA are complete. States are reluctant to invest in major repair, even though, for the cost of building one classroom, three other rooms can be repaired and made usable. Monitoring and accounting of repair works is usually a challenge. The team observed good systems in place in Rajasthan to monitor major repairs, including use of photographs and measurement book.

1.66   Utilization of minor repair grants and its monitoring is also a challenge. In Rajasthan, detailed guidance has been issued on the utilization of the minor repair grants; as a result, its utilization has also been very effective. Other states can be encouraged to introduce similar practices.

1.67   Most states raised the issue of inadequacy of the minor repair grants, especially in case of large schools with over 20 classrooms; the funds are not even adequate to whitewash the building. There were two specific suggestions with respect to the repair grants: (1) allow schools, especially newly constructed ones, to create a corpus out of the repair grant and (2) allow districts to increase or decrease the repair

grant as per the enrolment of the school, subject to the overall allocated amount; this would allow larger schools to receive more funds. Both these suggestions have some merit and need to be explored by MHRD.

Recommendations

- *Ensure that repair grants are effectively used for maintenance of schools. A school maintenance manual should be developed and distributed. This grant would need to acknowledge that larger schools need a larger grant.*
- *A review of use of maintenance and repair grants at secondary level should be an element on a broader study.*

1.68　Quality of construction is generally good– though electrical and plumbing provision is more variable.

1.69　The quality of construction was found to be reasonably good in all the states visited by the Mission. Quality is a function of several factors; the structural design of the building, the unit cost, the capacity of the contractor and the monitoring and supervision systems.

1.70　The structural designs, in all cases, were reported to be sound, with adequate protection against fire, storm and earthquake (as applicable).

1.71　The unit costs, as indicated earlier, are very low and this creates a risk of the contractor compromising on the quality by curtailing some critical works or by using inferior quality materials.

1.72　In most states the works have been handed over to a government works department. Such departments are usually well staffed and have the wherewithal to implement the works with reasonable quality. At times however, these departments could be overloaded with work, in which case, quality of RMSA works would suffer. States like Andhra Pradesh have a separate department for construction of education infrastructure. This is a very effective system that can be explored in other states as well. In case of states that work through local contractors (Rajasthan), it affects the finishing of the works as local contractors do not have access to good manpower and material resources.

1.73　The monitoring systems were noted to be strong in all states. Many states reported regular sample checks to ensure quality. Effective involvement of the SMDC members in day-to-day supervision was also noted in most states. It is important to have dedicated engineers with RMSA to be able to keep a proper track of the progress and quality of civil works. Not all states have their own engineers; some like Rajasthan have posts sanctioned but mostly vacant.

Recommendations

- *There is a need to encourage innovations and share good practices through periodic meetings of state engineers and other concerned parties.*
- *Ensure availability of engineers both at the state and district level of RMSA to monitor progress and quality of civil works*
- *Strengthen guidance on electrical, plumbing and other finishing works and enhance monitoring procedures.*

1.74　Monitoring from the national level should move beyond simply tracking of physical progress

1.75　With planning and design of civil works following a normative and prescriptive process, the role of TSG has become limited. With the proposed change of norms to allow state specific civil works, TSG will need to play a more proactive role.. Great benefit could be derived from a strengthened TSG/ TSF promoting new design innovations and engaging with states and supporting them in better planning and design of civil works; though experience (in DPEP and SSA) shows that this is a difficult and time consuming process.

Recommendations:

- *Need to focus on the functional aspects of civil works and encourage innovations. TSG capacity needs augmentation to perform these additional functions*
- *The TSG/ TSF should work on developing a design guideline that lists out the broad space requirements, functional requirements, design considerations, environmental considerations and cost considerations for the various civil works facilities.*
- *A more diverse 'menu' of civil works packages could be developed and from this menu states should be encouraged to develop their own designs.*
- *A more comprehensive sample monitoring framework could be developed. This could include periodic independent audits of civil work.*

Section 4: Goal 1 – All children in school

Progress in Access

1.76   The overall picture of access to education is encouraging, though there are inconsistencies in the data available

1.77   The national figures indicate that the overall gross enrollment ratio and the enrollment ratios for sub-groups of the population have been rising, as expected. Data for the past 2 years is presented below, though available data for earlier years indicates that the trend has been observed for the past several years. All the states visited reported similar increases.
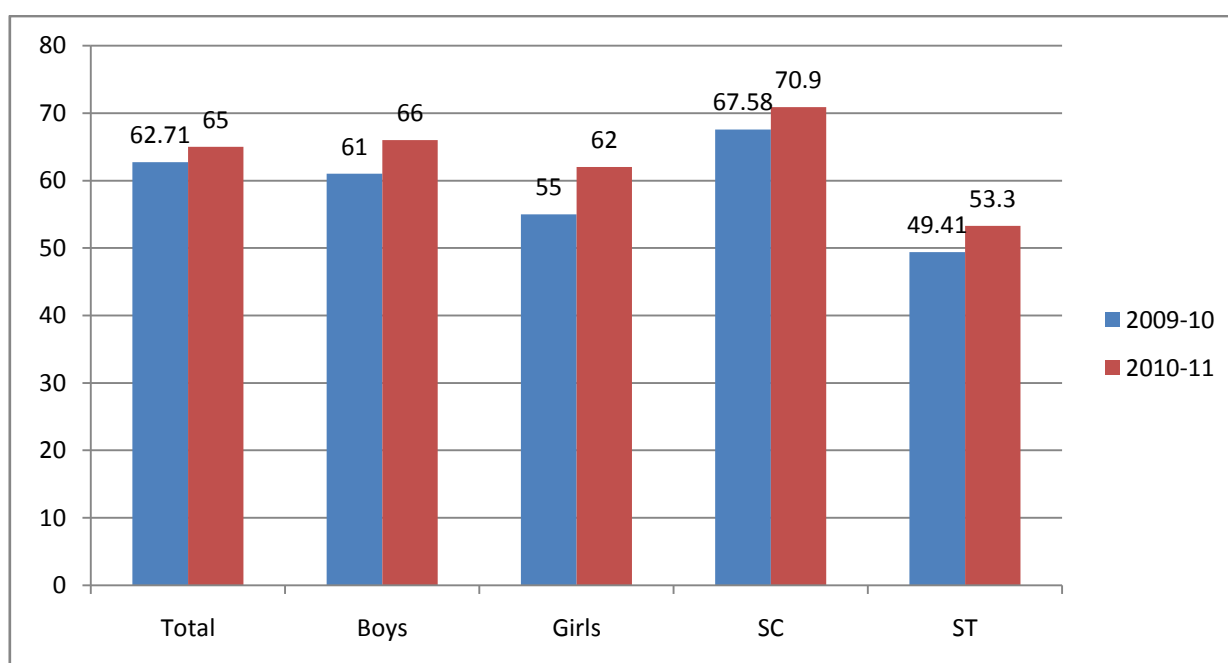
Source: Mission data

1.78   The number of new schools sanctioned has been increasing each year. The majority are functional (though the Mission found in some states that while schools were functional in the sense of students attending, there was still some civil works which were being completed).

Year	Approved	Functional	Enrollment	Yet to start
2009-10	2440	2335	136608	105
2010-11	3250	2576	113109	674
2011-12	3946	3228	140155	718
Total	9636	8139	389872	1497

Source: Mission data

1.79   However, there are some inconsistencies in the data which make any specific conclusions tentative. For example, the GER for 2010-11 as presented in the NUEPA Flash Statistics indicates a figure of 81.94 at the secondary level, which is very different from the 65 percent reported to the JRM. Another example is that the Flash Statistics report a total enrollment of 3.95 crore students, while the data presented to the JRM gives a figure of 3.16 crore (again for 2010-11).

1.80   The Flash Statistics report both aided and unaided schools in a single category of 'private schools'. It would be more useful for policy makers to separate out the types of private school, which is urgently needed should aided schools become part of the RMSA Programme.

1.81   Use of GIS School Mapping

1.82   Selecting the optimum site for a school in order that it best serves the population is a challenging task. This is greatly assisted by the use of school mapping using Geographical Information Systems. In many cases SSA SIS's have digital maps covering elementary schools. In others the land registry or equivalent has the necessary base maps. GIS have greater utility than just school mapping as they make possible the integration and display of an array of educational management data in a map format. This has been shown to greatly assist administration, performance management and resource allocation of schools

1.83   There is a need for greater sensitivity to the population density in school site selection

1.84   While providing good rule of thumb guidance, the 5km per high school rule may not always provide the most logical location for new or up-graded schools. In instances where travel is relatively easy having larger schools more widely distributed and in which children are provided free transport to school may be a more cost effective option – enabling better teacher utilization and provision of specialist resources. As the 12th plan states: *"About one-half of rural schools are government funded. Secondary and higher secondary schools must be viable and large enough to benefit from investments on quality. The fact is that it is much harder to have good quality education in very small schools with few teachers"(21:104).* Conversely in high population density areas it may be necessary to have two large secondary schools within closer proximity that 5km.

Recommendations

- *Report aided and unaided school data separately in UDISE*
- *Clarify how 'upgraded schools' consisting elementary and secondary sections are recorded – either as two schools or as one school.*
- *All states should conduct geographical positioning system (GPS) school censuses (covering all schools, government, government aided, private recognised and private unrecognised) and input data on one digital school map.*
- *Support should be provided by the TSG / TSF to assist states in digitalising school mapping and integrating UDISE and GIS data.*
- *A state that has made strong progress in GIS present to all states at the next JRM.*
- *A review of school siting and optimal school size be conducted and recommendations for updating current guidelines be developed for MHRD consideration.*

Section 5: Goal 2 – Bridging Gender and Social Gaps

1.85   Important strides appear to have been made in increasing the access of disadvantaged groups, and states visited openly acknowledge the need to continue to focus on these issues

1.86   As the chart in the previous section shows, there have been improvements in the enrollment rates of all sub-populations, even though in overall terms there are

1.87   The increase in enrollment of girls is encouraging, though this figure should be checked as a 7 percent increase in one year is unlikely (especially given that the number of girls enrolled, according to the data provided to the Mission, has gone up from 1.30 to 1.47 crore; which is only slightly more than the increase in the number of boys – from 1.53 to 1.69).

1.88   The Mission found that all states visited were tracking data about sub-populations and had some interventions supported by RMSA. The states visited also reported that there are many interventions for sub-populations funded through other programmes, including those funded from both the national and state governments. However, the Mission found that there was little evidence of effective coordination within an overall strategy for these groups, which identified the specific needs and how they might be met and which demonstrated that existing programmes had been evaluated for their effectiveness.

1.89   The focus of this Mission was not on equity and so the Mission did not have time to investigate these issues in detail. However, given its importance, the Mission recommends that this issue is taken up at a future January JRM, during which specific state experiences can be investigated.

Recommendations

- *There is need to clarify the remit of RMSA in relation to special needs children. In a number of states visited the impression given was that catering for special needs was not part of RMSA – rather this work was undertaken by a separate centrally sponsored scheme, Integrated Education for the Disabled at Secondary School (IEDSS). This should be amalgamated within the RMSA framework.*

Section 6: Goal 3 – All Children Retained in education system

1.90   The Mission noted that information is collected and available within the SEMIS/UDISE databaseabout retention. However, it is currently not presented either for the transition from Class VIII to Class IX or, especially, from Class IX to Class X; at the aggregate or disaggregated levels. For example, retention was reported to the Mission for Class I to X (see table) and for IX to XII. Therefore, the Mission was not in a position to analyse the situation with respect to retention clearly.

Drop out ratio (classes I to X)
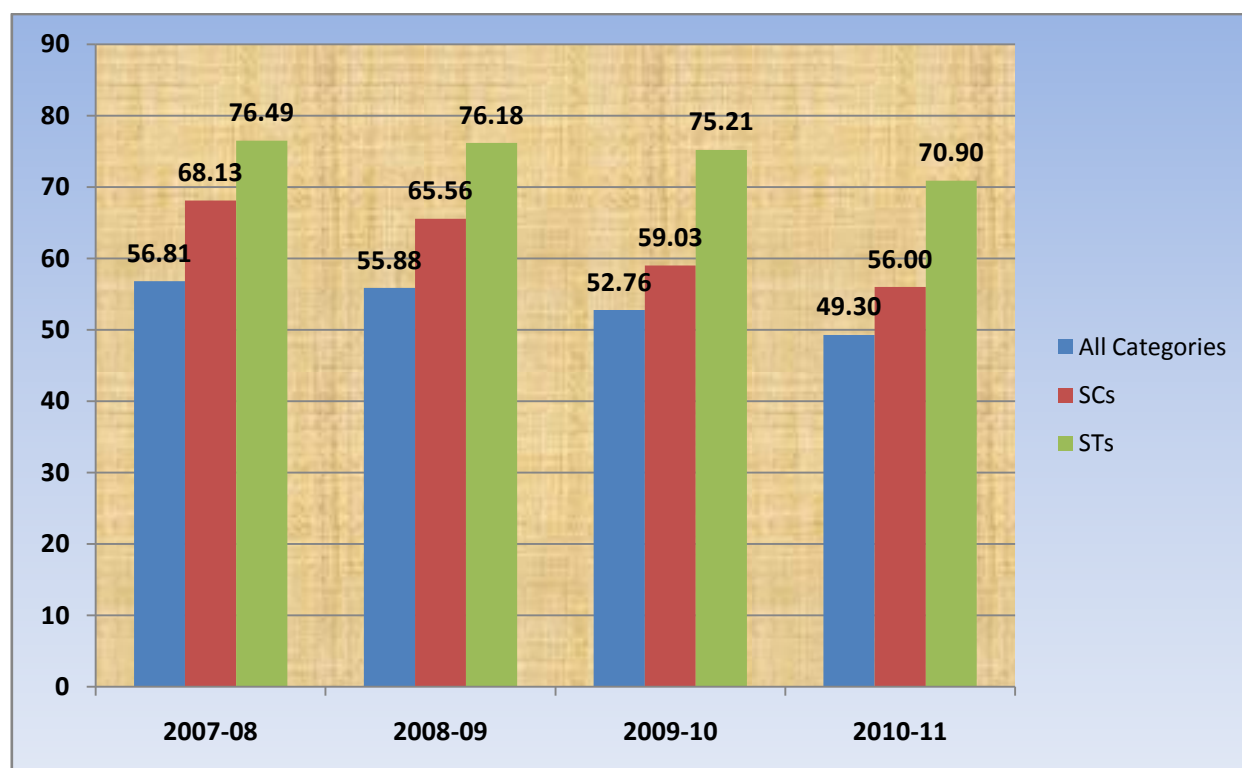
1.91   The mission was able to calculate some retention rates based on information provided by Mizoram. Examining the pattern of total enrolment in classes 9 and 10 in the years 2010 and 2011 reveals that overall there is no drop-out from grade 9 to grade 10 between these two years. As the table below shows, roughly 18000 students were enrolled in grade 9 in 2010 and roughly the same number were enrolled in grade 10 in 2011, meaning a 100% transition rate from grade 9 to grade 10.

Transition from Grade IX to X, Mizoram			
	Grd IX (2010)	**Grd X (2011)**	**Change**
Govt.	7693	7187	-506
Aided	4755	4039	-716
Pvt.	5414	6652	+1238
Central	141	160	+19
Total	**18003**	**18038**	**+35**

Source: Data provided by the State

1.92   As the table above for Mizoram shows, there was considerable movement between school-type between these grades. The number of children enrolled in government schools fell by 506 and in Aided schools by 716, but the number of students in private schools rose by 1238, showing a large increase in the enrolment-share of private schools. Although there was 100% transition from grade 9 to grade 10, a substantial part of the transition was pro-private. The Mission was told that many of the weaker children in government schools leave after class 9 to join private schools, in order to increase their chances of

getting good board exam results in High School. In other words, all children seem to have transited from Grade IX to Grade X (estimating by this data), but there is a shift visible from Govt to private schools between Grade IX and Grade X.

Recommendations

- *In future years, UDISE data reports should present calculated transition rates from upper primary to secondary and from Class IX to X, by school type.*

Section 7: Goal 4 – Education of Satisfactory Quality

Planning for Quality:

1.93   As per the norms of RMSA quality interventions include (i) Appointment of additional teachers to reduce PTR to 30:1, (ii) Focus on Science, Math and English education, (iii) In-service training of teachers, (iv) Science laboratories, (v) ICT enabled education, (vi) curriculum reforms; and (vii) teaching learning reforms. The mission viewed all major initiatives in the area within this overall framework. As RMSA is at its inception stage- it is important for the discourse around quality and its effective planning to filter into AWPB planning upfront. The mission therefore feels that planning mechanically against RMSA norms will not lead to the holistic vision of process and outcome factors that need to inform planning for quality. Policy makers/institutions need to plan and prioritize the quality related interventions with sufficient resource allocations for the same.

1.94   Two major challenges were flagged by all state missions. Firstly, most of the children entering grade IX lack basic literacy and numeracy competencies. Teachers are not sure of how to address the needs of these children and bring them up to grade IX level. Secondly, the teachers find the NCERT textbooks challenging, especially their constructivist approach. The fact that many states like the Rajasthan Board have still not introduced CCE makes it more difficult as there is a constant pressure of completing the syllabus and the examination system constrains the use of other assessment approaches. The states need to ensure that the teacher training and support systems under RMSA addresses these major challenges that teachers face.

> *Recommendations*
>
> - *Engage a wide range of stakeholders in a structured dialogue about how to identify the main constraints to learning outcomes and effective strategies to overcome them. The objective of that conversation should be on how to help teachers respond to the multiple learning needs of their students, and develop state strategies which are then reflected in their RMSA proposals. Of particular importance will be to bring together the various relevant implementing agencies of the Centrally Sponsored Schemes, such as RMSA, SSA and Teacher Education, to develop a mechanism which would create inter-Mission linkages around substantive and institutional issues.*
> - *This dialogue should inform:*
>   - *Priorities for and content of teacher training; it is likely that this will include helping teachers in all subjects focus on literacy and helping teachers respond to the wide range of student learning needs*
>   - *Strategies to help some students significantly improve their basic skills, especially in Class IX; it is likely to include additional/ remedial classes, specific learning materials, parental engagement*
>   - *Use of school facilities (rather than focusing on the existence of these facilities), for example, what activities are taking place in libraries and with library materials to encourage enjoyment of reading? The State may consider issuing good practice guidance to schools in this respect (which would include advice about how to get rid of old and out-of-date books which are clogging up library shelves).*
>   - *Identifying and promoting institutional capacity (see below).*
> - *More focused training may be imparted on planning for quality, through the use of the Planning and Appraisal Manual (revised as necessary in response to stakeholders' experience of using it) along with financial and human resource allocations and institutional reform to address issues related to quality improvement.*
> - *MHRD as well as the states may wish to relook at the gap in the institutional linkage at the block level. The link from the district to the school level is too tenuous and setting up of a block level structure may be considered in some of the larger districts in the states in the first phase before scaling up this structure based on the experience.*

Curricular Reform

1.95   Given the connectivity between curriculum framework, syllabi and textbooks, the states/UTs have started the curriculum reform processes either beginning with the development of state curriculum framework or revising directly syllabi and textbooks. The present status of curriculum reform processes is given in the Annex (attached).

1.96   The mission found states at different stage of curriculum reform process. The mission observed in Punjab, that students of class IX were using NCERT textbooks for mathematics and state textbooks for other subject areas. The state of is in the process of implementing NCERT textbooks from classes I to X. Rajasthan has adopted NCERT textbooks for classes IX and X. Mizoram has state revised syllabi and textbooks and Andhra Pradesh as well as Orissa are in the process of revising their textbooks.

1.97   The mission observed that the schools (specifically in Punjab) had ample display of charts on the walls of the classroom, plenty of models in laboratories such as mathematics and science laboratories; Computer and EDUSAT Lab, etc. However, in most of the states visited, students were not found to be engaged with these material or equipment learning through hands-on experiences (though some good practice was observed in Rajasthan). In Andhra Pradesh the mission noted that most of the materials and equipment was locked in the cupboards. Experiments were demonstrated by the teachers as and when they felt they were required.

1.98   Effective use of library facilities was not noticed (especially in Rajasthan). All schools had some form of a library, even before RMSA was initiated. However, all the libraries visited suffered from the following drawbacks like absence of a dedicated library period; absence of a librarian; accessibly of books severely restricted for students as the books were locked up in cupboards; no system of proper display of books and the atmosphere of the library was uninviting, hardly encouraging children to read. Teachers also had very little knowledge of the use and importance of the Art & Craft room, though every school is being provided with one.

Recommendations
- *The mission recommends critically looking into the lateral and vertical curriculum linkage across the subject areas in all the classes with states speedy curriculum reform processes at secondary stage with timely development and implementation of the curricular material*
- *Monitoring of the use of TLMs; Library books and their use; effective use of demonstration of TLM and practice of undertaking experiments as per curricular requirements to transition from teacher's demonstration to students conducting experiments/activities on their own.*
- *Build the capacity of principals of schools and RMSA functionaries on the utilization of school resources in connection with the curriculum and syllabi reform.*

Classroom practices

1.99   The pedagogy being practiced in the classroom was more teacher led and not student centric, as observed by the mission. Hands on experiences did not have any space in classrooms even though necessary material was available. The computer/e-library classes were conducted in a mechanical manner with different kinds of initiatives like ICT @ Schools, Computer Aided Learning (CAL) and *Edusat*interventions being undertaken in a rather unplanned manner. There is a need for a strategic organization of all ICT interventions especially if the school is an upgraded one having upper primary as well as secondary sectors together. Learning was designed in linear manner. Students' engagement with themes was found missing in the classrooms**.** There is a need to transition the discourse more towards teaching learning rather than provision of materials.

1.100   The mission also felt that the training module of teachers should be focused on the pedagogical dimensions of the requirements at the secondary level. Principals and teachers of schools have not received any training on this aspect and are not aware of CCE perspectives. There was, as yet, little learning from the experience of primary education, even in those secondary schools which include pupils from Class VI.

- *The training module of teachers should be aligned with the pedagogical dimensions of the requirements at the secondary level.*

Teachers and Teacher Training

1.101   The mission was informed that at the national level, a total of 56,879 subject teachers and headmasters were sanctioned to 9,636 new/upgraded schools and out of these only 18,313 (32.20%) teachers were recruited. 100% sanctioned teachers were recruited in Kerala, Mizoram and Tripura; and more than 60% of sanctioned teachers were recruited in Himachal Pradesh (75%), Daman & Diu (95%), Madhya Pradesh (81%), Punjab (63%) and Tamil Nadu (75%). There was a need for more satisfactory performance from states/UTs like Karnataka, Jharkhand, Meghalaya, Nagaland, Lakshadweep, J & K, Haryana, Gujarat, Bihar and Arunachal Pradesh. Under RMSA 40,017 additional teachers had been provided to 26,723 existing schools in 7 states (Andhra Pradesh, Rajasthan, Karnataka, Maharashtra, Haryana, Madhya Pradesh and Tamil Nadu) but only 17,666 teachers recruited were in two states viz. Andhra Pradesh (9,569) and Rajasthan (8,097);

1.102   RMSA has provisions for in-service training per teacher per year, induction training, training of Key Resource Persons/Master Trainers and head teacher training. At the national level, secondary stage teacher training has been suffering with lack of adequate mechanisms and less synergy among various teacher training institutions in the states. "Teacher training for secondary education was launched in the Eleventh Plan but the approach so far has been mechanical and limited to training teachers to help students score high marks in national board exams so as to raise school averages with very little focus on developing thinking, application skills, attitudes and values" (GOI, 2012, 12th Plan).

1.103   With regard to RMSA, in the year 2011-12, induction training (for newly recruited teachers) was provided to only 7737(18.60%) teachers out of the proposed 41600 teachers; in-service training was provided to only 310,774(37.56%) out of 827,442 proposed. However, head teacher training was provided to 68.8% head teachers i.e. to 41,854 out of 60,782 proposed.

1.104   The mission observed that the status of teacher training varies in different states (Table-2). The mission found different situations in all the five states visited. Due to prior planning, Andhra Pradesh, was progressing well in teacher training in terms of the quantity of numbers of teachers.

1.105   In case of Punjab in the year 2012-13, the state provided training to 6700 teachers. In-service training is still in progress. Although the state has also got approval for the training of 438 new teachers, 683 master trainers and 25 Key Resource Persons, no initiative has been taken in this area. The state has also to train 3640 headmasters in 2012-13 as per the approval by 31st March, 2013. Orissa has trained 43491 teachers in the year 2011-12 and in the current year training programmes are in progress.

1.106   State officials raised concerns about the late release of funds due to which they are not able to complete the targeted number of teachers for training. However, the mission also found lack of proper planning for teachers training and calendar of teacher training in most of the states visited.

1.107   Regarding quality of these programmes the mission felt that there is a dire need for impact study of teacher training (how this is percolating down to classroom processes). The mission's observations about two training programmes in Punjab (one was for English Teachers and the other was for Principals of higher secondary schools) and also interaction with state functionaries and teachers in all the five states visited reveal that modules of teacher training do not a learner- centred pedagogy, evaluation in-built in classroom processes, etc. State Resource Persons are not oriented on new curricular and pedagogic vision. Moreover, given the need for cognitive rigour and content enrichment at this stage, involvement of higher secondary teachers and graduate teachers (in case of Andhra Pradesh) as KRPs and also graduate teachers in place of subject experts from institutions of higher education has detrimental effect on the quality of training. In case of Orissa the mission was impressed to see comprehensive in-service training programme entitled 'Samarthya'. Subject-specific modules are prepared by the State Resource Group and at the state level 1336 Master Trainers were trained. In

Rajasthan, the mission interacted with teachers and felt need to record teachers' voices on the need for subject experts as the resource persons in the training programmes to help them clarifying concepts which they find difficult to transact. The mission was informed by the officials of state of Mizoram that teacher training for secondary school teachers has not started in earnest yet. DIETs currently cater only to training elementary school teachers. DIETs, SCERTs and RIE's need to be leveraged for teacher capacity building. This may need further collaboration between the various centrally sponsored education schemes.

1.108   Performance on the Teacher Eligibility Test (TET) conducted for central government schools' teachers as well as in several states of India shows the poor state of teacher preparation among elementary school teachers, with anything from 0.37% to 6.35% of teachers passing in the TET. The scenario is unlikely to be substantially different among secondary school teachers as the teacher training for secondary school teachers is also the B.Ed. qualification, as is the case for middle school teachers. Teachers' content knowledge, tested in the SchoolTELLS survey of UP and Bihar and in the UNICEF survey of 5 states, gives cause for concern about teacher competence. This calls into question the quality of teacher training institutions in general and of teacher training curricula in particular.

1.109   With regard to teacher support material (modules) developed by the states, the mission observed subject specific modules in mathematics, science activity book and a module for generic general skill developed by the state of Punjab in collaboration with American India Foundation (NGO). The mission appreciates the efforts of the state in providing teacher support material to teachers receiving training. However, the modules were found to be content dominated with insufficient focus on gender, marginalised groups, Children with Special Needs, art, and health issues. Perspectives about child, school, teaching-learning and evaluation have not found space in these modules. Modules for training of headmasters and teachers had little consideration for the vision of child with content delivery being isolated form the needs of the student.

1.110   Institutional capacity for teacher training: In some states, RMSA officials stated that the existing teacher training institutions especially the DIETs and SCERTs were already fully engaged in training elementary level teachers and had no capacity to take on in-service training of secondary school teachers. When it comes to pre-service training, clearly institutional capacity for providing B.Ed. courses is also inadequate and new capacity needs to be created with an eye on the quality of the providers. For teachers appointed to teach in secondary schools without a B.Ed. (due to the shortage of B.Ed. completers), open and distance methods (ODL modality) need to be considered. For head-teacher training, it is essential to build sustainable capacity and to roll out the leadership training program to lakhs of secondary schools. In the context of a large volume of teachers and the consequent difficulty of training them, one approach which will also have long term other benefits, is to promote networks of teachers and principals so that they can support each other on an on-going basis in overcoming their local challenges. Punjab offers a good practice example in this respect. Finally, there need to be greater linkages between SSA structures (especially BRCs and CRCs) and RMSA on teachers' in-service training and support.

States	2009-10		2010-11		2011-12		2012-13		Totals		Achieved as % of sanctioned
	Sanctioned	Achieved	Sanctioned	Achieved	Sanctioned	Achieved	Sanctioned	Achieved	Sanctioned	Achieved	
Andhra Pradesh	50,000	47,879	120,089	35,119	135,072	60	50,000	55,979	355,161	139,037	39%
Punjab	10,000	5,751	30,874	24,506	28,672	23,934	32,093	6,700	101,639	60,891	60%
Rajasthan	15,000	12,880	19,428	466	32,208	16,428	2,600	-	69,236	29,774	43%
Mizoram	2,438	2,438	2,797	2,613	2,635	2,457	3,338	2,637	11,208	10,145	91%
Orissa	32,577	-	60,689	-	55,070	43,491	47,761	-	196,097	43,491	22%
Note: Achieved figure for Andhra Pradesh in 2012-13 includes backlog of 2011-12											

Recommendations

- *Greater coordination with the National Mission on Teacher Education and the Centrally sponsored scheme on teacher education is essential to undertake the following recommendations.*
- *Teacher education support (including student centred and content based teacher training modules) needs a larger involvement of teacher education institutions with roles and responsibilities clearly fleshed out.*
- *Impact study of teacher training programs in terms of their percolating down to classroom processes is recommended on a pilot basis by the TSG.*
- *To make teacher training more useful, teachers can be tested as a diagnostic tool first. This will help to identify the areas of teachers' weaknesses and learning needs. Analysis of test performance data can then be used to design more relevant teacher training courses.*
- *With improved availability of ICT facilities, more innovative approaches may be adopted for interactive and participatory teacher training through use of audio-visual media, computer aided learning, internet etc. These need to be however validated for academic appropriateness and validity of content.*
- *The mission reiterates the Twelfth Five Year Plan's recommendation regarding teacher training that the system of continued professional development (CPD) of in-service teachers needs to be strengthened. Training needs should be systematically identified and programmes designed to meet their local requirements so that the teachers are engaged and find the programmes useful. Capacity-building programmes of short duration as well as relatively longer full-time or distance-cum-contact degree programmes should be encouraged. These programmes should develop in teachers the necessary orientations and expose them to the range of skills/activities which impact upon quality classroom transactions. Use of technology and innovative delivery methods would be important components. Along with specific training programmes, exposure visits or action research projects to be conducted with field organisations and academia should be organised. Appropriate enablers in the form of long-leave options or a significant number of mandated required days of in-service training along with appropriate budgetary support per-day/per-practitioner should be provided to the schools.*
- *MIS to be put in place to track and ensure that all teachers are trained and avoid any duplication*

Pupil Assessment:

1.111   The 12th Plan mentions that no recent, reliable, large-scale learning assessments at the secondary level exist. None of the visited had developed their own learning assessment, though Rajasthan reported that it had twice submitted a PAB proposal to this effect but it had been rejected. Small-scale standardized assessments of student achievement in mathematics at the secondary and senior secondary level in two States (Rajasthan and Odisha) suggest that the quality of instruction and learning is very low at the secondary level in international terms[1].

1.112   In the absence of other measures, all states use the Board results as the key determinant of assessing outcomes. The state Board exams of the last three years showed that in 88.31% children who were regular candidates, and 74.07% who were private candidates (i.e., were not enrolled in school), passed the Punjab board exams taking the total pass percentage to 84.68%. In 2010, the total was 77.94% (81.33% for government schools and 66.84% for private), in 2011, the pass percentage was 64.32%, (6.73% for government schools and 50.44% for private schools).

1.113   In 2012, the High School pass percentage in Mizoram was 83.7%[2]. This high pass rate is perplexing given the low learning levels evident during our class-room interactions with students, and reported generally in ASER and NCERT's National Assessment Survey. A dialogue between RMSA

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[1] 12th Five Year Plan, Planning Commission, Page 74.
[2] Among 'Regular' candidates, i.e. those who take exams after studying in a school. It was a much lower 39.5% among the 'private' candidates, i.e. those that do not study in a school but take the exam after self-study.

officials and the State about the quality and reliability of the examinations would be fruitful. Neither the State Implementation Report, nor the conversation with State education officials in many states factored in learning levels of students. When the issue of 'quality' of secondary education was raised, the discussion veered to enrichment programs such as excursion trips for teachers/students, science exhibitions, art and dance class, library room, availability of science laboratory etc. While these may be quality related *inputs*, they are not the same thing as students' learning *outcomes* in literacy (including reading and writing skills), numeracy, the various subjects and conceptual understanding /problem solving skills.

1.114   The mission is cautious about using the Board results as indicators of progress in student learning, especially at the system level. Analysis of the Board results show that the pass rates across States are not comparable, as they vary considerably across States (Table). Moreover, pass rates are not comparable across time within one State: for example, there are five State Boards in which the pass rate fluctuated by more than 5 percentage points between 2007 and 2008, and a further 6 Boards in which the difference was more than 10 percentage points.3 If an examination is reliable, one would expect examination results from one year to the next to vary only by a small amount. This is because the abilities of students do not vary greatly and they have had a very similar educational experience from one year to the next. The wide variations in Indian examinations indicate a lack of technical reliability in the examinations, and no comparisons across states can be considered reliable.

Number of State Board Examinations in different percentage pass rate brackets, 2008

	Pass rates, number of States					
	40-49%	**50-59%**	**60-69%**	**70-79%**	**80-89%**	**90-99%**
Lower Secondary (High School)	1	8	6	5	6	4
Upper Secondary	1	3	7	9	8	3

Source: Calculations based on MHRD reports

1.115   The mission would again like to draw the attention of the MHRD on the recommendation of the 12th Plan that a School Quality Assessment and Accreditation System should be established to cover all aspects of school functioning, including scholastic and co-scholastic domains, physical infrastructure, faculty management, school leadership, learning outcomes and satisfaction of pupils and their parents/ guardians[4]. The mission was informed that NCERT has been charged with the development of a Class X national assessment. This is welcome news and a clear timetable for its completion, with appropriate financial resources and technical assistance, is needed. Given the role of Examination Boards and SCERTs in secondary education, and the need to develop new forms of assessment in Classes X and XII, it would be important to reach out to the Boards and the SCERTs in the development of the national assessment. In addition, there is considerable technical capacity outside the government sector which should be used. Finally, as the Class X assessment comes on stream, there will need to be review the results of that assessment and the picture emerging from State examination results.

Recommendations

- *A clear timetable for a national assessment survey at Class X level, with an action plan that includes, following consultations,appropriate roles for the Boards, SCERTs and the capacity lying outside of government institutions.*
- *States to be encouraged, through RMSA funding, to develop their own student diagnostic assessments in secondary education, especially in Class IX.*
- *Learning assessment should be a focus area during the next JRM.*

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[4] 12thFive Year Plan (page 75)

Status of Curriculum Revision in States/UTs at Secondary Stage

(Source: Data collected by NCERT)

S.No.	Curriculum Cycle	States/UTs	Number of States/UTs
1	Developed State Curriculum Framework	Andhra Pradesh, Kerala, Chhattisgarh, Uttarakhand, Orissa & Bihar	6
2	Revised and implemented Syllabi based on NCF-2005 perspectives (during 2006-09)	Karnataka, Andhra Pradesh, Kerala, Orissa, Bihar, Mizoram, Manipur, Nagaland, Meghalaya, Tamil Nadu, , Punjab, Assam, Himachal Pradesh	13
3	Developed and implemented state' textbooks as a follow-up of NCF-2005	Kerala, Bihar (Social sciences and languages), Mizoram, Manipur, Nagaland, Meghalaya, Maharashtra (Science and mathematics), Tamil Nadu	07
4	Implemented NCERT' Syllabi and Textbooks	Delhi, Harayana, Goa (except History) Uttarakhand, Chandigarh, Rajasthan, Jammu & Kashmir, Himachal Pradesh, Bihar (Science and mathematics), Jharkhand, Arunachal Pradesh, Sikkim, Andaman and Nicobar and Lakshadweep (also follows Kerala Textbooks)	14
5	Using old state textbooks (either reprint or revised version)	Chhattisgarh (year of reprint/edition/ revision is not mentioned), Madhya Pradesh, Maharashtra (other than Science and mathematics), Andhra Pradesh, , Karnataka, West Bengal, Tripura, Orissa, Gujarat, Punjab, Uttar Pradesh, Daman & Diu, Gujarat, Dadra & Nagar Haveli and Assam	14
6	In the process of finalizing, developing, implementing new syllabi and textbooks based on NCF-2005 perspectives	Andhra Pradesh, Karnataka, West Bengal, Tripura, Orissa, Gujarat, Maharashtra (for subject other than Science and mathematics), Madhya Pradesh and Chhattisgarh	10
7	In the process of implementing NCERT's textbooks from the next session	Punjab and Assam	2

Section 8: Programme Management

1.116   Programme implementation structures need attention

1.117   All states have implementation societies for the RMSA Programme. States have taken a pragmatic approach, with some creating separate societies from that responsible for SSA and some have used the same society. This is a sensible and pragmatic approach.

1.118   All states visited were aware of the need to promote greater linkages with the SSA society (and other concerned bodies such as ministries such as Tribal affairs). Good practice was seen in Odisha – but there was scope for better integration -this need was especially felt in states like Rajasthan and AP which have schools covering classes 6 to 10 or 12.

1.119   The TwelfthPlan proposes the consolidation of a range of centrally sponsored schemes within the RMSA framework. This appears logical and could strengthen impact while reducing transaction costs. However, the challenges of this task cannot be underestimated. Several states have requested that government aided private schools be included within the programme. This would significantly raise the funding demands and MMER needs. If agreed, a costed plan and definition of eligible expenditures for private aided schools needs to be developed and disseminated. Moreover, other changes, such as the shift in funding pattern, will also have a significant impact on the states.

1.120   Staffing at the state level in general was good in the states visited. At the district level, however, the picture was unsatisfactory, with many positions not filled.

1.121   As noted elsewhere in this report, there needs considerable attention to the capacity of agencies to carry out effective planning. This is also an area in which the Technical Cooperation Fund can be used valuably, now that it is operational.

Recommendations:

- *A strategic plan with timelines for the integration and consolidation of separate schemes could be developed for the rationalization process. There is a need to examine which other secondary education initiatives could profitably be brought within the RMSA Framework to promote operational synergies and effectiveness.*
- *States could consider mapping educated related issues run by various departments in a single table and have periodic inter-departmental meetings to promote 'joined up government'.*
- *A costed plan and definition of eligible expenditures needs to be developed and disseminated as a matter of urgency.*
- *2 % MMER needs to increase, to allow sufficient resources for states to provide for the prescribed implementation structures and to remove perverse incentives to pursue high-cost items simply to increase MMER resources*
- *Next JRM need to gather data on the national picture of staffing levels, at state and district levels.*
- *Once staffing is augmented at the state and district level, the Programme could consider whether block or cluster level units would further assist implementation. It would be advantageous to coordinate with SSA programme structures.*

1.122   There is a need for a stronger research base in secondary education

1.123   The secondary education scenario is changing very rapidly, with accelerating enrollments and a consequent shift in the profile of learners. This dynamic is expected to have significant implications for the way secondary education is managed, financed and taught. These implications however have not been explored in sufficient depth to provide guidance to national and state level policy makers on the development of the RMSA Programme. The Mission feels that prospective studies need to be carried out to inform putative changes to the RMSA Framework.

Recommendations:

- *National assessment and state-driven assessments are needed to understand current levels of student learning, how far they deviate from expected levels of learning as defined in the curriculum, and the determinants of effective schools and teachers.*
- *There is a need for a tracer study on students transitioning from elementary to secondary education*

1.124   The UDISE database is an important development in helping policy makers and schools make informed decisions.

1.125   Many schools visited are Classes 6 to 10 or 12; clarity is needed as to whether these are included in the data as two schools (upper primary and secondary) or one school (most had only one head teacher and shared resources, including teachers, across all classes).

Recommendations

- *UDISE data needs to be available at the start of the AWPB process. Web-based data submission is needed urgently.*
- *The coding of upgraded schools consisting both elementary and secondary classes needs addressing.*
- *There is a need to standardize how private schools are treated in UDISE and to disaggregate between private (recognized and unrecognized) and private government aided in reporting.*
- *Data verification of UDISE is essential, given the merging of two systems and the importance that this database will assume in the years ahead*

1.126   The plans for the monitoring system are robust, but implementation is only now starting

1.127   The monitoring structures under RMSA are comprehensive (apart from the lack of systematic information about learning outcomes), and much good practice has been carried forward from SSA. Thus, contracts with Monitoring Institutions have been initiated (but state visit revealed lack of implementation activity), the UDISE database is under implementation, with most states having completed their data collection and submitted it to NUEPA. Of the states visited, Rajasthan has not completed its data submission; they said that there were anticipating web-based data submission, and the alternative arrangements determined by NUEPA had taken some time to put in place. The UDISE provides comprehensive data which is of use to schools, as well as decision-makers at district and state levels.

1.128   Odisha students' helpline isan innovative and powerful form of monitoring that is exemplary in many ways. It gives students a direct voice; data collected is being used to inform the geographical focus and theme for official inspection visits. Most importantly, when, after careful investigation, poor or inappropriate performance is identified it is acted upon -sending a clear message that there are consequences for poor performance. It is also a good example of SSA and RMSA working together – thereby sharing overhead costs.

Recommendations:

- *Invite Odisha state to present on the details of their student helpline to other states at the next JRM and encourage and support others to do likewise.*

1.129   It is of concern that many states have not provided audit reports for expenditure for 2011-12

1.130   According to data provided to the Mission, 18 states have not yet submitted audit reports for the FY2011-12. This increases the risk of financial mismanagement, which calls for greater attention in enforcing financial regulations. This needs to be addressed urgently. Looking forward, the states need to

ensure that the audit process is started on time for FY2012-13. By now, the auditors should have been engaged.

Recommendations

- *States are given a firm deadline for completion of the 2011-12 audit reports. MHRD should consider not releasing further funds to those states which are not in compliance.*
- *States report whether their auditors are engaged and the timetable for completing the audit report as per the contracts. This information should be provided to the July JRM.*

Financial Management

1.131 The state wise FMR data presented below indicates that Rs 773.87 Crores has been spent up to 30th September in the current financial year.

Sl. No.	Name of State	Opening Balance	Releases by GOI	Releases by State	Others	Reported Expenditure	Closing balance
1	2	3	4	5	6	7	8
1	Andaman & Nicobar	40.37	0.00	0.00	3.16	0.34	43.19
2	Andhra Pradesh	15227.36	21195.91	0.00	105.51	7789.71	28739.07
3	Arunachal Pradesh	121.00	0.00	600.00	10.00	4841.64	-4110.64
4	Assam	220.40	8500.00	0.00	62.01	9464.35	-681.94
5	Bihar	38895.41	12472.22	0.00	0.00	113.56	51254.07
6	Chandigarh	242.12	0.00	0.00	8.58	1.33	249.37
7	Chattisgarh	13311.19	15675.86	0.00	0.00	14870.31	14116.74
8	Dadar& Nagar Haveli	165.43	0.00	0.00	5.62	2.73	168.32
9	Daman & Diu	313.63	19.38	0.00	0.00	179.61	153.40
10	Delhi	583.56	0.00	32.48	11.46	1.55	625.95
11	Goa	Report not received					
12	Gujarat	1713.08	867.26	289.09	0.00	1146.89	1722.55
13	Haryana	3850.28	9408.00	0.00	58.62	2216.35	11100.55
14	Himachal Pradesh	1944.95	3665.21	1221.74	104.58	15.44	6921.04
15	J & K	19914.65	0.00	0.00	404.43	3262.70	17056.39
16	Jharkhand	2109.32	0.00	0.00	0.00	3.49	2105.83
17	Karnataka	5617.15	2344.30	0.00	243.16	1164.03	7040.58
18	Kerala	841.00	0.00	636.52	10.70	1666.45	-178.23
19	Lakshadweep	Report not received					
20	Madhya Pradesh	6098.74	12500.00	0.00	162.12	2796.02	15964.84
21	Maharashtra	7295.43	981.96	701.32	158.81	7488.60	1648.92
22	Manipur	1546.61	0.00	0.00	50.54	1253.61	343.54
23	Meghalaya	177.26	1061.42	0.00	13.37	86.53	1165.52
24	Mizoram	1970.68	5410.30	0.00	34.92	1759.39	5656.51
25	Nagaland	Report not received					
26	Orissa	7656.64	18510.61	6170.20	56.96	56.27	32338.14
27	Puducherry	Report not received					
28	Punjab	1851.00	5000.00	1669.00	224.00	764.51	7979.49
29	Rajasthan	7941.13	0.00	0.00	0.00	3223.04	4718.09
30	Sikkim	Report not received					
31	Tamil Nadu	Report not received					
32	Tripura	149.92	0.00	3.12	0.16	33.12	120.08
33	Uttar Pradesh	8926.31	6741.00	9775.45	288.13	10889.85	14841.04

Sl. No.	Name of State	Opening Balance	Releases by GOI	Releases by State	Others	Reported Expenditure	Closing balance
34	**Uttarakhand**	6327.22	0.00	277.00	111.74	2294.76	4421.20
35	**West Bengal**	493.69	0.00	0.00	10.50	1.67	502.52
	TOTAL	**155545.53**	**124353.43**	**21375.92**	**2139.08**	**77387.84**	**226026.13**

1.132   The releases by MHRD indicate an increasing trend of expenditure over the last three years with 69% of the releases so far to the 10 big States- Andhra Pradesh, Bihar, Chattisgarh, Jharkand, Jharkhand, Karnataka, Odisha, Rajasthan, Tamil Nadu and Uttar Pradesh. Utilization of funds remains a challenge withstates such as Nagaland, UP, WB and Delhi reported to have been able to utilize less than 25% of the funds allotted to them in 2011-12. In case of recurring grants the fund utilization shows some improvement from 38% in 2009-10 to 46 % in 2011-12.
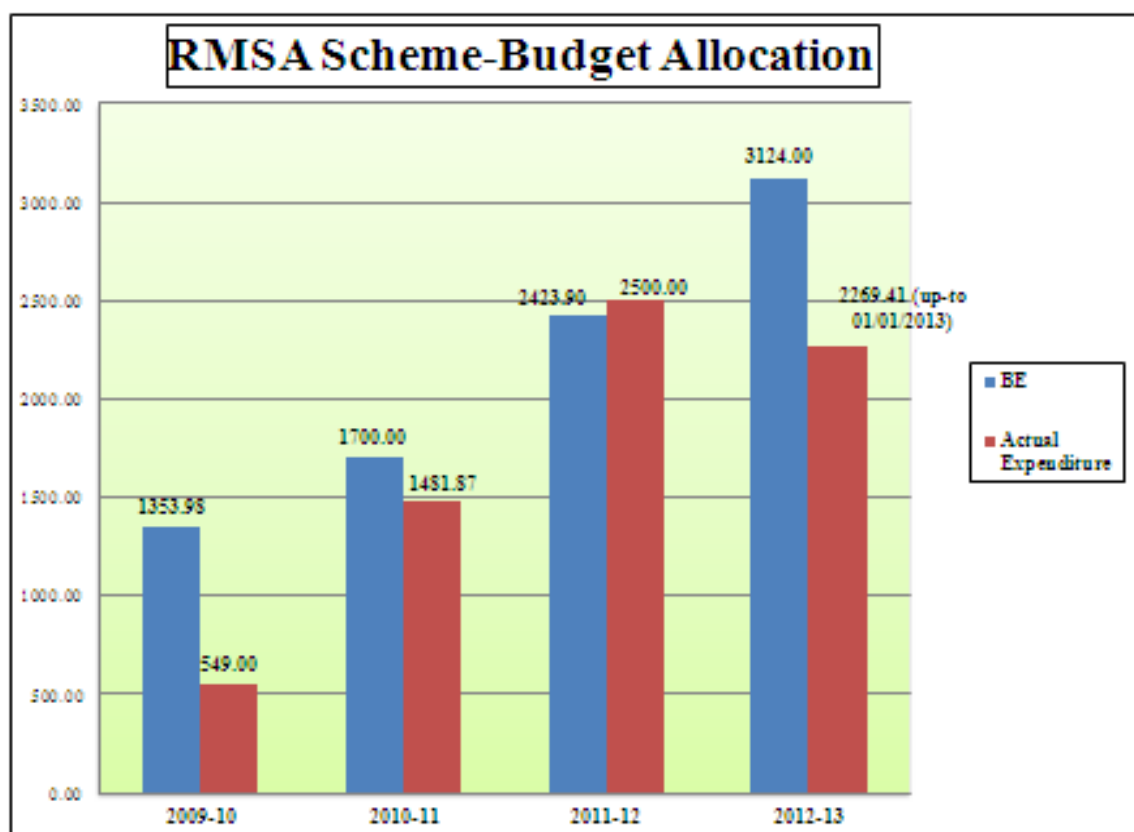
Rs in crores

Year	BE	RE	Actual expenditure (in Rs crs)
2009-10	1353.98	550.00	549.00
2010-11	1700.00	1500.00	1481.87
2011-12	2423.90	2512.85	2500.00
2012-13	3124.00	---	2269.4 upto 01/01/2013

Table: BE, RE and Actual Expenditure

Financial Reporting and Accounting

1.133 FMP Manual deals with primarily with the processes involved in accounting and other dimensions of financial management. It has not stipulated any specific account codes /line items to be followed for RMSA transactions. There is no uniformity in activity descriptions and their categorization into designated expenditure heads. States such as Andhra Pradesh are using alphabetical cost codes to summarize expense categories in their AWP&B. There is lack of uniformity in the formats and particulars for maintaining books.

1.134 Accounting under RMSA in the states is on cash based double entry method. The use of any standard accounting software package was not noticed in any of the states visited. Dedicated functional segregation of staff at the district level in some states is yet to be undertaken. Credible arrangements for maintaining school level accounting records are on a sustainable basis are yet to be made operational and the capacity of the FM staff is limited.

1.135 Our visit to states and enquiries made showed little evidence of awareness of reporting requirements at the levels of districts and schools. Most of the instructions issued to the field related organizational and process requirements and there were no clear directives for compliance with reporting requirements as per the required time schedules.

1.136 The mechanism and a system of submission of the utilisation certificates from the operating units is required to be put in place and or stream lined.

1.137 There are also concerns about the manner in which buildings funded by RMSA are being accounted for in asset registers; whether in the state registry or balance sheets of RMSA.

1.138 At the school and district levels, there is a requirement to keep multiple cash books and corresponding bank accounts for the different schemes from which funds are received. This is intended to ensure that the use of funds for any particular programme can be identified. This means, however, that at the school level there is no complete picture of the funds received and used. This reduces the opportunity for effective oversight.

Internal Audit

1.139 The JRM considered the need for building and strengthening the function and quality of internal oversight and governance through strategic use of internal audit in RMSA especially in view of the expansion of the programme and significant increase in outlays.In the states visited internal audit for RMSA had not been conducted and a mechanism for conducting such audits (viz., by internal staff or by an external chartered accounts firm) has also not been put in place. JRM noted that the states visited did not have the required independence, staff support and strategic orientation for providing effective internal oversight service. However, FM&P Manual and related guidelines can encourage strategic use of internal audit for improving governance as following.

1.140 Internal audit should prepare an annual audit plan to focus on review of priority operations, internal controls and risk management in the high expenditure and priority areas (for example, teachers' salaries, civil works, procurement, recruitment, unadjusted advances etc). The implementation of the approved audit plan should be annually reported to the Executive Committee. The staffing level for internal Audit should be provided as necessary to meet these objectives. The head of the Internal Audit should report directly to the Commisoner/ SPO(instead of through the Finance Controller) to ensure independence of internal auditor.

Status of Audit Reports

1.141 Due date for receipt of RMSA audit reports from States is 31st August of each year. Review indicates that out of 35 reports that are due (including UTs) MHRD has received only 18 reports as on

date with only four states: Andaman and Nicobar, Delhi, Goa and Tripura having forwarded their audited reports by the due dates. It should be the endeavour of the States/ MHRD to ensure that all audit reports are received on time and necessary corrective action take at the earliest. The FMP provides that the annual report incorporating the audited accounts of the society and the Auditor's report under RMSA should be approved by EC and placed before the Governing Body at its Annual General Meeting. The JRM could not confirm this since the audit work had not been completed in the states visited. The quality of audit reports received so far is also variable. It is important that the terms of reference should include guidance of the auditors for issues to be investigated.

Review and Monitoring

1.142   JRM noted that MHRD has put in place a mechanism for review and monitoring. Financial monitoring and physical progress (for key components) is carried out on a quarterly basis by MHRD and the process for identification of independent monitoring institutions is currently underway. However, the organisational arrangements for review and financial monitoring at the state, district and the block level is nascent.

FM Staffing

1.143   Staffing positions in states in Finance and Accounts is a matter of huge concern in the states visited. The district level vacancy status in Andhra Pradesh for example is more than 30%. This is as per the indicative norms laid down in the FMP Manual which require that three accounting staff be posted in each district. There is a gap between the sanctioned posts and the indicative norms as well. With the RMSA expenditure showing an upward trend, this is a serious cause for concern since the DPOs in most states are an important expenditure making, reporting and monitoring location.

Procurement Processes

1.144   Civil works currently constitute the main procurement activity with 72% (app) of the expenditure (for current financial year, upto 30th September, 2012) under RMSA. JRM noted that there is need for closer monitoring and supervision by the District offices as well as SMDCs. This assumes greater significance in absence of an effective internal controls and inadequate internal audit observed in some states. JRM noted that MHRD may encourage states such as Andaman and Nicobar, Arunachal Pradesh, Chhattisgarh, Dadra and Nagar Haveli, Manipur, Meghalaya, Mizoram to use agreed e-procurement for all civil works procurements above Rs 50 Lakhs.

Recommendations:

- *Filling up of all vacant positions in the FM category. Capacity development of FM staff and SMDC in finance and procurement functions.*
- *States to ensure that accounts are prepared and audited as per the time lines provided in the FMP and the audit reports forwarded to MHRD by 31st August for every year.*
- *Greater coordination between the MHRD and the State government may be undertaken to ensure that funds are released on time so that the State is able to use the releases in the same financial year.*
- *Internal audit system should the introduced*
- *MHRD to develop and circulate a standard TORs for conduct of audit by the e statutory auditor*
- *Adherence to Manual on FM&P, especially in respect of submission of utilization certificates, must be ensured.*
- *Encourage use of computerized accounting software package to begin with in the top ten spending RMSA states.*
- *States to ensure monitoring mechanism at all levels*

Section 9: The RMSA JRM Process

Preparation

1.145   The mission members were pleased to receive a comprehensive set of data, both at the national and state level.The mission members need more time prior to embarking on the field visits to absorb this information and discuss it amongst themselves; it is therefore recommended that the state visits start on the third day to give the mission team a chance to review the data fully before travelling to the states.

1.146   The RMSA JRM of focusing on a handful of specific issues was well received. To enable the Mission to more-readily deepen its analysis, it may help if the MHRD and state briefings could also encompass specific session on these areas.

1.147   To provide a more comprehensive snap shot, expanding the number of states visited could be considered; at the present rate, not all states would be visited during the 12th Plan period.

1.148   Better liaison with state offices is needed so as to avoid,to the extent possible, incidents of visits where schools are closed.

JRM Member selection

1.149   Given the focus based approach of the JRM process – it is important that the JRM team includes experts that reflect selected issues.

1.150   Though no blame is attached to current team members – for the future it would be better if team members can commit availability for the whole mission duration. The JRM Aide Memoire is very much a product of team work and though the pragmatic flexibility that characterised the JRM team should be maintained – ability to attend and contribute to key group missions is crucial.

1.151   The writing tasks for JRM members are substantial – wherever possible candidates who are able to use laptop computers or have access to staff that can transpose their notes to digital form should be preferred.

Field visits

1.152   Mission members should be provided with a field visit travel programme with realistic travel details well in advance (preferably 2 weeks). This would facilitate negotiation and revision of the programme if required. For the DP members, this would also enable any security clearance to be obtained.

1.153   The field visits should not to be restricted to schools only. Institutions such as SCERT, Examination Boards, CTEs, IASEs, DIETs, Monitoring Institutions, and respective RIEs need to be included in the visit. This will help us providing a feel of synergy between these institutions and programmes like SSA and RMSA. Moreover, these structures are there to provide quality interventions at different stages of school education. In those cases where external agencies are extensively found involved in RMSA activities, these should also be visited; and the views of key observers or experts should be sought, such as from university departments and elsewhere.

1.154   The review brief of the JRM is very large and the turnaround time for producing reports is very short. For this reason, wherever possible field visits should finish by 5pm every day in order that JRM members are able to both discuss their findings and develop their draft reports on a daily basis.

1.155   There should be careful consideration of the 'time-distance' trade-offs in developing the visit programme. While the JRM members feel strongly that it is important to visit more remote areas – however time spend travelling between remote districts should be avoided – and use of adjacent districts should be considered.

1.156   Random visits to school that appear on the review route were found to be very helpful, MHRD should encourage JRM members to embrace this approach.

Aide Memoire preparation

1.157   The mission members greatly appreciated the practice of allowing mission members to complete the draft report at home on the Sunday and finalising together on the Monday afternoon after the team briefing. This enabled team members to reflect and 'de-pressurise' particularly given many members did not get back to Delhi until the early hours of Sunday morning.

1.158   The arrangements made at the IHC were excellent and TSG support was greatly appreciated.

Aide Memoire format

1.159   The aide memoire format was found to be good – though it would be helpful to revise key questions in this on a mission by mission basis based on the specific focus areas to be covered.

1.160   It may be helpful to include the aide memoire report format in the Terms of Reference, so that all participants, including the State teams, can respond to and prepare data for the questions set out in the same.MHRD should prepare a common format for the State reports, to be adapted by the Mission given the specific focus of the Mission, which should also be shared ahead of time with the state governments.

1.161   Given the emphasis placed on driving up learning outcomes – it may be advisable to do one of the following: (i) change the title of the 'Quality' section to 'raising learning outcomes' or (ii) insert a separate section on learning outcomes and learning outcome assessment or (iii)bring the learning outcomes section currently listed under quality from the last point to be covered to the first point to be covered.

Aide Memoire Wrap up

1.162   The timing of this RMSA was planned so that it coincided with the JRM for SSA. The RMSA mission has noted the importance of having stronger coordination between these two flagship programmes, and the overlapping JRMs provided an opportunity for this. The RMSA mission would suggest: more direct dialogue between the two programmes, extended opportunities for the two mission teams to discuss issues during the course of the respective JRMs, and do not invite the state governments at the end of the JRMs, but, instead, arrange a substantive discussion between MHRD and the state governments after they have had at least a month to absorb the aides-memoire from the two JRMs.