

**INDIA**  
**RASHTRIYA MADHYAMIK SIKSHA ABHIYAN (RMSA)**  
**1<sup>ST</sup> JOINT REVIEW MISSION**

**STATE REPORT: (Andhra Pradesh)**  
**(January 14 -20, 2013)**

**1.1. Introduction**

The 1<sup>st</sup> Joint Review Mission team comprising of Mr. Sathyam (Team Leader and GOI representative) and Renu Deshpande (DFID) visited Andhra Pradesh from 15<sup>th</sup> to 18<sup>th</sup> January 2013 to review progress towards overall goals and objectives of RMSA with special reference to planning and appraisal processes and civil works with overall assessment of implementation of program interventions.

The JRM Team met with the Mr. Tiwari, Principal Secretary, Education, Mr. Shiv Shankar, Commissioner Secondary Education, RMSA, Mrs. Sheshu Kumari, Additional Director, MD APEWIDC and the RMSA team members at the State level, including district officials in-charge of key interventions in RMSA. The JRM team visited the districts of Nalgonda and Visakhapatnam, and benefited from interactions with the District Education Officers, Deputy Education Officers, Mandal Education Officers, School Head Master, teachers, students, parents and SDMC members. The JRM Team records its deep appreciation of the kind hospitality of the State Govt. of Andhra Pradesh and their cooperation in undertaking the Mission. The Team will nevertheless like to point out a need for better planning of the State Visits. Meetings with identified Monitoring Agencies, institutions like IASE/CTE, Research organizations, etc., should be fixed either at the State level or at the District level. Time should not be wasted in long road journeys to cover more schools. Visits to 4 or 5 schools should suffice .It will be more useful to arrange for a group interaction with selected Headmasters

**1.2 Overview and Key Issues**

The JRM Team would like to place on record its appreciation of the efforts of the State in providing physical access to secondary schools through focused attention on strengthening and upgradation of upper primary schools to the secondary level.

**Key Concerns**

- To address the structural issues, RMSA seeks to promote a basic uniformity of structure and approach. Classes 6, 7, 8 should be designated as upper primary rather than being grouped with classes 9 and 10. Wherever necessary, action may be initiated from now on to delink classes 11 and 12 from intermediate colleges and bring them back to the school fold as the Senior Secondary Classes.
- The State has not identified independent monitoring agencies.
- The State has shared SMDC guidelines with SMDCs. The State may wish to disseminate Telugu versions of this on a larger scale as the team in its interaction with SMDCs did not find evidence of their having information on or access to these materials.
- Large scale capacity building of SMDCs, district, state and civil works functionaries on planning for civil works. Special training materials and brochures having RMSA norms in user friendly formats may be shared with the SMDCs and school teachers/Headmasters for them to benefit from them.
- Avoidable budgetary problems arising from variation in normative costing of civil works.
- Inadequate attention to timely provision of furniture, toilets and , water-supply to the upgraded schools
- Introduction of the important ICT component not being well organized.

## **Planning and Appraisal Process**

The State reported that the planning process involved the participation of all stakeholders at the community level with the School Improvement Plan feeding into the divisional level and district level plans with capacity building exercises like seminars, workshops and field visits to orient and prepare the teams to formulate secondary education plans. Districts prepare and consolidate their plans based upon School Mapping /SEMIS data, National Sample Survey and other education statistics available. The Team was informed that plans prepared by various districts are then combined and compiled into State Annual Work Plan for RMSA. The planning process uses school mapping exercises based on GIS supported by distance matrix/SEMIS. The data has been triangulated with physical verification. However the team noted delays in financial releases and flows that create uncertainties and effect implementation at the ground level. Releases from the GoI are lower than PAB approvals and officials are also not aware of the reason of rejection for some of these approvals as the minutes of the meetings do not incorporate the reasons for the proposals that are not approved. The Team noted the availability of the district level plans and the state level plans. Only one of the seven schools visited had a SIP and most schools were unaware of the document.

## **Recommendations**

- The State needs to provide special emphasis and drives for training at all levels on decentralized school based planning for realistic AWP&B preparation.
- Greater clarity of the PAB minutes particularly the reasons for rejection to be incorporated in the PAB minutes. This will provide useful guidance to all States in the future.
- Greater coordination between the MHRD and the State government may be undertaken to ensure timely availability of funds.
- It may be advantageous to reckon to with economics of access. Larger school with hostel facility may prove to be less expensive than to many schools with inadequate enrollment.

## **Progress towards the achievement of Goals**

### ***Goal 1: To improve access to secondary schooling***

## **Achievements and Good Practices**

The State has 19052 secondary schools out of which 10464 are government schools, 821 private aided and 7767 private. The GER at the secondary level is 70.6% (70.6% for boys and 70.7% for girls) with a GPI of 1.0. As per state data, the NER is 98%. The transition rate from upper primary to secondary is 98%. The State has complied all relevant information relating to the aided private schools and kept itself in a state of readiness to extend the programme if it becomes necessary.

School mapping exercise was conducted in the State to identify the unserved habitations for secondary school. The State plans to upgrade 156 upper primary schools to cover 1157 habitations out of which 285 are eligible and 872 ineligible habitations. Although the State functionaries indicated that there was a bottom-up approach with the actual requirement for the school infrastructure being sent from field level to via District Education officers and the District Collector to the Secondary Education department, Collector Visakhapatnam indicated that the selection was not “transparent”. The State identifies sites for new/upgraded schools as per norms of having a secondary school every 5 kilometers as well as the demand and enrolment numbers. The team was informed that all strengthening and upgradation was taken up in educationally backward areas after the school mapping and population projection exercises were undertaken. The GIS used for school mapping is comprehensive and reckons with factors such as population, feeder capacity, local community demand, land availability, survey result etc. However there

is no government policy indicating their relative weightages. While these are taken into account on deciding on locations, details relating to their application for prioritizing between competing claims are not set out. Thus there is a perception that the system lacks transparency at the state level. The Team noted that despite the provision, no expenditure has so far been booked under minor repair and major repairs (activity wise data as per the FMR till 30<sup>th</sup> September 2012)

|              |                    | <b>Approved</b> | <b>Released</b> | <b>Expenditure</b> |
|--------------|--------------------|-----------------|-----------------|--------------------|
| Minor Repair | Central Share (CS) | 1799.44         | 633.66          | 0.00               |
|              | State Share        | 599.81          | 122.30          | 0.00               |
| Major Repair | Central Share (CS) | 4864.13         | 4864.13         | 0.00               |
|              | State Share        | 1621.38         | 0.00            | 0.00               |

Andhra Pradesh has identified APEWIDC for execution of civil works. This has ensured a built-in provision for technical supervision. 1656 schools were sanctioned in 2009-10, of these 1650 have been completed. In phase II, 438 of the 467 sanctioned have so far been completed. As informed by the State officials, the work on upgradation of 3453 schools sanctioned in phase III is yet to take off due to the difference in CPWD approved rates (Rs. 7000/ Sq.m) and present SSoR approved rates i.e., Rs. 10370/sq.m. The funds are released directly in the school's bank account that in turn releases amounts to civil contractors/ agencies after verification of the work/product. The State has adopted e-transfer of funds directly into the school account. The EE, APEWIDC raises the claim, the department sanctions and passes on the funds to the school and the payment is made by the school. The Panchayati Raj Department is entrusted with a review of civil works. The Team found that works executed in Nalgonda district had some issues on quality e.g. proper grooving of expansion joints was not done that resulted in horizontal and vertical gaps. The State has not built any new schools under RMSA and uses grants for school strengthening (addition of classrooms, libraries and Laboratories in existing secondary schools) and upgradation (addition of secondary block in upper primary schools to meet the norm of a secondary school within 5 kilometers of a habitation).

Contracts are awarded to the lowest tender. Technical specifications are provided in the tender. Generally bids are accepted only from empanelled contractors. All contracts are tendered through e-tendering process (not *nic* certified yet). The team noted that AP followed a system of black listing of contractors across the State. The State shared that the RMSA norms for construction were found to be inadequate for Andhra Pradesh and consequently the MD, APEWIDC indicated his inability to take up further works. Soil testing and design specifications were undertaken by APEWIDC, with provisions for safeguards such as the seismic beams in earthquake prone area. A standard blueprint of the school buildings is available and used. The ISO code for building and the AP state norms are used. The school building design incorporates concrete beams and columns up to the roof levels rather than load bearing walls. The site engineers explained that this was a requirement due to the quality of soil and bricks available in the area. This and the use of G+1 design due to the less availability of land contribute to the higher cost of construction.

It appears that training and orientation of school authorities and SMDCs on RMSA norms and grants that can be availed of are missing. While each school visited has a School Management Development Committee (SMDC), the understanding on the role of RMSA, their duties and responsibilities greatly varied. There is a need for training of the SMDCs, school authorities on prioritizing their requirements. School authorities need much more clarity on provisions of funds under RMSA.

All schools visited needed additional toilet facilities with the availability of water especially for girls at the secondary level who are adolescent going through a challenging phase requiring clean and hygienic toilet facilities.

**Recommendations:**

- *The unit costs sanctioned for the facilities are fixed at the national level with reference to outdated scheduled of rates, and fixed several years' back. Cost of building materials has undergone major increases in the past few years; and as a result the approved unit costs have become untenable. To ensure that the schools are completed and handed over, MHRD should consider adopting the updated CPWD norm or the State norm whichever is lower.*
- *To give access to all ineligible habitations and improve, innovative proposals and convergence of other schemes such as TSP, Model schools and provision of bicycles to children, transport facilities may be considered by the State.*
- *Information on the norms for upgradation of the school and a list of upgraded schools to be made available in the public domain at the state level*
- *The State to build an effective mechanism to leverage funds available in other central and state schemes, MPLADs and MLA funds for enhancing school infrastructure*

**Goal 2: To bridge gender and social gaps****A. Gender gaps**

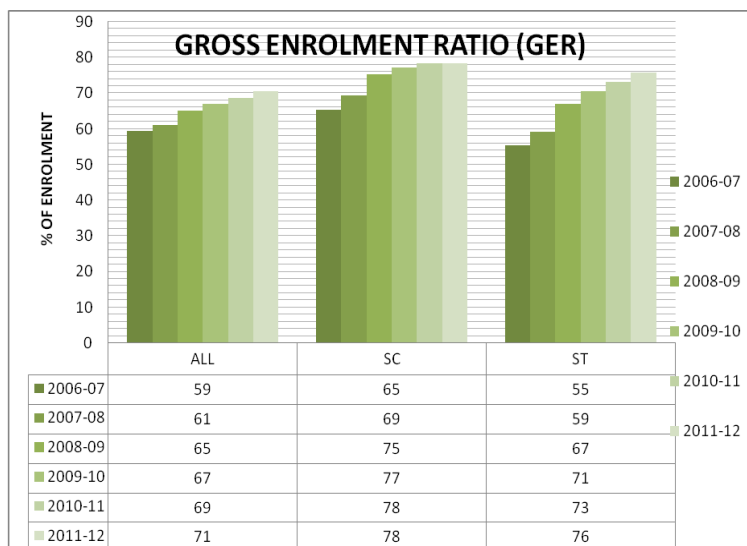
Gender parity index at secondary stage is 1 as per SEMIS. Enrolment of girls is slightly lower than boys whereas transition rates are higher in girls as compared to the boys.

Last three years (2010 to 2012) data indicates that girls' performance in the class X Board examination is better than that boys. The State provides free text books to all school children of classes I to X studying in government and private aided schools and the State has extended mid-day meal to classes IX and X. Of the 1128 mandals, 737 have been identified as educationally backward mandals and have sanctioned 589 model schools in these areas with hostel facilities for girls.

**B. Social Gaps: Scheduled Caste, Scheduled Tribe, Muslim Minority****NET ENROLMENT RATIO (NER)**

**(data provided by the state)**

| Year    | All  | SC   | ST   |
|---------|------|------|------|
| 2011-12 | 66.5 | 72.6 | 63.1 |
| 2010-11 | 63.4 | 62.2 | 64.0 |
| 2009-10 | 55.4 | 62.2 | 65.0 |
| 2008-09 | 48.2 | 52.4 | 62.6 |
| 2007-08 | 43.0 | 44.6 | 60.0 |



### C. Children with Special Needs:

All the schools visited had ramps for easier access. However the members were not informed of any special efforts for enrolment / academics under RMSA. The State informed that these components are covered under a centrally sponsored scheme for CWSN children implemented by SCERT in AP; and, no provision for in-class support of such children was noticed during the mission. The team was not apprised of any special plan for inclusive education.

#### Recommendations:

- The team recommends a school- to- school drive to identify children with special needs especially those with hearing impairment, visual impairment, orthopedic disabilities, learning disabilities and multiple disabilities with support from relevant medical specialists.

### *Goal 3: All children retained in education system*

The retention rate at the State is quite satisfactory at 97.9%. The dropout rate for the State is satisfactory. However, low retention rate in some of the districts such as Ranga Reddy, Warrangal and Kadapa and high dropout rate in districts such as Hyderabad is of concern. The team was provided with anecdotal information as no evidence based research has been undertaken to better understand the complexities and to take an informed view.

#### Recommendations:

- The mission recommends that a study be undertaken to better understand the reasons for high dropout rates and lower retention rates in the identified districts.

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

#### Curricular Reform

One of the objectives under the major goal of quality in RMSA is reviewing curriculum to meet the NCF, 2005 norms. The State has gone ahead with curriculum reform and also revised their text books. The teachers and students were appreciative of RMSA for enabling them to procure lab equipment and materials. The science teachers of the schools visited indicated that they have also been trained to conduct experiments. The team noted that most of the materials and equipment was locked in the cupboards since the required tables/benches have not yet been made available. The teachers informed that the experiments

were conducted by them and the students only observed teachers. There is need to transition from teacher's demonstration to enable the students themselves to conduct these experiments.

### **Teacher Availability**

The secondary stage teacher is teaching from classes 6-10 as per the State policy. The State has recruited 9569 additional teachers (2011-12), 75% of the posts were filled on promotion from the existing teachers and 25% posts are filled through direct recruitment. All the teachers are regular teachers. The Team observed good enrollment in Class IX and X in the schools visited. Team could interact with a few students only as the schools were closed for the pongal festival. The students and the parents of students in school, community members except at one school were generally appreciative of the schools and its facilities

### **Teacher Training**

RMSA has a provision for five days of in-service training per teacher, per year. The State officials informed that the training needs were identified during 1<sup>st</sup> year of inception using a questionnaire that was circulated to all the Secondary Schools in the State. Such collected questionnaires were placed before the panel of subject experts for consolidation. The analysis of Questionnaires' prompted to provide training in content enrichment in the respective subjects (in the form of additional information). Regional level workshops to identify the training needs have been conducted and strategies and modules for training purposes have been developed. During 2011-12, In-service teacher training was provided focusing on curriculum transaction and also on subject content with due weightages. Faculty support of SCERT, IASEs, CTEs, SIET and University departments of State of Andhra Pradesh were taken in conducting In-service teacher trainings, SRP and DRP level training in addition to the expertise drawn from National Institutions like RIE Mysore; RIE Bangalore; NUEPA etc., for module development and training to SRPs. This was followed by DRPs training and then district level trainings for 5 days to the subject teachers. The team was informed that the State has trained 1, 42,192 teachers . The team noted that the teachers were trained both in content and pedagogy. During interactions some teachers voiced the need for being trained by post graduate teachers and university level teachers. There is pressing need for capacity building of the headmasters and training the new recruits. While training of language teachers can be said to have progressed steadily, there have been challenges relating to training of non-language subject teachers within the English medium stream. The Team was informed that the availability of funds was an issue. The parents and students do seem to prefer English medium and, therefore, this issue needs to be addressed. The team noted absence of a training strategy and a training calendar. The State government felt that delays in receipt of funds for this hampers them to effectively plan and conduct training within the financial year.

### **Recommendations**

- *MIS to be put in place to track and ensure that all teachers are trained and avoid any duplication*
- *To develop an overall training plan with a five year perspective and an annual training calendar.*
- *To undertake training of non-language subject teachers in English medium.*
- *The team recommends that given diverse contexts and needs of teachers and head masters a variety of training modules and models (including that for leadership training for Head Masters) may be undertaken / developed which could be offered to the districts to choose from as per their needs with institutional collaboration with SCERT/NCERT/NUEPA/DIETS for orientation/training for the various stakeholders at the secondary stage.*
- *A permanent pool of key resource person may be developed at the districts level for different types of training.*

## **Availability of Teaching Learning Materials**

Under the school annual grant of Rs.50,000/- sanctioned to each school, Rs.10,000/- has been earmarked for TLM. The Headmaster of the concerned school as per the resolutions of the SMDC, takes steps to procure required raw material for preparation of TLM. This component is reflected in the proposal of AWP&B 2012-13.

## **Academic Support and Monitoring Systems**

The team was informed that Regional Joint Directors, District Education officers and Deputy Educational Officers of respective regions and districts are providing required teacher support and academic supervision. The team noted a need for systematic mechanism for monitoring and academic support to teachers from institutions like IASE /CTE.

## **Classroom Practices**

The team was informed that the class room practices from chalk and talk is being shifted to learner centered, activity oriented teaching to promote participatory approach and critical thinking. The team is no able to confirm this as the schools were closed for vacation.

## **Pupil Assessment**

Terminal examinations are now implemented in the schools. CCE so far implemented upto class VIII is going to be extended to class IX w.e.f 2013-14. (Text books have also been revised). Grading system is under implementation in giving SSC Board Examination Result. The team noted an increasing *trend* in the pass percentage. The authorities indicated that this increase was attributable to the remedial classes being conducted by the school.

## **I.C.T**

One of the important components of RMSA will be the introduction of ICT in schools from this year onwards.. The State so far has outsourced this responsibility to external I.T. agencies that supply the computers and also provide Technical Support Staff for coaching. The input is limited to one hour exposure per week per student to theory and separately to practical operations. Some sporadic assessment of learning is made by the IT agencies; but its results do not appear to be shared with the department. Involvement of the SCERT is not evident; and, there are no link-ups with I.I.T./I.I.I.T. The team was informed that this activity has been halted as the outsourced firms have not been paid since September 2012.

### ***Recommendations:***

- *The State to introduce 'student helpline' available for grievance redressal, distress alleviation. This could be linked to the existing MHRD portal 'Sakshath' that provides academic support on real time basis.*
- *Once the ICT component is amalgamated into RMSA, the State may setup an ICT cell in the SCERT to oversee implementation of this activity. Also link-ups with IIT and IIIT may be considered for technical support. The fund flow problem should be sorted out to enable revival.*

## Program Management

Andhra Pradesh has constituted a separate registered Society for the implementation of *Rashtriya Madhyamik Shiksha Abhiyan*.

GOI releases to the State are maintained in a separate bank account of the society. Funds are received from GOI in two tranches. GOI releases funds to the state electronically and the Commissioner of secondary education releases the funds directly electronically to the school bank account.

GoI-> State (C&DSE) -> School, SMDC -> Agencies(including, civil works)

The State has so far reported 69% (approx) of the total expenditure for civil works. The team noted non availability of the contract copy in some schools visited and lack of understanding of the contractual terms by the SMDC members. The contract also did not include easily comprehensible milestones to enable the SMDC to effectively monitor the payments to the contractors.

(Rs in lakhs)(data made available by the state)

|                                   | <b>Non-recurring</b> | <b>Recurring</b> | <b>Total</b>    |
|-----------------------------------|----------------------|------------------|-----------------|
| <b>Total releases (2010-2011)</b> | <b>13710.41</b>      | <b>7276.00</b>   | <b>20986.41</b> |
| <b>Expenditure</b>                | <b>7751.52</b>       | <b>4310.54</b>   | <b>12062.06</b> |
| <b>Total Releases 2011-2012</b>   | <b>9363</b>          | <b>17594.74</b>  | <b>26957.74</b> |
| <b>Expenditure</b>                | <b>0.00</b>          | <b>5717.46</b>   | <b>5717.46</b>  |

The State has reported an expenditure of Rs. 7789.71 lakhs (as on 30.9.2013) in this financial Year. There is a shortfall of Rs. 134 crores as State share. The team was informed that this will be provided for in this month by the State.

| <b>Expenditure</b> | <b>Civil Works</b> | <b>Non civil Works</b> | <b>Total</b>   |
|--------------------|--------------------|------------------------|----------------|
|                    | <b>3879.91</b>     | <b>3909.8</b>          | <b>7789.71</b> |

The team was informed that the State uses Manual for Financial Management and Procurement (FM&P) for RMSA although gaps in implementation, such as direct release of funds for civil works beyond Rs 10 Lakhs or limit specified in GFR whichever is lower directly to the SMDC that releases funds to the external agency i.e APEWIDC, were observed. The team additionally noted that the annual accounts have not yet been audited by the appointed auditor as per the due dates as prescribed in the FMP. It was also informed that the auditor has been appointed. The schools visited maintained the cash book and pass book.

Audit of the accounts of the school, district was yet to be taken up. The team found that the State has been using the FM&P manual for planning and financial issues. The financial teams have not yet received training in the use of FM&P manual. The team also noted that there was no system of internal audit. The appropriate system of obtaining utilization certificates w.r.t civil works was not followed. The staffing in financial management is an area of concern at all levels. At the State level the posts of Financial Controller, cashier, and internal auditors have not yet been filled up. There seems to be inadequate internal control mechanism as evidenced from the FAO also discharging the duties and responsibilities of



the cashier. The State has sanctioned 23 Junior Accounts Officer, one for each district as against two recommended for each district in the FM&P and all these positions are vacant. In three districts no accounting staff has yet been placed. The awareness at the headmasters and the senior school assistant on the financial management and planning process was limited. Based on it's (albeit limited) interaction with the field staff, the team perceived some this disinterest in the programme and lack of enthusiasm in its implementation. Whether this was indeed so and, if so whether this was due to a creeping sense of alienation caused by the emphasis on public participation coupled with the direct flow of funds to the schools will need to be checked. In any case, it will be advisable to nip this problem in the bud. What is required will be to stress the point that RMSA advocates, 'inclusive' involvement of the public and not 'exclusive' involvement.

### **Community Mobilization and Management**

SMDCs were found to be playing an important role as far as civil works and availability of other necessary physical resources are concerned. However the team felt that there was a need for all SMDCs to be made aware of the norms of RMSA so that they are able to avail of the funding sources effectively and can plan for the same. It is important for the State to orient the SMDCs on the fact that monitoring of academic activities falls within their purview.

#### ***Recommendations:***

- *Filling up of all vacant positions especially those in the FM category*
- *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 be introduced.*
- *Adherence to Manual on FM&P, especially in respect of submission of utilization certificate, must be ensured.*