INDIA

RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN (RMSA)

First Joint Review Mission
January 14-28, 2013

Aide Memoire
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<td>AWP&amp;B</td>
<td>Annual Work Plan and Budget</td>
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<td>ATR</td>
<td>Action Taken Report</td>
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<td>BRC</td>
<td>Block Resource Centre</td>
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<td>CAL</td>
<td>Computer Aided Learning</td>
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<td>CCE</td>
<td>Comprehensive and Continuous Evaluation</td>
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<td>Department for International Development</td>
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<td>DIET</td>
<td>District Institute of Education and Training</td>
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<td>DISE</td>
<td>District Information System for Education</td>
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<td>DP</td>
<td>Development Partner</td>
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<td>DoSEL</td>
<td>Department of School Education &amp; Literacy</td>
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<td>Ed.CIL</td>
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<td>EMIS</td>
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<td>GER</td>
<td>Gross Enrolment Ratio</td>
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<td>GoI</td>
<td>Government of India</td>
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<td>GIS</td>
<td>Geographic Information System</td>
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<td>Global Positioning System</td>
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<td>International Development Association</td>
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<td>Integrated Education of the Disabled at Secondary Stage</td>
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<td>IGNOU</td>
<td>Indira Gandhi National Open University</td>
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<td>IPAI</td>
<td>Institute of Public Auditors of India</td>
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<td>Joint Review Mission</td>
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<td>KGBV</td>
<td>Kasturba Gandhi BalikaVidyalaya</td>
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<td>MCS</td>
<td>Model Cluster School</td>
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<td>Ministry of Human Resource Development</td>
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<td>Monitoring Institutions</td>
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<tr>
<td>OBC</td>
<td>Other Backward Caste</td>
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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
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 Rashtriya Madhyamik 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 JRM's 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 be 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...
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.

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<td>105972</td>
<td>46021</td>
<td>10089</td>
<td>191851</td>
<td>83811</td>
<td>108040</td>
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<tr>
<td>Non-Recurring</td>
<td>124821</td>
<td>143619</td>
<td>59235</td>
<td>507</td>
<td>328182</td>
<td>152449</td>
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<td>249591</td>
<td>105256</td>
<td>10596</td>
<td>520033</td>
<td>236259</td>
<td>283774</td>
<td>45</td>
</tr>
</tbody>
</table>

Note: Figures for 2011-12; in Rs. Lakhs

<table>
<thead>
<tr>
<th>Category</th>
<th>2009-10</th>
<th>2010-11</th>
<th>2011-12</th>
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</thead>
<tbody>
<tr>
<td>Recurring</td>
<td>38</td>
<td>46</td>
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<tr>
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<td>2</td>
<td>34</td>
<td>46</td>
</tr>
<tr>
<td>Total</td>
<td>11</td>
<td>37</td>
<td>45</td>
</tr>
</tbody>
</table>

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 outcomes while 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.

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

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 school 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 verandas. While such verandas 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.
The Mission did 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.

Sanitary provision and maintenance is still a major issue.

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.

Proper usage of major and minor repair funds

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.

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.

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.

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).

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 database about 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.

<table>
<thead>
<tr>
<th>Transition from Grade IX to X, Mizoram</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
<tr>
<td><strong>Grd IX (2010)</strong></td>
</tr>
<tr>
<td>Govt. 7693</td>
</tr>
<tr>
<td>Aided 4755</td>
</tr>
<tr>
<td>Pvt. 5414</td>
</tr>
<tr>
<td>Central 141</td>
</tr>
<tr>
<td>Total 18003</td>
</tr>
</tbody>
</table>

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.
**Recommendation**

- 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.
<table>
<thead>
<tr>
<th>States</th>
<th>2009-10</th>
<th>2010-11</th>
<th>2011-12</th>
<th>2012-13</th>
<th>Totals</th>
<th>Achieved as % of sanctioned</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Sanctioned</td>
<td>Achieved</td>
<td>Sanctioned</td>
<td>Achieved</td>
<td>Sanctioned</td>
<td>Achieved</td>
</tr>
<tr>
<td>Andhra Pradesh</td>
<td>50,000</td>
<td>47,879</td>
<td>120,089</td>
<td>35,119</td>
<td>135,072</td>
<td>60</td>
</tr>
<tr>
<td>Punjab</td>
<td>10,000</td>
<td>5,751</td>
<td>30,874</td>
<td>24,506</td>
<td>28,672</td>
<td>23,934</td>
</tr>
<tr>
<td>Rajasthan</td>
<td>15,000</td>
<td>12,880</td>
<td>19,428</td>
<td>466</td>
<td>32,208</td>
<td>16,428</td>
</tr>
<tr>
<td>Mizoram</td>
<td>2,438</td>
<td>2,438</td>
<td>2,797</td>
<td>2,613</td>
<td>2,635</td>
<td>2,457</td>
</tr>
<tr>
<td>Orissa</td>
<td>32,577</td>
<td>-</td>
<td>60,689</td>
<td>-</td>
<td>55,070</td>
<td>43,491</td>
</tr>
</tbody>
</table>

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.

1.112 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%. 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
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. 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

<table>
<thead>
<tr>
<th>Pass rates, number of States</th>
<th>40-49%</th>
<th>50-59%</th>
<th>60-69%</th>
<th>70-79%</th>
<th>80-89%</th>
<th>90-99%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lower Secondary (High School)</td>
<td>1</td>
<td>8</td>
<td>6</td>
<td>5</td>
<td>6</td>
<td>4</td>
</tr>
<tr>
<td>Upper Secondary</td>
<td>1</td>
<td>3</td>
<td>7</td>
<td>9</td>
<td>8</td>
<td>3</td>
</tr>
</tbody>
</table>

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. 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.
### Status of Curriculum Revision in States/UTs at Secondary Stage

(Source: Data collected by NCERT)

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Curriculum Cycle</th>
<th>States/UTs</th>
<th>Number of States/UTs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Developed State Curriculum Framework</td>
<td>Andhra Pradesh, Kerala, Chhattisgarh, Uttarakhand, Orissa &amp; Bihar</td>
<td>6</td>
</tr>
<tr>
<td>2</td>
<td>Revised and implemented Syllabi based on NCF-2005 perspectives (during 2006-09)</td>
<td>Karnataka, Andhra Pradesh, Kerala, Orissa, Bihar, Mizoram, Manipur, Nagaland, Meghalaya, Tamil Nadu, Punjab, Assam, Himachal Pradesh</td>
<td>13</td>
</tr>
<tr>
<td>3</td>
<td>Developed and implemented state’ textbooks as a follow-up of NCF-2005</td>
<td>Kerala, Bihar (Social sciences and languages), Mizoram, Manipur, Nagaland, Meghalaya, Maharashtra (Science and mathematics), Tamil Nadu</td>
<td>07</td>
</tr>
<tr>
<td>4</td>
<td>Implemented NCERT’ Syllabi and Textbooks</td>
<td>Delhi, Harayana, Goa (except History) Uttarakhand, Chandigarh, Rajasthan, Jammu &amp; Kashmir, Himachal Pradesh, Bihar (Science and mathematics), Jharkhand, Arunachal Pradesh, Sikkim, Andaman and Nicobar and Lakshadweep (also follows Kerala Textbooks)</td>
<td>14</td>
</tr>
<tr>
<td>5</td>
<td>Using old state textbooks (either reprint or revised version)</td>
<td>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 &amp; Diu, Gujarat, Dadra &amp; Nagar Haveli and Assam</td>
<td>14</td>
</tr>
<tr>
<td>6</td>
<td>In the process of finalizing, developing, implementing new syllabi and textbooks based on NCF-2005 perspectives</td>
<td>Andhra Pradesh, Karnataka, West Bengal, Tripura, Orissa, Gujarat, Maharashtra (for subject other than Science and mathematics), Madhya Pradesh and Chhattisgarh</td>
<td>10</td>
</tr>
<tr>
<td>7</td>
<td>In the process of implementing NCERT’s textbooks from the next session</td>
<td>Punjab and Assam</td>
<td>2</td>
</tr>
</tbody>
</table>
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 Twelfth Plan 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 is an 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.**
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.

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Name of State</th>
<th>Opening Balance</th>
<th>Releases by GOI</th>
<th>Releases by State</th>
<th>Others</th>
<th>Reported Expenditure</th>
<th>Closing balance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Andaman &amp; Nicobar</td>
<td>40.37</td>
<td>0.00</td>
<td>0.00</td>
<td>3.16</td>
<td>0.34</td>
<td>43.19</td>
</tr>
<tr>
<td>2</td>
<td>Andhra Pradesh</td>
<td>15227.36</td>
<td>21195.91</td>
<td>0.00</td>
<td>105.51</td>
<td>7789.71</td>
<td>28739.07</td>
</tr>
<tr>
<td>3</td>
<td>Arunachal Pradesh</td>
<td>121.00</td>
<td>0.00</td>
<td>600.00</td>
<td>10.00</td>
<td>4841.64</td>
<td>-4110.64</td>
</tr>
<tr>
<td>4</td>
<td>Assam</td>
<td>220.40</td>
<td>8500.00</td>
<td>0.00</td>
<td>62.01</td>
<td>9464.35</td>
<td>-681.94</td>
</tr>
<tr>
<td>5</td>
<td>Bihar</td>
<td>38895.41</td>
<td>12472.22</td>
<td>0.00</td>
<td>0.00</td>
<td>113.56</td>
<td>51254.07</td>
</tr>
<tr>
<td>6</td>
<td>Chandigarh</td>
<td>242.12</td>
<td>0.00</td>
<td>0.00</td>
<td>8.58</td>
<td>1.33</td>
<td>249.37</td>
</tr>
<tr>
<td>7</td>
<td>Chattisgarh</td>
<td>13311.19</td>
<td>15675.86</td>
<td>0.00</td>
<td>0.00</td>
<td>14870.31</td>
<td>14116.74</td>
</tr>
<tr>
<td>8</td>
<td>Dadar &amp; Nagar Haveli</td>
<td>165.43</td>
<td>0.00</td>
<td>0.00</td>
<td>5.62</td>
<td>2.73</td>
<td>168.32</td>
</tr>
<tr>
<td>9</td>
<td>Daman &amp; Diu</td>
<td>313.63</td>
<td>19.38</td>
<td>0.00</td>
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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 with states 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.

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 streamlined.

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 Commissioner/ 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 be 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 snapshot, 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 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.
1.1. Introduction

The 1st Joint Review Mission team comprising of Mr. Sathyam (Team Leader and GOI representative) and Renu Deshende (DFID) visited Andhra Pradesh from 15th to 18th 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 and70.7% 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 compiled 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 30th September 2012)

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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)

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<tr>
<td>2009-10</td>
<td>55.4</td>
<td>62.2</td>
<td>65.0</td>
</tr>
<tr>
<td>2008-09</td>
<td>48.2</td>
<td>52.4</td>
<td>62.6</td>
</tr>
<tr>
<td>2007-08</td>
<td>43.0</td>
<td>44.6</td>
<td>60.0</td>
</tr>
</tbody>
</table>
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 1st 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)

<table>
<thead>
<tr>
<th></th>
<th>Non-recurring</th>
<th>Recurring</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total releases</td>
<td>13710.41</td>
<td>7276.00</td>
<td>20986.41</td>
</tr>
<tr>
<td>Expenditure</td>
<td>7751.52</td>
<td>4310.54</td>
<td>12062.06</td>
</tr>
<tr>
<td>Total Releases</td>
<td>9363</td>
<td>17594.74</td>
<td>26957.74</td>
</tr>
<tr>
<td>Expenditure</td>
<td>0.00</td>
<td>5717.46</td>
<td>5717.46</td>
</tr>
</tbody>
</table>

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.

<table>
<thead>
<tr>
<th>Expenditure</th>
<th>Civil Works</th>
<th>Non civil Works</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>3879.91</td>
<td>3909.8</td>
<td>7789.71</td>
</tr>
</tbody>
</table>

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.**
Introduction

A team of the 1st Joint Review Mission comprising two members - Prof. Neelam Sood (GOI representative) and Prof. Geeta Kingdon (World Bank representative) visited Mizoram between Jan 14-20, 2013 and had discussions with the Minister of Education, State and District level officials, school functionaries and SMDC members etc. Detailed discussions were held with SPD, Dy SPD (Planning and others), State Project Engineer, FAO, SPO staff, DPCs and Dy DPCs, school heads/acting heads, teachers, technical staff both at State and District levels, BRCs, SSA review team, students, parents, community members, SMDC chairpersons and other members. Names of some the individuals met are appended at annexure I.

The team would like to thank the Minister of Education for a detailed discussion on the key issues in secondary education faced by the State and all the individuals for their time, attention and warm hospitality.

The team visited two districts namely Champhai and Aizawl. In addition to some private schools visited unannounced, the following seven schools were visited as per the plan made with the State. The team had detailed discussions with the school heads, teachers and also interacted students and SMDC members:

5. Govt. Tuipui Secondary school, Headmaster – Lalthazova

Overview and Key issues

Main Achievements

- The state has registered an increase of 8 per cent in secondary enrolment between 2010 and 2011. This is impressive as it comes on top of an already very high base of Gross Enrolment Ratio
- One hundred and fifty-four existing Government Secondary Schools (GSS) have already been strengthened by the construction of new classrooms and other facilities such as computer room, library, science lab, toilets etc. The quality of construction of these civil works is good. Forty-five more such schools are in the pipeline. Apart from this, 23 brand new Secondary schools have been constructed
- Out of 929 habitations in Mizoram, 385 have been covered by secondary schooling facilities within a distance of 5 kms.
- GIS school mapping has been done with the help of Mizoram Remote Sensing Application Centre (MIRSAC)
All headmasters and teachers for 23+32+26 new schools have been appointed and are in position. In one sense, this is an achievement, though the team had some reservation on this issue, as stated later in the report.

**Issues in the state**

**Selection of sites for new schools**: One of the key issues is the selection of sites for construction of new schools under RMSA. Here there are two concerns: creation of new schools in areas where there is already a glut of schools and, on the other hand, creation of new schools in areas that are too sparsely populated. Firstly, the state has been submitting proposals for new schools even in habitations already served with existing government secondary schools. Moreover, when identifying the location for new schools, the state RMSA Mission does not take into account any existing private schools in the locality. Moreover, new schools have been constructed in areas that already had one or even two existing nearby government secondary schools (GSS). E.g., in Saiatual town in Aizawl district, which already had 2 existing GSS and 2 existing private SS within a one Km area, a new GSS has been constructed under RMSA, which we visited.

Second is the concern about the creation of new GSS in remote habitations where the maximum possible school strength is too small according to RMSA norms which stipulate a minimum enrolment size of 50. E.g., a new RMSA school is sanctioned and awaiting construction (after e-procurement) is in Tuipui (Champhei district) which has 90 households – and no other villages within a 10 Km radius – capable of producing a theoretical maximum school strength of possibly 20-22 children in classes 9 and 10 taken together. Such a size is too small to provide an active, vibrant school. The relaxation in the norm from 50 enrolment to 30 has been accorded by the PAB keeping in view the Hilly and Sparsely populated habitations to ensure better coverage, but it seems undesirable to have such small schools as stand-alone schools.

**Unit cost of schools**: The SPD and Deputy SPD expressed concern about the paucity of resources, in particular that only 58.1 lakh rupees is provided for a four classroom school when it actually costs them between 130 to 200 lakh per such school. It was reported that the cost of construction is higher in hilly areas since the foundations need to be deeper to hold back the mountain in an earthquake prone area, and since there are higher transportation and labour costs in such terrain. It would be useful for Mizoram to make a comparative study of unit cost of a school across the different hilly states of India, e.g. north-eastern states as well as J&K and Himachal.

**Unviably small schools**: The Tuipui school – which the Mission visited – is one of 32 new schools sanctioned in unserved locations, the construction of which is pending due to e-Procurement not being in place as yet. Pending the construction, teachers have already been appointed in these new schools. During our discussion with the teachers employed at this school, the Mission felt that this kind of makeshift arrangement was unsatisfactory, not only because of the maximum possible school size being below the RMSA minimum enrolment of 50 but also because the cost per pupil will be extremely high. In the Tuipui GSS, the 8 staff’s total salary bill is approximately Rs. 2 lakh per month for a maximum of 15 attending children \(^1\), yielding a high per student salary cost of Rs. 13,333/- per month or Rs. 1,60,000 per child per annum, with each teacher teaching only 5 lessons per week. Given the small number of children, the decision to start Secondary Schools in such locations and employing the full contingent of 8 staff seems unwise. Solutions could include (a) provision of bus transport to the children of such villages; and (b) upgrading the existing Middle schools in such locations to secondary school status. MHRD may follow up on these ideas.

\(^1\)Even though the enrolment is 32 children, the attendance register showed and the teachers complained that only about 15 children attend school and that even among them, some have to leave after the first 1 or 2 lessons to help parents with farming etc.
**Integrated primary, middle, secondary schools:** The Mission was informed that the state has a policy of not running secondary school sections in existing Middle Schools, and keeping primary, middle and secondary schools as separate schools. MHRD may take this up with the state. This policy needs rethinking as it would be pedagogically, socially and economically beneficial to children if a full school from primary to secondary is run in one location. This would allow the benefits of greater diversity of the student body, sharing of teacher and other resources across middle and secondary sections, and overall economies of scale. Private schools in Mizoram usually have grades all the way from class 1 to 10. In a similar spirit, the 32 interim schools in unserved areas such as Tuipui (which are temporarily housed in sites such as the local Village Council office) could more usefully be established on the premises of the existing feeder Middle School in the same locality, by construction of two classes and other requisite infrastructure there, if there is space.

**Inclusion of private schools while planning:** The State does not take into consideration the existing private- aided/unaided schools in the vicinity while planning towards USE. As per the Framework for Implementation of RMSA, non-government schools should also form part of RMSA consideration zone.

**Language Medium:** There is considerable drop out between upper primary and secondary and, within secondary, again substantial drop out between class 9 and class 10. One important factor behind this drop out is thought to be the change in the medium of instruction after class 8. Upto class 8 the medium of instruction is Mizo but from class 9 upwards, it changes to English. It may be useful to introduce English more substantially from middle school onwards, rather than only from class 9. Early introduction of English could be an important factor behind the evident popularity of private schools in Mizoram. MHRD may take this up with the state.

**Attention to Learning levels:** A central issue is the lack of focus on education quality, especially on learning outcomes of students. The state implementation report mentioned access indicators but did not mention learning levels. The Framework for Implementation of RMSA (para 3.1.5) asks that States’ “micro planning exercise will include a number of studies on the Baseline assessment in a district, in order to reflect the current situation with regard to learning achievements”.

### 1.3 Planning and Appraisal Process

As a preparatory activity, the state govt has constituted a high-level Task Force, headed by the SPD as chairman, Dy SPD being the secretary. Other representatives include FAO, State project engineer and pedagogy - representative. The state has purchased some additional equipment such as 3 computers etc and has hired some additional manpower at the lower level including 10 LDCs, one assistant, 2 support staff etc at the state level only. At the district level, DPC has a dual charge and no additional support staff has been hired. It was reported by the Dy SPD that in the absence of any funds for capacity-building, they have not planned any activity for capacity building of the staff dealing with RMSA. Some DPC’s had been appointed recently and some have come on a transfer after departmental promotion. The mission feels that the district-level of management needs strengthening as weakness at this level can adversely affect the planning process. While the State has undertaken some activities such as identifying deficiencies in existing secondary schools and under -served areas to establish new schools, they are not considering at the moment to go for identifying potential upper primary schools for upgradation. This was discussed in both meetings with the SPD and the Minister, but the State informed that as they had some problems in the past when attempt was made to bring middle schools closer to high schools, they found resistance among the headmasters, so they preferred to keep their schools primary, middle and high schools as stand-alone and do not plan to integrate them with each other to make ‘comprehensive’ schools.

The state also has a specific position on streamlining non-government schools. Instead of viewing these as partners in achieving USE, they seem to be more keen on widening access only through Govt schools and would like to see the private schools shrink gradually. The team also met the head of a private aided school who reported that their enrolment was going down. On another note, we also observed and were informed by gov't. school teachers that many children who find it difficult to cope up in grade IX, due to English
medium and their parents being worried for their grade X board exam results, tend to leave govt schools for private school. The data provided by the state officials in Table 5 shows this too.

The State is making the educational plans by school mapping/SEMIS data. Data capture formats are used for gathering information at school-level, information is consolidated at the district level. One-day workshops are organized at the district level where staff is given an orientation by the Head Masters on Data Capture Format. District plans prepared by the planning teams are consolidated at the State level and the Annual Work Plan is prepared. Base-line assessment of districts is done with the help of SCERT. It seems SCERT is in the process of consolidating information on children with special needs (CWSN) and this has therefore not been really used in the planning. The team felt that this was an important aspect and that the state needs to make greater efforts to work on this to get the information of CWSN soon. The information required for economically marginalised children is also needed so that this can feed into the planning process. The mission felt that the State needs to gear towards building district-level capacity for planning and working closer with the SCERT to get more inputs required for planning.

However, the State's initiative in improving school mapping also merits a special mention here. We were informed that the data given by the Mizoram Remote Sensing Application Centre (MIRSAC) did not cover some remote sub-villages (as these had not been identified/declared yet), so the planning team actually took the initiative, their MIS staff obtained manual information with the help of GPS machine on the spot, measured latitude and longitude of the places and thus added 4-5 new sub-villages namely CC Khawpu: CTI (Sesawng); Airfield and Tuirial Jail: and Phunchawng. The mission team would like to place on record an appreciation for this initiative on their part to improve the mapping of locations. This information was thus used for planning.

The State is in the process of entering data on secondary schools using UDISE.

The State informed that they were able to plan the number and location of their schools mostly based on the criteria of population density and keeping in mind the transition rates from elementary to secondary.

As reported by the State, and seen in Table 3 here, out of 929 habitations, 385 habitations have been covered by a secondary schooling facility within a radius of 5 km, and 544 still remain uncovered. Of these 544, 371 habitations are eligible for secondary school as per the norms. Out of 110 schools proposed by the state government, so far, PAB has approved 81 new schools, 23 have been completed, another 32 have been approved. Having seen the new RMSA government schools in the two visited districts – many created in localities that already had existing government and private schools – the mission team feels that the identification of habitations regarded as ‘eligible for a new school under RMSA’ needs to be revisited.

The mission took up this point about the need for putting a new secondary school in place in these locations where they had government, aided and private secondary schools in the vicinity. The state informed us that this was being done as a deliberate measure to discourage the private schools from operating in the field, as they were trying to move towards establishing government schools in all the locations. But RMSA norms do not promote the idea of duplicating schools by the creation of new Government schools in areas that already have a private (aided or unaided) school. Moreover, since the data provides evidence of increase in demand for private schooling in Mizoram (one aspect of which is seen in Table 5), it is fruitless and counter-productive to attempt to divert children from private schools to government schools especially since private school attendees are children that are willing and able to pay for their education.

State has not yet made any monitoring tools on their own. Currently, the monitoring tools used by them include Quarterly Reporting Format given by EdCil, Quarterly Civil Works Reports and Quarterly Financial Reports (adapted by the state) are used for monitoring several issues such as teacher training, civil works and financial issues etc. These formats are used by the schools and submitted on quarterly basis with information filled-in. The state has not made use of RMSA Results Framework.
Discussions held with SMDC members led us to believe that there was a need for greater involvement of the members in planning and other school related issues including academic activities.

**Concerns**

State needs some more orientation and appreciation for decentralized planning, planning for social equity and CWSN. There seems to be a tendency to dismiss the need for the latter by thinking that SCERT will give them some information in this regard as they do not have the capacity to handle such issues. The team also felt that there is a need to make special efforts to enhance the involvement of SMDC members and teachers in school management. Sanitation facilities in some of the schools visited left much to be desired.

**Recommendations**

- It is not part of MHRD thinking to use RMSA funds to create extra capacity where other (aided and private) secondary schools already exist. The identification of habitations regarded as ‘eligible for a new school under RMSA’ needs to be revisited.
- Use of the RMSA Results Framework is important and will help the state to monitor progress and remain focused on results.
- District and block level structures need strengthening for greater participation in planning and management of RMSA. For micro-planning, more inputs, studies etc from SCERT and other sources may be used to understand the base line status better and plan accordingly. Planning for inclusion of children from low socio-economic groups and children with special needs may to be taken up on priority basis.
- It would be useful for the State to prepare its own monitoring tools.

**Civil works**

Against sixty per cent of the total budget asked by the State Govt for civil works, fifty-five per cent was released. The State has enhanced access facilities to a great extent as seen from the following table.

**Table 1: Schools strengthened / newly built as indicated below:**

<table>
<thead>
<tr>
<th>Year</th>
<th>Strengthened/ upgraded (only secondary)</th>
<th>New</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009-2010</td>
<td>154</td>
<td>23</td>
</tr>
<tr>
<td>2010-2011</td>
<td>45 (under construction)</td>
<td>32</td>
</tr>
<tr>
<td>2011-2012</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>2012-2013</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

The state asked for strengthening of all the 199 existing govt. secondary schools and approval was given in 2009-2010 for 154 initially. As such the state did not need to identify any particular school. All 154 have been strengthened the remaining 45 are under the process of being strengthened.

However, it may be noted here that the State has not proposed for upgradation of any of its upper primary schools which are 1395 in number. The team discussed this issue in a great detail with the state planning team and SPD and flagged it in the meeting with the minister as well. We were informed that in the past they had tried to integrate primary with middle and middle with high schools as well. It seems that headmaster of primary or middle school does not feel comfortable reporting to the headmaster of higher stage school in his campus and this affects the administrative functioning. This practice thus has been suspended since then and they prefer their primary, middle, secondary and higher secondary schools to remain as stand-alone institutions. The team however can understand that on one hand, with this arrangement, the schools serve far flung habitations and some children may have to cover smaller distances to attend school, but integration of schools can yield several advantages stated elsewhere in this report.
It must be mentioned here that the construction quality of the schools seen by the team (out of 154 categories) was very good. The state may like to put in place some mechanisms for the maintenance of the school buildings.

The mission was informed that minor repairs were carried out in all the existing 198 government schools @ Rs 25k for each school and funds released to the SMDC has been utilised to carry out repairs minor repairs such as window panes, toilets, electrical fittings etc as per the needs identified by the SMDCs.

**New schools**

Need for new schools are assessed through mapping of habitations by size of population and the availability of feeder govt. schools. Apart from 23 newly established schools, another 32 were proposed to be constructed during the current year. However this proposal has been postponed due to the requirement for following the e-procurement process as the amount involved is more than 50 laks. Meanwhile they have made some make- shift arrangements to run these 32 schools in existing primary/ upper primary schools or village council's office for which teachers were appointed and salaries released in the year 2011-12.

Mizoram govt is moving towards e- procurement process. Core committee was formed for this purpose under the chairmanship of the chief secretary. SPO is following it up with NIC to hasten the process.

Unit cost of the MHRD of 58.1 lacs is found much lower that what the state feels is the actual cost of constructing a school in Mizoram (more than 100 L) due to high labor cost, transportation costs, need for levelling the ground in mountainous areas, deeper foundation required this being an earthquake area. The mission advised them to attempt a comparative analysis of the unit costs with those of other north-eastern states facing similar topographical conditions/issues.

Quality and supervision of work: Team was informed that they are not able to supervise the construction work for new schools and that may be the reason why the team found somewhat low quality as seen by seepage in the walls in new schools. However, the same was not true in the other category of 154 schools since the construction could be supervised by the school personnel.

**Environmental / safety /climate change adaptations:**

Digging deeper foundation, being a mountainous area and earthquake prone zone, special preparation is needed in terms of levelling of ground, deeper foundation. Visibly, the newly created structures were clearly the best buildings around. Quality of construction was very good.

**Key Challenges/ opportunities**

One of the key challenges perceived by the state is about starting the construction of new 32 schools for which the state feels that they do not have the capacity to manage e-procurement- neither the technical knowhow nor the technological capacity to adopt e procurement process in near future and this is likely to delay the construction.

Among the existing schools strengthened, we observed that in places use of local materials was made e. g a big room was created using bamboo material and community had also helped in the construction. This room was used by children for indoor play and miscellaneous activities.

**Achievements**

All the 154 existing schools proposed for strengthening have been completed as per the schedule. In all the three schools where civil works was observed by the team, quality of civil works was found to be good
Concerns/ Recommendations

In two of three schools constructed newly, seepage of water was observed. General maintenance of the school was found to be poor as seen from broken windows in Zawkithawr etc. Within a period of one year of new construction this was not expected.

Maintenance of school buildings and planning for better upkeep of sanitation facilities is recommended. In this regard, greater involvement of SDMC members may be planned and specific roles may be given.

Progress towards achievement of goals

Goal 1: To improve access to secondary schooling

The State has a total of 554 secondary schools, of these, 222 are govt., 4 are central govt., 131 govt., aided and 197 private schools. Aizawl being the capital has the maximum number of schools and a fairly high number of private schools, being an urban area. Three districts that are smaller (area-wise) Kolasib, Saiha and Serchhip have a much lower number of schools, especially private unaided. Apparently private schools that function for profit will not be attracted to these smaller districts but the State may give special consideration while planning to broaden secondary schooling facilities in the State and may like to consider different norms for some areas.

Table 2: Number of Secondary Schools in the State

<table>
<thead>
<tr>
<th>Sr. No</th>
<th>District</th>
<th>Govt.</th>
<th>Central Govt.</th>
<th>Aided</th>
<th>Pvt.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Aizawl</td>
<td>67</td>
<td>1</td>
<td>36</td>
<td>87</td>
</tr>
<tr>
<td>2</td>
<td>Champhai</td>
<td>32</td>
<td>1</td>
<td>27</td>
<td>13</td>
</tr>
<tr>
<td>3</td>
<td>Kolasib</td>
<td>16</td>
<td>0</td>
<td>8</td>
<td>5</td>
</tr>
<tr>
<td>4</td>
<td>Lawngtlai</td>
<td>19</td>
<td>0</td>
<td>5</td>
<td>22</td>
</tr>
<tr>
<td>5</td>
<td>Lunglei</td>
<td>38</td>
<td>1</td>
<td>23</td>
<td>45</td>
</tr>
<tr>
<td>6</td>
<td>Mamit</td>
<td>22</td>
<td>0</td>
<td>11</td>
<td>4</td>
</tr>
<tr>
<td>7</td>
<td>Saiha</td>
<td>11</td>
<td>0</td>
<td>9</td>
<td>16</td>
</tr>
<tr>
<td>8</td>
<td>Serchhip</td>
<td>17</td>
<td>1</td>
<td>12</td>
<td>5</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>222</td>
<td>4</td>
<td>131</td>
<td>197</td>
</tr>
</tbody>
</table>

Source : SEMIS 2011-12

District-wise details of habitations served and unserved by secondary schools within a distance of 5 kms are indicated below.

Table 3 : District-wise Served and Un-served habitations covered by Secondary Schools

<table>
<thead>
<tr>
<th>Sr. No</th>
<th>Name of District</th>
<th>Total No. of Habitations</th>
<th>Habitations Covered by Secondary School</th>
<th>Habitations without Secondary School</th>
<th>Habitations eligible for Secondary School as per Norms for per</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Aizawl</td>
<td>182</td>
<td>107</td>
<td>75</td>
<td>20</td>
</tr>
<tr>
<td>2</td>
<td>Champhai</td>
<td>107</td>
<td>62</td>
<td>45</td>
<td>31</td>
</tr>
<tr>
<td>3</td>
<td>Kolasib</td>
<td>54</td>
<td>32</td>
<td>22</td>
<td>8</td>
</tr>
<tr>
<td>4</td>
<td>Lawngtlai</td>
<td>176</td>
<td>34</td>
<td>142</td>
<td>115</td>
</tr>
<tr>
<td>5</td>
<td>Lunglei</td>
<td>189</td>
<td>66</td>
<td>123</td>
<td>113</td>
</tr>
</tbody>
</table>
As stated earlier, of these 544 habitations without secondary schools, 81 have been approved in 371 habitations that are eligible. While 23 are complete, balance 58 are yet to be constructed. Mission felt that there is a need to plan the location of these schools more carefully taking in view several considerations including serving the children from poor socio-economic groups. Although these schools can be deemed to be functional (some located in VC's office), there is a need to reconsider these locations. Since salaries for 1+5 teachers for each of these schools have already been released, this requires urgent attention of the State.

Gross enrolment ratios are fairly good both in case of boys and girls in all districts (table 3). Difference between boys and girls enrolment is not much except for two districts. In Mamit it is fairly high and is in favor of boys whereas in Serchhip, girls are enrolled in far greater numbers.

### Table 4 : Gross Enrolment Ratios

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Name of District</th>
<th>GER 2011-12</th>
<th>GER 2012-13 (Target)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Total</td>
</tr>
<tr>
<td>1</td>
<td>Aizawl</td>
<td>70.09</td>
<td>75.59</td>
</tr>
<tr>
<td>2</td>
<td>Champhai</td>
<td>66.84</td>
<td>74.39</td>
</tr>
<tr>
<td>3</td>
<td>Kolasib</td>
<td>66.48</td>
<td>64.93</td>
</tr>
<tr>
<td>4</td>
<td>Mamit</td>
<td>73.19</td>
<td>57.63</td>
</tr>
<tr>
<td>5</td>
<td>Lawngtlai</td>
<td>67.97</td>
<td>67.36</td>
</tr>
<tr>
<td>6</td>
<td>Lunglei</td>
<td>45.15</td>
<td>44.56</td>
</tr>
<tr>
<td>7</td>
<td>Saiha</td>
<td>58.73</td>
<td>56.35</td>
</tr>
<tr>
<td>8</td>
<td>Serchhip</td>
<td>73.21</td>
<td>92.04</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>66.97</td>
<td>69.30</td>
</tr>
</tbody>
</table>

Source: SEMIS & Projected Population

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.

### Table 5: Transition from Grade IX to X

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Govt.</td>
<td>7693</td>
<td>7187</td>
<td>-506</td>
</tr>
<tr>
<td>Aided</td>
<td>4755</td>
<td>4039</td>
<td>-716</td>
</tr>
<tr>
<td>Pvt.</td>
<td>5414</td>
<td>6652</td>
<td>+1238</td>
</tr>
<tr>
<td>Central</td>
<td>141</td>
<td>160</td>
<td>+19</td>
</tr>
<tr>
<td>Total</td>
<td>18003</td>
<td>18038</td>
<td>+35</td>
</tr>
</tbody>
</table>
However, as the table 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.

**Achievements**

Gross enrolment ratios are good, particularly for girls.

**Concerns**

The gap between GER and NER is quite high.

<table>
<thead>
<tr>
<th></th>
<th>GER</th>
<th>NER</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boys</td>
<td>67</td>
<td>39</td>
</tr>
<tr>
<td>Girls</td>
<td>69</td>
<td>42</td>
</tr>
</tbody>
</table>

This implies that children are not moving in age-appropriate fashion. The mission could not assess whether it is due to late enrolment or repetition.

**Recommendations**

*The State may like to analyse the reasons for low NERs. The State may also reconsider the sites/locations for new 58 schools yet to be built*

**Goal 2: Gaps in access to secondary education by economic status**

Access in enrolment in secondary education varies significantly by economic status in Mizoram. Using somewhat older data from the National Sample Survey of 2007-08 (64th round), it was estimated by the team that among the age group of 15-17 year olds (children of roughly secondary grade age), only 41.5 per cent of the children from the poorest economic quintile were enrolled in school, the corresponding figure for the top quintile was 89.3 per cent. For this estimation house-hold per capita expenditure which can be taken as a proxy indicator for income was used.

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

For the first time, this year the Project Approval Board (PAB) sanctioned money for Bridge Courses for weak students, to ensure learning, prevent drop-out and encourage retention in school. However, the proposal from the state for bridge course funds was received by the MHRD in July 2012 and the sanction order was sent in September 2012, and was received in October 2012, so the Courses have not taken place yet. Teachers have received 5 days’ in-service each year in which they are also taught methods of Remedial teaching for weak children. This annual training is given by DIET Resource Persons and is subject-wise. Up to 20% of children enrolled in class 9 can be taken up for remedial teaching in a bridge course to support their retention within the education system. The State officials informed us that they have planned to give special remedial classes to grade 9th students in March 2013 focusing on maths.
It needs to be borne in mind that those who quit school part way through the secondary school cycle may not be dropping out of the learning system altogether. Some proportion of them goes on to a variety of vocational courses and trainings, though we do not have tracked data on each individual student to know about their destination after they quit school.

A major reason cited for non-retention / drop-out of children at the secondary stage in Mizoram is that children are challenged by the change in the Medium of instruction when they move from the Mizo-medium middle schools to the English Medium secondary schools.

**Recommendation**

*The policy of entirely Mizo medium upper primary schools can be revisited, to ease the difficulties children experience due to the change of medium of instruction in secondary school. Greater use of English language teaching in Middle schools would also be in line with increasing parental demand for an English Medium education.*

**Conclusion on access**

In conclusion regarding access, it can be stated that the State has made an assessment of unserved habitations as per RMSA norms. As they have upgraded all the existing secondary schools, they did not have to identify any schools. School mapping exercise is undertaken using technology as well as done manually. Availability of secondary schooling facilities in the State and well as in the districts seems fairly good, however greater care is required in selecting sites for locating new schools. Secondary schools after strengthening do have proper infrastructure, physical facilities including spacious classrooms (The State has build larger classrooms, in some cases combined science lab and library), rooms are ventilated, facilities for sanitation and drinking water created computer labs are there with computers displayed (only the hardware on display, no software installed). Headmaster room, office, supplies all in place according to prescribed norms. There seems to be no regulatory mechanism in case of other category schools. The state has not yet made any state-specific norms for secondary schools (neither for private).

Out of the thirty-two supposedly functional schools (housed in VC office/other locations as an interim arrangement), there were two in the districts visited by the team and due to large distances, the team could only visit one. Though generalization based on one school visit is not fair, yet the team would like to record that the school and its location did not inspire much confidence. There were benches placed, but bare walls and bare look, with no material around did not look like a space that has been used for teaching-learning. Quality of interaction could not be observed as by the time reached there, it was late evening and students were not there though all the staff including headmaster was present. There are no major issues related to electricity, connectivity etc, except for poor signal in some parts and for some time.

The mission team suggested that the State could attempt convergence with other schemes of the GOI, particularly Tribal Welfare ministry could be approached as we are talking about tribal children.

**Goal 4: Education of satisfactory quality**

Curricular reform: Reform of secondary school curriculum was started by the Mizoram SCERT in 2009 and in 2012, it revised the syllabus again. State officials informed that the RMSA Mission Society is not directly involved in curriculum reform or curricular issues.

**Teacher availability:** There is excellent teacher availability in government secondary schools and indeed, if anything, there is evidence of over manning. The reported mean PTR in the state is merely 11.24 pupils per teacher. In kolasib district, it goes as low as 9.43.
Table 6: Pupil Teacher Ratios (estimated for 2012-13)

<table>
<thead>
<tr>
<th>Name of District</th>
<th>PTR 2011-12</th>
<th>PTR 2012-13</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aizawl</td>
<td>11.24</td>
<td>10.90</td>
</tr>
<tr>
<td>Champhai</td>
<td>12.57</td>
<td>12.00</td>
</tr>
<tr>
<td>Kolasib</td>
<td>9.84</td>
<td>9.43</td>
</tr>
<tr>
<td>Mamit</td>
<td>10.22</td>
<td>9.67</td>
</tr>
<tr>
<td>Lawngtlai</td>
<td>14.92</td>
<td>14.17</td>
</tr>
<tr>
<td>Lunglei</td>
<td>16.22</td>
<td>15.70</td>
</tr>
<tr>
<td>Saiha</td>
<td>10.04</td>
<td>9.74</td>
</tr>
<tr>
<td>Serchhip</td>
<td>11.42</td>
<td>10.98</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>11.24</strong></td>
<td><strong>11.46</strong></td>
</tr>
</tbody>
</table>

Source: SEMIS 2010-2011

This low PTR is obviously partly due to small habitations/low population density in the hilly terrain, but is also partly due to abandonment of government schools and rise in demand for private schooling in the bigger towns (SEMIS shows that 65% of all Higher Secondary and 35% of all Secondary schools in Mizoram are now private unaided). Teachers were visibly plentiful in the schools we saw during the Field visit, with very low PTRs, varying between 5 (in Tuipui) to 13 (in Khawzhaw). This calls into question the economic viability of small secondary schools in sparsely populated areas due to the high recurrent cost per student.

**Teacher training:** The state has recruited a large number of BA qualified teachers without subject specialism in mind, so that now it needs to look into deploying/recruiting subject-specialist teachers. The great shortage of B.Ed. trained teachers has meant that the state has to rely on in-service B.Ed. training. Teacher training for secondary school teachers has not started in earnest yet. DIETs currently cater only to training elementary school teachers and we were told that the staffs at the College of Teacher Education in Mizoram and the SCERT are busy with their current work loads. Moreover, there is no budget to take teachers to the SCERTs or the Regional Institutes of Education (RIE’s) for training.

Given the poor performance of teachers in TET in state after state, the question of the quality of teacher training was raised with the State education officials. Clearly, when planning the training of both existing and newly appointed untrained teachers, Mizoram needs to ensure that the training curricula answer the needs of the teachers, e.g. strengthening their subject-matter knowledge.

**Availability of TLMs:** In most of the schools visited during the JRM field trip, some TLMs were visible in the classrooms. These consisted mostly of charts on maths, biology, chemistry and geography, though there was also a globe in one school. While a science laboratory was provided in all visited schools (except the newly started Tuipui school which currently runs in the Village Council hall), there was little evidence of its use. Similarly, while computer labs existed in the visited schools, there was no computer teacher, the computers did not have software installed, and they were not in use by the students.

**Teacher support and academic supervision:** Secondary school teachers are given 5 days’ in-service training each year at the district level. Supervision arrangements include school visits by the District Education Officer (DEO) and the Circle Education Officer (CEO). At present BRCs and CRCs are not in use for secondary schools but it makes sense that these existing teacher support structures be used to provide support to secondary school teachers. The JRM team visited two Block Resource Centres and stayed at one, and found them to be spacious, well equipped and well staffed. For example, the BRC in Saiatial has 18 full time staff and a wonderful, large, conference hall, to serve 59 primary and middle schools.
Classroom practices: While we could not observe the classroom practices of teachers during our visit, we interacted substantially with children and teachers, to understand classroom practices. We enquired whether teachers ask children questions and whether children asked them questions, and the kinds of questions. In one school, when we asked which subjects they enjoyed, a high proportion of students said science (the children had recently visited a science centre in Aizawl and presumably this exposure had ignited their interest). In some classrooms, the green/black board quality would hinder the teacher explaining when writing on the board.

Pupil assessment systems/ grade 10 board exams
Providing its test items have validity and reliability, High School board examination performance of students can be a very useful indicator of learning levels. 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 low levels of attainment at the elementary level in ASER and NCERT’s National Assessment Survey. A dialogue between RMSA officials and the State examination board about the quality and reliability of the examinations would be fruitful.

Student learning levels
Neither the State Implementation Report, nor the conversation with State education officials mentioned 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, etc. While these may be quality related inputs, they are not the same thing as students’ learning outcomes in literacy, numeracy and the various subjects. Moreover, two crucial measures of even quality of inputs are missing from consideration: “teachers’ competence/knowledge/ability to teach their subject” and “teacher attendance/time-on-task”. The lack of attention to learning levels is of concern, in light of the SSA experience which showed that quality should be thought about at the same time as expanding access, rather than sequentially. The Twelfth 5-Year Plan by the Planning Commission is emphatic about the importance of learning levels, mentioning the importance of learning levels 20 times in the first 10 pages of the chapter on Education. To cite from para 21.14: “The four main priorities for education policy have been access, equity, quality and governance. The Twelfth Plan will continue to prioritise these four areas, but will place the greatest emphasis on improving learning outcomes at all levels.”

Recommendations

- To ensure that the training curricula answer the needs of the teachers, e.g. strengthening their subject-matter knowledge
- To ensure that both the science labs and computer are used every week, these should be time-tabled with specific time slots for their use. Computers need to have software installed.
- Block Resource Centres are spacious, well equipped and well staffed, and the possibility of using them as secondary school teacher support structures should be actively explored.
- Pursue quality of secondary education by measuring, monitoring and tracking learning levels. The high school pass rate of 84\% is incongruous with the generally low levels of educational attainment at the elementary level recorded in other data (e.g. ASER) and the state will do well to study the reasons, in consultation with the Mizoram Exam board.

Financial management
The RMSA program in Mizoram is managed by the Mizoram Education Mission Society (MEMS), registered under the Societies Registration Act. The Society also looks after the SSA program in Mizoram.

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\(^2\) 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.
It has a General Body (headed by the Chief Minister) and an Executive Committee (headed by the Chief Secretary) with other members including the Finance Secretary and the Director of School Education, etc.

The State Project Director has a bank account in the State Bank of India at Aizawl for the State Project Office. At the district and school level, the bank account is in the Mizoram Rural Bank (MRB). Bulk electronic transfer of RMSA funds comes from MHRD to State Bank of India. The 10% matching share by the state is transferred by the State government treasury into the same SBI account into which central government funds arrive. Money is sent electronically to District Program Coordinators and the MRB has its branches in the remotest parts of the state. Districts then send the funds electronically to the SMDCs, which maintain their own bank accounts in rural bank branches.

The state and districts use the RMSA Manual for Financial Management and Procurement (FMP) for planning and financing issues. Instructions in the manual are carefully followed in the State, they informed. Preparation of financial regulation is in process. Cash book, ledger, journal, and bank reconciliation statement are maintained properly at all levels. Book keeping is to be computerized.

Districts are authorized to incur expenditure with approval from the SPD in accordance with the manual. An auditor is appointed with the authorization of the Society and he audits the annual RMSA expenditure at all the three levels State, district and SMDC. In the first 2 years, the auditor has been A. Paul and Company and in the 3rd year Susanta Roy and Co. The utilization certificates are submitted by schools to the District Project Officer who in turn provides UCs to the state office, which then sends it on to EdCil in Delhi. The Auditor's report shows that the SMDCs sometimes to do not retain/submit their vouchers. While quality of Civil Works in SSA is monitored by two independent agencies employed by MEMS (Nexus and Royal Engineering), there is no such monitoring mechanism yet under RMSA. Specific training on the FMP Manual has not been provided but they only recently received the Manual for the first time last month (though had the draft manual before).

Table 7: Financial progress

(Rs in lakhs)

<table>
<thead>
<tr>
<th>Financial Year</th>
<th>Opening Balance</th>
<th>GOI releases</th>
<th>State releases</th>
<th>Available fund (including interest &amp; other receipts)</th>
<th>Expenditure</th>
<th>Unspent Balance</th>
<th>% Exp to available fund</th>
<th>Shortfall/Excess in state share</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009-10 (Audited)</td>
<td>R 0 62 12.9 74.9 136.8 -61.9</td>
<td>182.64</td>
<td>1641.0 149.5 1790.5 143.9 1646.6</td>
<td>8.04</td>
<td>-32.9</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sub Total</td>
<td>0.0</td>
<td>1761</td>
<td>300</td>
<td>3769.5</td>
<td>606.5</td>
<td>3163</td>
<td>16.09</td>
<td>88</td>
</tr>
<tr>
<td>2010-11 (Audited)</td>
<td>R -61.9</td>
<td>147</td>
<td>130</td>
<td>222.1</td>
<td>-92.1</td>
<td>170.85</td>
<td></td>
<td></td>
</tr>
<tr>
<td>NR 1708.5</td>
<td>1761</td>
<td>300</td>
<td>3769.5</td>
<td>606.5</td>
<td>3163</td>
<td>16.09</td>
<td>88</td>
<td></td>
</tr>
<tr>
<td>Sub Total</td>
<td>1646.6</td>
<td>1908.0</td>
<td>300</td>
<td>3899.5</td>
<td>828.6</td>
<td>3070.9</td>
<td>21.25</td>
<td>87.6</td>
</tr>
<tr>
<td>2011-12 (Audited)</td>
<td>R -92.1</td>
<td>1743.3</td>
<td>147</td>
<td>1866.2</td>
<td>1485.3</td>
<td>380.9</td>
<td>79.59</td>
<td></td>
</tr>
<tr>
<td>NR 3163</td>
<td>1879.9</td>
<td>168</td>
<td>5210.9</td>
<td>3611.3</td>
<td>1599.6</td>
<td>69.30</td>
<td>88</td>
<td></td>
</tr>
<tr>
<td>Sub Total</td>
<td>3070.9</td>
<td>3623.2</td>
<td>315.0</td>
<td>7077.1</td>
<td>5096.6</td>
<td>1980.5</td>
<td>72.02</td>
<td>-601.1</td>
</tr>
</tbody>
</table>
Fund utilization has increased from 8 per cent in 2009-10 to 72 per cent in 2011-12 including recurring and non-recurring. In 2012-13, the fund utilization was 48 per cent by the third quarter of financial year. 71 per cent fund has been utilized out of the available fund since 2009-10 under RMSA.

As regards, the expenditure against approval of recurring activities, more than sixty per cent expenditure has been incurred on the components such as school grant, minor repair, and teachers training. In 2011-12, funds were utilised on components such as karate training of girls, exposure visit (within and outside state), study tour of teachers, science exhibition, salary of staff and training of SMDC members etc. In case of non-recurring activities, 54 per cent has been utilized on civil works in the last three years. Of the total utilized, about 20 per cent has gone to the construction of 23 new schools and seventy-two on strengthening the 199 existing secondary schools.

**Recommendation**

- Audit reports are clear and show overall good accounting practice. However, the auditors have also made several recommendations in their annual audit reports of the last 3 years, to further improve the transparency and efficiency of RMSA accounting. The state mission may pay heed to these suggestions and establish good financial practice, especially training SMDC members and district and state level RMSA functionaries.
Programme Management

Organogram below indicates the programme management structures:

At the district level, District programme coordinators are appointed who have a dual charge of DEO as well. DEO's office is used by the DPO and as and when necessary DEO's help is sought. The State informed that due to low management budget, they have not filled up the sanctioned positions indicted below:

1. District Programme Coordinator (DPC)
2. Deputy District Programme Coordinator
3. Two Coordinators – One Finance and one for common intervention
4. One assistant MIS
5. One LDC (lower division clerk)
6. One Dak-runner
### Table 8: Staff positions (State and District) under RMSA

#### SPO STAFF STRENGTH UNDER RMSA

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Name of Post</th>
<th>Numbers of Post</th>
</tr>
</thead>
<tbody>
<tr>
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</tr>
<tr>
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<td>SPD</td>
<td>1</td>
</tr>
<tr>
<td>2</td>
<td>Addl. SPD</td>
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</tr>
<tr>
<td>3</td>
<td>Dy. SPD</td>
<td>2</td>
</tr>
<tr>
<td>4</td>
<td>Superintendent</td>
<td>1</td>
</tr>
<tr>
<td>5</td>
<td>Intervention Coordinator</td>
<td>4</td>
</tr>
<tr>
<td>6</td>
<td>Project Assistant/P.A. of Officers</td>
<td>6</td>
</tr>
<tr>
<td>7</td>
<td>Daftary</td>
<td>1</td>
</tr>
<tr>
<td>8</td>
<td>IVth Grade</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td><strong>Account Section</strong></td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>FAO/FC</td>
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</tr>
<tr>
<td>10</td>
<td>Sr. Accountant</td>
<td>1</td>
</tr>
<tr>
<td>11</td>
<td>Accountant</td>
<td>1</td>
</tr>
<tr>
<td>12</td>
<td>Cashier</td>
<td>1</td>
</tr>
<tr>
<td>13</td>
<td>IVth Grade</td>
<td>1</td>
</tr>
<tr>
<td></td>
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</tr>
<tr>
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<td>Project Engineer</td>
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</tr>
<tr>
<td>15</td>
<td>Asst. Engineer</td>
<td>1</td>
</tr>
<tr>
<td>16</td>
<td>Junior Engineer</td>
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</tr>
<tr>
<td>17</td>
<td>IVth Grade</td>
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<tr>
<td></td>
<td><strong>MIS Section</strong></td>
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<tr>
<td>18</td>
<td>MISO</td>
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</tr>
<tr>
<td>19</td>
<td>Asst. MISO</td>
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</tr>
<tr>
<td>20</td>
<td>DEO</td>
<td>1</td>
</tr>
<tr>
<td>21</td>
<td>IVth Grade</td>
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</tbody>
</table>

#### DPO STAFF STRENGTH UNDER RMSA

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Name of Post</th>
<th>Numbers of Post</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td><strong>General</strong></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>DPC</td>
<td>1</td>
</tr>
<tr>
<td>2</td>
<td>Dy. DPC</td>
<td>1</td>
</tr>
<tr>
<td>3</td>
<td>Head Assistant</td>
<td>1</td>
</tr>
<tr>
<td>4</td>
<td>Intervention Coordinator</td>
<td>4</td>
</tr>
<tr>
<td>5</td>
<td>Project Assistant/P.A. of Officers</td>
<td>4</td>
</tr>
<tr>
<td>6</td>
<td>Daftary</td>
<td>1</td>
</tr>
<tr>
<td>7</td>
<td>IVth Grade</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td><strong>Account Section</strong></td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Sr. Accountant</td>
<td>1</td>
</tr>
<tr>
<td>9</td>
<td>Cashier</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td><strong>Engineering Section</strong></td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>Asst. Engineer</td>
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</tr>
<tr>
<td>11</td>
<td>Junior Engineer</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td><strong>MIS Section</strong></td>
<td></td>
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<tr>
<td>12</td>
<td>Asst. MISO</td>
<td>1</td>
</tr>
<tr>
<td>13</td>
<td>DEO</td>
<td>1</td>
</tr>
</tbody>
</table>
There are no staff at the block level. Information on vacancies could not be obtained. Some of the SPO staff and MIS staff have received training at NUEPA. At the state-level roles are quite clear and they perform their functions quite efficiently, though many a times they have to double up and perform miscellaneous roles. At the district level, there seems to be more ambiguity and participation was found to be generally on the low key. In the absence of a specific monitoring mechanism, there are delays in carrying out the activities, but overall the SPO seems efficient and manage most work. The general impression the mission got was that district level structures as well as SMDC structures required to be invigorated. The mission did not find much efforts to mobilize community. General discussions with the community and SMDC members gave an impression about low level of their involvement.

**Recommendation**

- **District level and SMDC members** – these two levels need to be strengthened with capacity building and training, to enhance their active participation in planning and program management.
Annexure I

Some of the key officials met during field visit

State Project Office:

SPD- Sh. Lalmaccuana

1. V.L. Malsawma, Dy. SPD (Planning)
2. Lalliansanga, FAO
3. Azaria Laltinkima, SPE
4. K. Vanlaruati, Coordinator
5. Rebecca Vanlalduhawmi, LDC

District Office- Champhai District

1. Lawmawma, DPC
2. Hualrikhuma, Dy. DPC
3. Samuel Lalrinzuala Chhangte, Coordinator Finance
4. Dr. Lalsangliani, Coordinator
5. Isaac Vanlalzuala, Asst. MIS Coordinator

District Office- Aizawl District

1. Lalthlimpuia Khiangte, Dy, DPC
2. C.Lalnunmawia, Coordinator
3. R.D. Lalnunmawii, Asst. MIS Coordinator

Schools Visited:

8. Govt Khawzawl Secondary School, Headmaster – Mr. M.I Singh
10. Govt. Champhai Secondary School, Headmaster – Mr. C. Rosiama
11. Govt. Zakhawthar Secondary school, Headmaster – Miss Ngurthangpuii
12. Govt. Tuipui Secondary school, Headmaster – Mr Lalthazova
1.1. Introduction

RMSA was officially initiated in Odisha in 2009 as a partnership between the Government of India and the State government. The first disbursement of funds was received by the State government in the financial year 2009/10. The development partners (World Bank, UK government’s Department for International Development and European Union) officially joined the partnership in 2012. Odisha was visited by a two member team comprising Mr. B. B. Pandit (MHRD nominee) and Mr Colin Bangay (DFID) in the first joint review involving central, state government and donor partner representatives.

The main objective of this State review was to assess implementation progress with a specific respect to programme administration, financial management and civil works. Review of broader RMSA goals was also undertaken though in less depth.

The team visited state capital, Bhubaneshwar and the districts of Keonjhar and Jharsuguda. Meetings were held with Ms. U. Padhee, Commissioner cum secretary, Government School & Mass Education Department, Odisha. The mission was accompanied in the field by the RMSA State Project Director, Mr. N.C. Jena, Mr. K.N.Sharma, Deputy Director and Mr. C.S. Mohapatra, Planning Coordinator. Mission members interacted with students, parents, teachers, headmasters, District Education Officers and District Collectors during the course of the mission. Full details of the programme and those met are included in Annex 1.

The mission members would like to express their appreciation to everyone who gave time, cooperation and hospitality during the visit and in particular, to Mr. Mohapatra for his excellent handling of logistics and responsiveness to data requests.

1.2 Overview and Key Issues

Odisha has made a good start at implementing RMSA. Of particular note was the States Government’s handling of both supply side issues (such as provision of buildings and additional teachers) and demand side issues (such as provision of bicycles and conditional cash transfers) consecutively through the combined efforts of departments of education and tribal affairs. The RMSA SIS skeleton team of staff is competent and dedicated and delivering in many areas. While staffing remains a major challenge – Odisha has taken a pragmatic and long term view in addressing staffing issues; paying market rates for contract teachers and using a sub-contractor to source specialist services such as data entry.

The education department’s Student Help-line is exemplary in many ways. It is a good example of SSA and RMSA working together – thereby sharing overhead costs. 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.

Odisha is also notable for the flexibility evident with the way it deals with civil works. Though there is a set school building design – there is also recognition of the need for variations and build to respond to local conditions.

Finally, though in the earliest of stages, Odisha has begun a process for sample monitoring student performance. This should be encouraged and could be further strengthened with support from the likes of the RMSA Technical Cooperation Fund (TCF) and the Teacher Education through School-Based Support – India (TESS-I) programme that will pilot in Odisha and six other states.

Key Challenges
- The unrealistic projection of fund requirements by the SIS and the flow of funds below initial projections, often towards the end of the financial year is a key area of attention. To impart to the whole fund flow process greater degree of realism there is need for strengthening financial planning at all levels.
- The current 2% MMER is insufficient and is not currently optimally structured to respond to the recurrent cost of running a large programme. This is hampering overall implementation and particularly important monitoring, financial reporting and mentoring activities.
- While a start has been made there is a need to bring the various initiatives together into a coherent long term strategy for driving up learning outcomes and building the momentum for a continual process of quality improvement. This needs to go beyond delivering a programme of training – to looking at broader aspects such as curriculum & examination reform, teacher education, head teacher training, teacher mentoring and providing day to day support of teachers in the classroom e.g. through reinvigorating the states DIETs and BRCs.
- Financial reporting, expenditure monitoring along with utilizing audit as an instrument of financial management need added attention. Requisite capacity building needs to be initiated.

Planning and Appraisal Process
The planning and appraisal process was reviewed with reference to the scrutiny of AWP&Bs submitted by the Stateto MHRD, the related discussions held in the PAB in the MHRD, the Perspective Plan prepared by the State RMSA body, the district plans (Jharsaguda, Keonjhar and Denkenal ) and the school improvement plans of nine schools. The objectives that guided this exercise were (a) adherence with the Planning & Appraisal Manual issued by MHRD, focus on ‘bottom up’ planning, interface between the planning process at different levels within the state, correlation between the plans and budgeting, emphasis on plan appraisals at the district and the school level, manifest prioritization of objectives and expenditure proposals, monitoring of plan implementation, budgets and financial reporting and finally the capacities built up to drive the entire planning and appraisal process.

There is clear and copious evidence of the State RMSA having institutionalized the planning processes down to the school level. An integral link exists between the school improvement plans, district plans and the Perspective plan at the state level in terms of structure of plan documents, the range of objectives and activities covered, the degree of detail in providing hard data of relevance (invariably drawn from SEMIS). Interaction with SMDC members, headmasters and teachers indicated that the extent of their value addition to school level plans can at best be only randomly aspirational. Considering the menu of school level planning having largely been set at the national
and the state level there is little scope or flexibility for the communities or the head masters to do otherwise. Commonality in identification of infrastructure gaps, suggested strategies and interventions suggests a significant degree of hand holding undertaken by the State RMSA and the District Project Coordinators. This has been achieved through SAHAJOG II, a capacity building initiative aimed at members of SMDCs and Headmasters in their role as chairpersons of SMDCs with specific emphasis on planning.

School and district level plans as well as AWP&Bs, apart from covering the menu indicated in the RMSA Framework document have tended to include a number of proposals that are aspirational in nature but may not always be supported by requisite due diligence. This tends to make the planning process problematic at the same time the appraisal process should encourage local initiative and more imaginative planning. This would dampen the local initiative and compromise the vigour of the planning process to a certain degree.

The state, district, school plans also do not manifestly indicate an order of priorities. Invariably such prioritization has come about by default during the appraisal at the national level indicating limited interrogation of plans before that and resulting in considerable gap between proposed and sanctioned AWP&Bs in different years.

A related but highly significant aspect of planning process are the shortfalls between the sanctioned funds and actual sums released to state RMSA (see figure 1). This is attributed to a combination of factors including submission of bonds and utilization certificates which are clearly in the remit of the state authority. In the case of Odisha while non-recurring funds sanctioned for AWPB 2009-10 (Rs 174.36 crores) were only partly received (Rs.66.36 crores) that too in September month of the following financial year. Similarly, only a fraction of recurring funds sanctioned for that year (Rs5.04 crores as against Rs 32.84 sanctioned) were received on the penultimate day of the financial year. In 2011-12 against Rs 332.88 crores sanctioned only Rs66.37 crores were received in that year followed by another tranche of Rs185.16 crores in the subsequent year. In contrast to this flow of funds from the state RMSA to DPCs and further to the schools has been remarkably prompt.

Figure 1 Difference between funds requested, sanctioned and released by date
(Rs in Lakhs)

<table>
<thead>
<tr>
<th>Year</th>
<th>Item</th>
<th>AWPB Proposal</th>
<th>Sanctioned amount</th>
<th>Date of Released by MHRD</th>
<th>Amount released by MHRD</th>
<th>Date of released by OMSM</th>
</tr>
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<tbody>
<tr>
<td>2009-11</td>
<td>Non recur</td>
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<td>17436.00</td>
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<td>Recur</td>
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<td>3282.66</td>
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<td>504.00</td>
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<tr>
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<td>Total</td>
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<td>20718.66</td>
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<td>Non recur</td>
<td>111534.4</td>
<td>40328.13</td>
<td>21.09.2010, F-I-79/2009 Sch-1 dt 06.09.2010 (for Non-Recurring of 2009-10)</td>
<td>6636.00</td>
<td></td>
</tr>
<tr>
<td>Year</td>
<td>Type</td>
<td>Recur</td>
<td>Non recur</td>
<td>Recur</td>
<td>Non recur</td>
<td>Total</td>
</tr>
<tr>
<td>--------</td>
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<td>-------------</td>
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<td>-------------</td>
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<td>-------------</td>
</tr>
<tr>
<td>2011-12</td>
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<td>69392.81</td>
<td>4567.58</td>
<td>15.03.2011, F-I-31/2009 Sch-1 dt 03.03.2011 &amp; 02.04.2011, F-I-31/2009 Sch-1 dt 29.03.2011</td>
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<td>4567.58</td>
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<td>Non recur</td>
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<td>33288.67</td>
<td>04.10.2011, F-I-79/2010-Sch.1 dt 28.09.2011 (for Non-Recurring of 2009-10)</td>
<td>6637.16</td>
<td>33288.67</td>
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<td>2012-13</td>
<td>Non recur</td>
<td>0.00</td>
<td>0.00</td>
<td>14-9-2012, F-I-31/2010-Sch.1 (A) 4072.00, F-I-31/2010-Sch.1 (B) 11291.00, F-I-31/2010-Sch.1 (C) (60% for Non-Recurring of 2010-11)</td>
<td>3147.00+4072.00+11297.61=18516.61</td>
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<td>Recur</td>
<td>65492.4</td>
<td>16758.29</td>
<td>04-12-2012, F-I-84/2012-RMSA.1 (SC) &amp; 04-12-2012, F-I-84/2012-RMSA.1 (ST) &amp; 04-12-2012, F-I-84/2012-RMSA.1 (</td>
<td>468.00+605.00+1677.56=2750.56</td>
<td>16758.29</td>
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</tbody>
</table>

**Letter No 887 dtd 20-12-2012=Rs 9041.63, Letter No 972 dtd 31-12-2012=Rs 4704.61, Letter No 966 dtd 29-12-2012 = Rs 4067.79**
Both the aspects of planning and budgeting underscore the importance of prompt down communication at all levels to align AWP&Bs and other subordinate plans to a realistically anticipated fund flows as also of appraisal of plans at each level. In this context effectiveness and timeliness financial reporting and its monitoring particularly at the district level where a major bottleneck has been observed, needs to be emphasized. Absence of effective monitoring of expenditure has resulted in accentuated level of outstanding advances as brought out in the available audit reports and under booking of expenditure. Various works, representing a significantly large part of received funds were stated to have been either executed or are at advanced stage of completion the related expenditure has not been booked in absence of utilization certificates from the Rural Works department selected for carrying out construction of school buildings.

At the school level the basic financial books viz., cash books and bank pass books have been properly maintained and up-to-date. These generally reconcile with each other. While similar records are kept at the district level full fledged complement of financial books viz., day books, journals, ledgers and a robust reporting regime does not exist at the district level. This is due to absence of appropriate expertise in the offices of DPCs. Parallel sets of books are maintained at all levels to record fund flows, transactions and balances under different components of RMSA without integrating these into a single overarching set of books supported by a set of subsidiary books obviating need for multiple bank accounts. There is scope for using a software package for financial reporting.

The auditors appointed for the RMSA accounts are chartered accountants picked up from a panel of such accountants maintained by the Comptroller & Auditor General of India. The state RMSA has appointed a lead auditor who apart from auditing RMSA accounts of upgraded schools in some of the districts consolidates the results of audit reported by another set of auditors appointed for remaining districts (each auditing 6 districts). The records of sampled schools are collected at the district headquarters and subjected to audit. While a sum of Rs7200 is paid as remuneration to each auditor for each district the lead auditor is paid an additional amount of Rs10000 for consolidation of audit reports. Generally, the scope of quality seems to be on expected lines. The auditors in their management letter have identified areas of concern (heavy outstanding advances) and made suitable recommendations in that regard. A significant gap noticed is the absence of any internal audit arrangement which may have resulted in under-reporting of actual expenditure. The audit reports for the year 2011-12 were not available.

Achievements and Good Practices

- The mechanics of the planning process has been by and large institutionalized.
- The prompt flow of funds through the banking channels from state RMSA to DPCs and to schools has been effectively achieved.
- A reliable basis for financial reporting at the school level exists.
- The state RMSA is considering direct transfer of funds to schools under intimation to the DPCs.
Concerns

- Planning exercise at school and district level needs to be informed by a realistic forecasting of fund flow as also the accurate likelihood of activities that will be actually pass muster in the appraisal process.
- Planning exercise appears to a somewhat straight jacketed as limited flexibility is observed in the appraisal process at the national level
- Adjustment of advances given to implementing agencies and reporting of actual expenditure has not received adequate attention resulting in under-reporting in utilization and consequent drop in flow of funds to the state RMSA and further down.
- Absence of effective financial reporting mechanism at the district besides lack of and professional human resource and support software constitute a weak link in the financial management system.
- Multiple and parallel bank accounts are not conducive to good financial control.

Recommendations

- Predictability in the quantum and timeliness in flow of funds from the national to state level may be brought about by strengthened finance planning. This will require collaborative effort to ensure required documentation is made available on time.
- Immediate attention may be paid to expenditure monitoring to achieve prompt financial reporting
- School and district plans need to manifestly indicate plan priorities keeping in view realistic fund flow projections
- An effective practice of down communication may be established to inform the planning process
- For effective financial reporting an internal audit cell may be established at the district level and staffed by professionally qualified persons.
- A certain percentage of funds may be set apart for encouraging state specific initiatives
- Qualified accounting staff and software support to financial reporting function may be provided.
- Formats of financial reporting including accounting format and structure may be revisited to bring about in them greater degree of clarity.
- An abridged version of Financial Management Manual may be prepared for the schools.
- Specific set of directions may be issued to auditors requiring them to look at identified weaknesses in programme management, financial reporting and on the robustness of instituted internal controls, absence of appropriate controls.

Civil Works

Overall the mission was pleased with its observations on civil works. At state level there is scope for tightening scrutiny and ensuring works completion. Serious consideration could also be given to the benefits of using geographic information systems (GIS). Securing utilisation certificates from the Rural development department could be streamlined – as this is currently causing delays in reconciliation of funds – and skews performance reporting. At national level there is scope to both review the schedule of works and to develop and disseminate guidance on more economic, child and environmentally friendly school design with a degree of in-built flexibility. Civil works constitutes the major item in Odisha AWPB funding proposals over the last three years.
Figure 2. Share of Civil Works in Claimed and Approved Budgets

<table>
<thead>
<tr>
<th>Year</th>
<th>Odisha AWPB Civil Works Claim (%)</th>
<th>MHRD approval of Odisha claim (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009-10</td>
<td>33.47</td>
<td>84.16</td>
</tr>
<tr>
<td>2010-11</td>
<td>57.56</td>
<td>98.04</td>
</tr>
<tr>
<td>2011-12</td>
<td>58.27</td>
<td>60.35</td>
</tr>
</tbody>
</table>

As provided by Odisha State Government

Elementary schools selected for upgrade (adding additional classrooms) are identified through manual school mapping as per RMSA norms (see Annex 2). No brand new ‘green field’ schools have been built.

Civil work procurement was reported to follow the stipulations in the RMSA planning and procurement manual (see Annex 2). Civil works funds were transferred in full to the Rural Development (RD) department. Within RD, procurement of works was undertaken at district level by the executive engineers. Three element of school building were identified: structural build up, electrical works, water and sanitation. Of these works estimated to cost over Rs 58.12 lakh the executive engineers tendered the works through the state e-procurement system. For water and sanitation, work was tendered locally by the executive engineer with oversight from the divisional accounts officer.

The new classrooms visited were all begun in 2011. They were of sound construction. However, in most new built schools visited, plumbing and electrical work was still to be fully completed. In order to strengthen works’ supervision the State Implementation Society (SIS) have developed plans to ensure DEOs have greater involvement in oversight.

While the standard RMSA package and high school upgrade plan talks of a library, science and computer labs – the plans and buildings seen consisted of seven roughly equally size rooms situated around a common courtyard. There was no additional provision of electrical points in the proposed computer room – nor water or lab specific bench provision in the science rooms, while the headmasters room and the adjacent office room were equal to the size of the classrooms. Toilet provision was based on two sets of toilets for boys and girls and does not seem linked to student population size – nor direct reference to the state guidelines of 1 toilet per 72 students. Three points arise: Firstly, in the face of growing demand for secondary education the overall utilization of space in the school plans appears sub-optimal. Secondly, a science lab, library, or computer room are defined by the inclusion of equipment, books and computers respectively. Finally, the adding of new build offers a real opportunity for a more careful consideration of sanitary requirements based on the per head needs of the total school population (elementary and secondary). SPD informed that funds for procurement of computers, lab equipment and furniture will be released in the ensuing weeks.

We were informed that in school build there is scope to respond to the particulars of the local environment e.g. in flood prone and cyclone areas – deeper foundations, higher plinths and stronger roof ties are required. Similarly in remote highland areas – local materials like masonry blocks are utilized as these are easier and cheaper to source. As evidenced by the mission’s visit to a three storey school building there is also recognition of the need to build multi-storey schools in areas of land scarcity. The state has plans for these.

Responding to the particular building requirements to ensure safe building in cyclone, flood and earthquake prone areas makes schedule of costs in Odisha higher than the norms stipulated within the RMSA framework. Similarly, securing contractors to work in Naxal affected districts is
difficult and requires higher levels of remuneration. It was also suggested that the RMSA schedule of costs did not reflect recent inflation.

In all schools visited the environs were clean and tidy. Schools passed in transit seemed also to be similarly well cared for. The traditional artwork on the walls was particularly attractive. The SIS team also appear to be encouraging environmental solutions such as ‘green fencing’ (hedges). Some of the schools visited had school gardens and extra-curricular environmental clubs. All of this is to be commended. Having said this there is still scope for improvement particularly in relation to sanitation, water harvesting and water supply.

Achievements and Good Practices: Clear evidence of school and community pride in their school buildings – the focus on the overall school environment, including art work and display boards and school gardens was excellent. The number for the Student Help-line was prominently and boldly displayed on the front wall in all schools.

Concerns:
- Strengthening monitoring to ensure water and electrical work are completed to schedule.
- Expedite issuing of utilization certificates. Delays in issuing of utilization certificates from RD mean that the work being by the SIS is not recognized in programme and financial reporting.
- Reviewing the utility of the standard school design and ensuring equipment – furniture, books, computers etc are made available to enable the rooms to be used for the functions stated.
- Though the schools visited were well maintained the view that maintenance grants were insufficient was commonly expressed. A doubling of the maintenance grant was suggested as a more reasonable amount.

Recommendations:
- The Odisha SIS should consider investing in GIS mapping. This would have utility not only for school mapping and identifying school upgrades but could easily be used to integrate other performance data and display it in map form. This has been shown to greatly assist administrators in oversight and resource allocation. The mission was informed that the SSA SIS already has the base digital maps. Working with the SSA team to add all secondary schools to the existing SSA map of primary / elementary schools as well as jointly undertaking school mapping surveys would strengthen data sets and reduce overall costs.
- MHRD should consider reviewing RMSA civil works pricing and maintenance norms. The development of a schedule of costs with sub-categories which take into account the higher costs of building in earthquake, flood prone or steeply sloping terrain would accommodate the varying building costs.
- MHRD could consider a review and update of its current norms for civil works in particular to ensure school plans best respond to current and anticipated future need – this could include norms that take greater cognizance of population density (rather than distance), required ratios of toilets to boy and girl students, computer labs equipped with appropriate numbers of electrical points and library furniture and books to equip the libraries.
- MHRD could undertake research and disseminate guidance on student and environment friendly secondary school design, e.g. ensuring computer labs have adequate electrical points, inclusion of water catchment facilities, better use of natural daylight, improved insulation from heat and cold. This could usefully build on the innovative school design work emanating from DPEP and SSA.
Progress towards the achievement of Goals

Goal 1: To improve access to secondary schooling

Overall State figures show steady progress in relation to enrolment growing from 787,472 in 2007-08 to 1,089,859 in 2010-11. The state has been successful in addressing supply side constraints – upgrading 698 elementary schools out of a 709 sanctioned under RMSA. The state has also recruited 2,155 teachers from a sanctioned 5,654 with further recruitment ongoing. On the demand side Odisha State Tribal Affairs Department is running an innovative conditional cash transfer programme – which seeks to provide regular finance to ST and SC children direct to their bank accounts to ensure they go to and remain in school – this is currently being piloted in Rayagada district.

According to the State of Secondary Education Report Card 2010-11 Odisha has a predominantly rural population (85%). Almost a quarter (22.1%) of the population are scheduled tribes. SEMIS flash statistics indicates there are 8,729 secondary schools run with an approximate 50:50 split between government and private schools and 3% of schools being run by the Tribal Welfare department.

<table>
<thead>
<tr>
<th>% of Schools</th>
<th>% of Students</th>
<th>% of Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government Schools (Education and Tribal Dept)</td>
<td>55.15</td>
<td>59.19</td>
</tr>
<tr>
<td>Private Schools</td>
<td>44.85</td>
<td>40.81</td>
</tr>
</tbody>
</table>

Source: State Secondary Education Report Card 2010-11

Overall progress is as provided by State government is as follows:

<table>
<thead>
<tr>
<th>Goal</th>
<th>Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>GER of 75% for IX and X by 2013-14</td>
<td>Odisha GER is 68.76% in 2010/11</td>
</tr>
<tr>
<td>Universal access to secondary education by 2017</td>
<td>96.24% of habitations have secondary schooling within 5 km</td>
</tr>
<tr>
<td>Universal retention by 2020</td>
<td>Odisha retention rate is at 77.09%</td>
</tr>
</tbody>
</table>

Achievements and Good Practices

The Odisha department of education should be commended on its pragmatic approach to securing sufficient teachers and support staff. For technical support staff such as data entry operators the state is sourcing expertise through a contractor. Similarly, the state is contracting its teachers on a six year contract at a rate of Rs. 9,300 per month on entrance. Recruitment is on the basis of a district level cadre – entrants cannot transfer between districts thus providing for greater staffing stability. After six years and assuming satisfactory performance teachers will be absorbed into the regular cadre of secondary school teachers.

The concurrent focus on both supply (inputs) and demand (financial and material encouragements) such as the bicycle scheme and conditional cash transfers to SC and ST children are commendable.
Concerns

- There is a potential danger that schools upgraded under RMSA will appear twice under separate reference numbers in management information systems one for the original elementary school and one for the new IX to X section. This would distort overall record keeping and could lead to problems in effective resource targeting. Cross checking to see this does not occur is advised.
- UDISE currently does not disaggregate by private and private aided. This will be particularly important if private aided schools are brought in to RMSA.
- A concern for the state government under their six year contract scheme will be dealing with inflation adjusted salaries. Without inflation adjustment – challenges of motivation may occur particularly as permanent state based teachers both enjoy higher and inflation adjusted salaries.

Recommendations

*MHRD could consider a review of how private and private aided schools are managed within the RMSA programme. This should take cognizance of the recommendations of India’s 12th Plan (paragraphs 21:106 – 21:108). In particular specific guidance is needed to address the way private and private aided schools are treated in areas such as school mapping, MIS capture and school inspection and governance.*

Goal 2: To bridge gender and social gaps

A. Gender gaps

As elsewhere in India girls in Odisha show lower rates of enrolment at grade IX (48.9%), but interestingly lower rates of drop out and higher rates of transition both from moving from elementary to secondary level and progressing from grade IX to X. Provisional review of state exam board date shows that girls are not performing as well as boys with the student pass rate being 73.64% for boys and 70.97 for girls. This would suggest a need to investigate factors that may account for female under performance and to take necessary remedial action.
## Figure 5 - Gender and Social Equity in Enrolment and Retention of Students

<table>
<thead>
<tr>
<th>Indicator</th>
<th>2007-08</th>
<th>2008-09</th>
<th>2009-10</th>
<th>2010-11</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enrolment(all)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>787472</td>
<td>861534</td>
<td>947555</td>
<td>108959</td>
</tr>
<tr>
<td><strong>BOYS</strong></td>
<td>417145</td>
<td>447907</td>
<td>485914</td>
<td>553720</td>
</tr>
<tr>
<td><strong>GIRLS</strong></td>
<td>370327</td>
<td>413627</td>
<td>461641</td>
<td>536139</td>
</tr>
<tr>
<td>SC Enrolment</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>132080</td>
<td>144502</td>
<td>165084</td>
<td>198121</td>
</tr>
<tr>
<td><strong>BOYS</strong></td>
<td>69465</td>
<td>75998</td>
<td>84227</td>
<td>100435</td>
</tr>
<tr>
<td><strong>GIRLS</strong></td>
<td>62615</td>
<td>68504</td>
<td>80857</td>
<td>97686</td>
</tr>
<tr>
<td>ST Enrolment</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>117380</td>
<td>128420</td>
<td>145912</td>
<td>183762</td>
</tr>
<tr>
<td><strong>BOYS</strong></td>
<td>66303</td>
<td>72539</td>
<td>80149</td>
<td>96499</td>
</tr>
<tr>
<td><strong>GIRLS</strong></td>
<td>51077</td>
<td>55701</td>
<td>65763</td>
<td>87263</td>
</tr>
<tr>
<td>Dropout Rate</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>15.09</td>
<td>15.62</td>
<td>23.35</td>
<td>22.91</td>
</tr>
<tr>
<td><strong>BOYS</strong></td>
<td>16.46</td>
<td>16.11</td>
<td>25.51</td>
<td>23.91</td>
</tr>
<tr>
<td><strong>GIRLS</strong></td>
<td>13.5</td>
<td>15.08</td>
<td>20.97</td>
<td>21.92</td>
</tr>
<tr>
<td>Gross Enrolment Ratio(GER)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>53.88</td>
<td>57.61</td>
<td>61.4</td>
<td>68.76</td>
</tr>
<tr>
<td><strong>BOYS</strong></td>
<td>53.76</td>
<td>57.72</td>
<td>61.18</td>
<td>67.58</td>
</tr>
<tr>
<td><strong>GIRLS</strong></td>
<td>54.02</td>
<td>57.48</td>
<td>59.89</td>
<td>69.27</td>
</tr>
<tr>
<td>Net Enrolment Ratio(NER)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>35.31</td>
<td>37.5</td>
<td>40.51</td>
<td>52.49</td>
</tr>
<tr>
<td><strong>BOYS</strong></td>
<td>35.08</td>
<td>37.93</td>
<td>40.63</td>
<td>52.27</td>
</tr>
<tr>
<td><strong>GIRLS</strong></td>
<td>35.57</td>
<td>37.1</td>
<td>40.39</td>
<td>52.72</td>
</tr>
<tr>
<td>Transition Rate (VIII to IX)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>85.6</td>
<td>88.1</td>
<td>83.33</td>
<td>86.83</td>
</tr>
<tr>
<td><strong>BOYS</strong></td>
<td>84</td>
<td>86.01</td>
<td>82.08</td>
<td>86.65</td>
</tr>
<tr>
<td><strong>GIRLS</strong></td>
<td>87.5</td>
<td>89.2</td>
<td>84.68</td>
<td>86.99</td>
</tr>
<tr>
<td>Transition Rate (IX to X)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>73.27</td>
<td>78.95</td>
<td>84.67</td>
<td>89.83</td>
</tr>
<tr>
<td><strong>BOYS</strong></td>
<td>73.34</td>
<td>78.86</td>
<td>83.02</td>
<td>88.52</td>
</tr>
<tr>
<td><strong>GIRLS</strong></td>
<td>73.21</td>
<td>79.04</td>
<td>86.47</td>
<td>91.21</td>
</tr>
<tr>
<td>Retention Rate</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>84.91</td>
<td>84.38</td>
<td>76.65</td>
<td>77.09</td>
</tr>
<tr>
<td><strong>BOYS</strong></td>
<td>83.54</td>
<td>83.89</td>
<td>74.49</td>
<td>76.09</td>
</tr>
<tr>
<td>Indicator</td>
<td>2007-08</td>
<td>2008-09</td>
<td>2009-10</td>
<td>2010-11</td>
</tr>
<tr>
<td>-----------</td>
<td>---------</td>
<td>---------</td>
<td>---------</td>
<td>---------</td>
</tr>
<tr>
<td>GIRLS</td>
<td>86.5</td>
<td>84.92</td>
<td>79.03</td>
<td>78.08</td>
</tr>
</tbody>
</table>

**Achievements and Good Practices**

The Odisha education department should be applauded for introducing a student helpline. This could be a ground breaking initiative. The state is acting on the complaints received. It was reported that 13 teachers had been removed for sexual harassment and over 1,000 had there payment withheld for attendance issues. It was also noted how the state was monitoring data in terms of both the types of complaints and where they occurred. This they were using to inform both where and what official inspections would focus upon.

**Concerns**

- There are multiple concerns associated with girls in school from safety to adequate sanitary provision as girls reach puberty (SEMIS indicates only 58% of schools in Odisha have toilets for girls) and their overall academic performance. These are not just particular to Odisha.

**Recommendations**

- The excellent student helpline initiative could be further strengthened by (i) disaggregating complaints by boy and girls; (ii) ensuring that there is report on the actions taken – i.e. how many teachers disciplined – for what issues. On the latter it may be helpful to sensitively disseminate this data to reinforce messages that for the sake of the honour of the whole teaching profession unacceptable behavior by a handful of disreputable teachers will not be tolerated.
- Secondary school teachers are predominantly male. Where possible special effort should be made to recruit and support female teachers – who can act as role models for all children.

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

In all education indicators the figures for scheduled castes and particularly scheduled tribes are less favourable than other sections of the population. Most importantly board pass rates show major differences.
Achievements and Good Practices

Odisha education department have introduced a programme to provide remedial support to both low achievers and offered voluntary residential camps for students whose education is disrupted in Maoist effected areas.

Concerns

- The remedial and gifted programmes are an encouraging first step. However, from observations, there is scope for significantly more investment in both specialist support materials and pedagogical training to enhance the quality of teaching. The upcoming MHRD Teacher Education Support Programme (TESS –I) which will pilot in Odisha may be a useful ally in further this aim.

Recommendations

- In all the school in the tribal areas we visited there was a strong desire for the establishment of hostels for boys and girls. This desire did not seem to be driven by the issue of access alone – more a view that the boarding would ensure better nutrition, reduce the financial burden on parents and provide for a better learning environment. Investigating the cost benefit implications of increasing boarding options could be investigated. Costs would clearly be higher both due to the cost of construction and recurrent costs of boarding. While this could be justified to serve those from remote areas (if strict criterion for selection were applied to ensure places went to the most deserving) in a period of expansion of education provision it may not always be the most cost effective option.
- Strengthening the mechanisms for information exchange and collaboration between the education and tribal affairs ministries – in relation to the above and other reinforcing initiatives would be worth considering.

C. Children with Special Needs

The Odisha SIM were of a view that special needs provision predominantly came through the Integrated Education for the Disabled at Secondary School (IDSS). The pervading view was that RMSA does not currently have financial provision for integration of children with special needs. Overall there was little evidence of integration of children with special needs – with only one school visited showing records of having hearing impaired students. SEMIS data suggests that on 18.72% of schools have access ramps for the disabled.

Achievements and Good Practices

Concern was expressed about the integration of children with special needs both at the state presentation and within the field. It was clear there was a willingness to cater for special needs children and also a concern about the overall effectiveness of IDSS.

Concerns

- The impression given by SIS staff was that RMSA did not deal with integration of children with special needs. This however is not the mission member’s understanding. We understand
that clarification is in process and that with the subsuming of the the IEDSS scheme under RMSA this will occur.

**Recommendations**

- There is a need to clarify RMSA’s position on support to children with special needs together with stronger guidance on how this can be done and what kinds of activity RMSA is prepared to finance.
- Along with other secondary activities there is significant scope in securing economies of scale and reducing transaction and overhead costs by integrating small schemes such as IEDSS within RMSA as proposed within the 12th plan document (21.103).

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

State statistics show a negative trend in terms of student retention rates falling from 84.91 in 2007-08 to 77.09 in 2010-11. Overall while more boys enroll into secondary school transition rates for boys are generally one to two percentage points lower than girls possibly indicating more boys are repeating or leaving school to work. It also would indicate a higher level of motivation amongst girls reaching secondary school stage.

**Achievements and Good Practices**

Odisha has a very healthy and growing transition rate of students moving from elementary into secondary school. This is critical if overall RMSA objectives are to be made.

**Concerns**

- It appears that in order to ensure school pass rates are kept high many students are kept back or encouraged not to sit the exam as they are unlikely to pass. This situation in which a large minority of students sits through two years of secondary education with little hope of passing the terminal examination is both inefficient and must be immensely demoralizing for teachers and students alike.

**Recommendations**

- Requiring schools to announce both the % of children who sit the grade 10 examination and of those who many pass would give a fairer picture of overall school performance. Focusing on and celebrating only pass rates is likely to encourage ‘triage’ – a focus on only the most able to the neglect of all other students.
- MHRD to consider working with the examination boards to promote curriculum examination reform as stipulated in the 12th plan (paragraph 21.112). Developing a more strongly differentiated curriculum which enables all to achieve some level of pass with clear grade banding could be considered.

**Goal 4: Education of Satisfactory Quality**

Educational quality should be measured by the extent to which meaningful learning that equips students for productive and fulfilling lives is imparted to the students. Assessing this involves answering two questions (1) Is what is contained in the curriculum useful and relevant ? (2) Are students learning what is prescribed ? These are substantive questions beyond the remit of a JRM – however in the limited time of this JRM it was clear that significant effort was being put into providing schooling inputs to support learning. Attention was also being placed on the importance of diagnostic assessment of learning to inform a virtuous cycle of assessment, analysis, diagnosis and remedial action that is necessary to drive forward continuous quality improvement. This
work, being undertaken by UNICEF was currently focused at elementary level but the intention was to expand this work into grades IX and X. Of a particular note was the Guidelines for Conducting Unit Tests in Secondary Schools.

It was noted that the state board had made some significant changes in terms of examination papers (the use of combined question and answer papers and parallel questions) to reduce cheating. However, comprehensive curriculum reform was not in process though a cycle of minor reform which informed text book revision was ongoing.

Odisha state was facing a major challenge in recruiting suitably qualified teachers at secondary level. Austerity measures in the last few years had impeded adequate recruitment — though this had now eased, recruiting teachers to the required norms was proving problematic. The state had requested a relaxing of qualification norms to enable to recruit adequate numbers of teachers (particularly women and tribals) and then to upgrade their skills (and qualifications) while they are on the job. A decision on this issue is pending. This however is not with the remit of the MHRD and should be referred to the appropriate authorities.

In no school visited did either students or teachers express a concern over textbook shortages. However, overall, TLMs were in short supply. In particular ICT. No school visited was using computers either for administration or teaching and learning.

The mission witnessed a teacher capacity building programme and was impressed with the comprehensive nature of the training itinerary. While it is a clear effort is being made to deliver a full programme of in-service teacher training by withdrawing teachers from schools — consideration should also be given to in-school and between school support. Re-energising the DIETS and using them for both SSA and RMSA activities and use of cluster based teacher support processes could be considered.

Despite energetic training the mission saw little evidence of inspiring teaching in the classrooms. The teaching that was seen could be categorized as predominantly either ‘chalk and talk’ or copying from the blackboard or textbooks.

Achievements and Good Practices

The ongoing work with UNICEF is promising. The work on identifying current levels of learning as detailed within the ‘Guidelines for Conducting Unit Tests in Secondary School’ also offers great promise at identifying where children really are in terms of learning as opposed to where they are assumed to be in relation to the curriculum.

Concerns

- The focus on quality still seems to be predicated on the assumption that providing more inputs will solve all problems. Concern about overall learning outcomes and the specific learning challenges that specific groups such as children with special needs or tribal populations still need to further developed.

Recommendations

- The state could consider collating and aggregating data by district and state by using the results format of page 9 of the document ‘Guidelines for Conducting Unit Tests in Secondary Schools’ This would give an indicative snapshot of real levels of learning.
- The current training and support materials could be even further strengthened, diversified (use of audio and video) and more broadly disseminated (use of mobile phone sim cards, internet) through collaboration with the TESS India programme which will pilot in Odisha.
• **Strengthening local level support through cluster groups and energizing the SCERT, DIETS and BRCs** would be a great assistance. Collaborative work with the SSA SIS to finance the proper staffing and equipping of DIETS (e.g. ensuring all DIETS have internet connectivity and a minimum ICT equipment would be a big contribution.

• **ICT and CAL could make a big difference.** However extreme caution is required. Learning from the experiences of SSA and mistakes of other programmes is clearly needed. (see [http://blogs.worldbank.org/edutech/worst-practice](http://blogs.worldbank.org/edutech/worst-practice)).

**Program Management**

The state level RMSA which functions under the overall supervision and guidance of the Executive Committee headed by the Secretary, Secondary Education and is responsible for overall programme management of RMSA. Its working is reviewed by a Governing Council which is headed by the state Chief Minister and includes the Minister of School and Mass Education and the Chief Secretary besides the Secretary Secondary Education and the SPD. Day to day administration of the RMSA rests with the SPD. Both the bodies have held at least one meeting to decide on important preparatory meetings like the programme implementation structure, distribution of responsibilities and powers etc.

At the district level there is a District Committee which is a broad based aggregation of all stakeholders. The District Education Officer has been designated as the District Project Coordinator of RMSA. PDC/DEO along with his retinue of regular subject specialists and other administrative staff is responsible for project implementation. Since each district could have 250-400 upgraded high schools certain headmasters have been designated as cluster Head Masters to assist DEOs in overseeing the implementation of the mission.

At the state headquarters of RMSA more or less, the entire staff complement except the Financial Advisor and supporting accounting and engineering is in place. At the district level, however, there exists a significant HR gap. This gap has acutely impacted the monitoring of the implementation in regard to civil works and financial reporting. The position in regard to capacity building of teachers, headmasters and SMDC members is relatively better.

At the school level major deficiency exists in the teaching staff. Against a target of 5654 teachers to be recruited engagement of 2155 teachers on a contractual basis was stated to be in progress. It was observed during the visits to a few schools in Jharsuguda and Keonjhar districts that most of the contract teachers present had joined only recently and were relatively new to the task.

The overall impression one gathers is that a great deal of success has been achieved in undertaking all the preparatory work and various other follow up steps in implementing RMSA in the state. Most remarkable is the enthusiasm and optimism that seems to have been generated in the communities being serviced by the upgraded schools. Driven by changing societal values there is a distinct trend in many blocks that puts premium on the enrolment of girls and is indicative of the encouragement given to them for securing education upto at least the secondary level and, in a few cases, even beyond.

At the school level all the SMDCs are functional. Through a capacity building module called SAHAJOG-II Headmasters of upgraded schools and the SMDC members have been exposed to the objective, scope and content of RMSA as well as their own role and responsibilities in workshops extending upto 5 days each. In all 82692 SMDC members and 1336 master trainers have attended these workshops.
During visits to the schools it was observed that the reasonable regularity of meetings held by these bodies and resolutions passed were verifiable from the minute books maintained up-to-date as well through interaction with the members of SMDCs. The matters discussed in these meetings ranged from utilization of funds, attendance of teachers, quality of teaching and improvement to the school infrastructure. Even as there was a feeling that all members of these committees were not fully cognizant of the scope of their role there were some who appeared to be definitely clear about their role and fully involved. The headmasters as the chairpersons of SMDCs seem to have bye and large succeeded in involving the community members in building their respective institutions and found their support in rising to the challenges faced with. Staff shortages particularly of teachers was the constraint shared across the board. Barring a few exceptions the burden of handling accounting and financial reporting tasks has invariably been taken by the headmasters themselves.

At the district level the DEOs supported by the regular experts and staff have by and large held together the programme implementation structure and performed reasonably well. As stated above tremendous effort has gone into institutionalising the planning routine and building capacities in planning as well as pedagogy. However, the aspect of monitoring seems to have been dealt with less effectively owing to shortage of staff complement and funds under the MMER component. The overall effectiveness of the programme management can be gauged from the extensive data maintenance, consolidation of district plans, maintenance of up and down communication, programme reporting, coordination and monitoring being undertaken by the office of SPD, particularly since 2010 when a dedicated organization unit was established for implementation of RMSA in the state. A noteworthy initiative being taken by state RMSA is to rope in retired teachers of quality to offset shortage of eligible teachers in the short term and to impart instruction to students on honorarium basis for specific subjects on an intermittent basis. Similarly effective convergence of various other schemes with RMSA has been established. The most visible example of such convergence is the provision of bicycles to students under a different scheme enabling them to attend school. Much scope though remains in securing similar convergence with other schemes such as KGBV, MNREGS, mid-day meal scheme, provision of hostels under TSP. At this stage, there, however, is no confirmation of the qualitative improvement achieved in the standards of pedagogy or the degree to which knowledge or skills have been imparted to the students. In absence of sufficient funds under the MMER component no such research activity has been undertaken so far.

The programme implementation has been severely handicapped in terms of its scale as well as speed by the inadequacy, and unpredictability of funds flowing from the national to the state level. In the first year of the mission (2009-10) practically no funds were available for implementation of RMSA in the state. The pace of implementation as also the utilization of funds has shown an upswing since 2010-11. The misalignment of budgeting, funding and expenditure observed in the first two years of RMSA i.e 2009-2011 is likely to be rectified provided MOHRD increases allocation of funds in the current year. During the current year much of the backlog in expending available funds seems to have been eliminated and with enrolment of teachers, completion of works and distribution of annual maintenance grants. Procurement of furniture, computers and laboratory equipment the expenditure was stated to be in progress. It can be expected that at the end of the year 2012-13 the picture of fund utilization will be more optimistic.

The procurement process for contracting out works, services and acquiring required supplies operates within the framework of state GFR and, by and large, no major difficulty is envisaged. There exists considerable scope for improving MMER aspects of the implementation, particularly at the district level. Also, a clear need exists to revisit norms of funding the MMER component. Evidently, the scale of MMER activities has no correlation with the magnitude of funds for works and procurement. The current basis of computing this component of funds,
therefore, lacks rationale and tends to place states/districts/schools requiring lesser degree of asset creation at a disadvantage.

**Achievements and Best Practices**
- Establishment and activation of a programme management structure of RMSA despite limited availability of funds and competent staff.
- Credible capacity building at the school/SMDC level.
- Involvement of retired teachers to cope up with deficiency of teachers.

**Concerns**
- Inadequate MMER support at the district level.
- Residential accommodation for school teachers needs sharper focus.

**Recommendations**
- Monitoring below the district level for clusters of schools may be encouraged particularly in states with large number of schools in a district.
- Secondary schools not covered under RMSA or those strengthened by addition of more classrooms may be provided funds for amenities like furniture etc.
- Assessment of programme management and implementation arrangements (including financing & procurement) could be strengthened.
- An assessment of State, district and sub-district monitoring systems in place.
- Identify best practices; Specific interventions that have been successful and can be replicated.
- Identification of areas for further qualitative research/case study.

**Conclusion**

Given that RMSA is in its early years of implementation it is not surprising there are a few teething problems. However, given the scale of RMSA’s ambition and the likely acceleration in demand for secondary education emanating from the increasing numbers graduating from grade VIII concerted efforts are needed to address and finesse administration processes urgently. There is also a need to engage with the challenges of learning outcomes and educational quality now and not assume this can only be done once the all the requisite education inputs have been put in place. Finally the specific needs of the most disadvantaged, particularly special needs children and those from remote tribal areas deserve even greater attention than they currently receive.
Annex 1: Persons met Itinerary followed

OPEPA -15-01-2013

Venue: Mahanadi Conference Hall
1. Smt Usha Padhee, Commissioner-cum- Secretary S & ME Deptt, Odisha
2. Sri Naryan Chandra Jena, State Project Director OMSM
3. Sri Srikantha Prusty, Director Secondary Education
4. Sri Jagannath Patel, Chief Engineer RW-II
5. Prof Nihar Ranjan Patnaik, Director TE & SCERT
6. Prof D P Nanda, President Board of Secondary Education
7. Sri Sata Mohan Senapati, DEO Bhadrak
8. Santosh Kumar Patra, DEO Ganjam
9. Radha Mohan Panda, DEO Khurda
10. Sri Kulamani Nath Sharma, Deputy Director
11. Sri Madan Mohan Mohanty
12. Sri Gouranga Chandra Jena, Reader in Education
13. Sri L N Nayak, Executive Engineer, RW-II
14. Sri Dibaker Sarangi, Sr lecture, SCERT
15. Sri M K Ray, DEO Kenderpara
16. Smt Nibedita Mohaptra, Finance Officer OMSM
17. Smt Sujata Patnaik, Asst Director OMSM
18. Sri Chandra Sekhar Mohaptra, Planning Co-ordinator OMSM
19. Sri Prakash Kumar Joshi, DEO Balasore

List of schools visited

Jharsuguda district-16-01-2013

1. Badhara Upgraded High school
   School Upgraded in -2009-10 ( Under RMSA )
   Head Master- Gouranga Charan Das
   No of High school teachers- 06
   Enrollment- Class- IX- 85, Class- X-37

2. Kanakpura Upgraded High school
   School Govt High school.
   Head Master- Mirdha Kissan
   No of High school teachers- 06
   Enrollment- Class- IX- 72, Class- X-113

3. Pithinda Upgraded High school
   School Upgraded in -2009-10 ( Under RMSA )
   Head Master- Santosh Kumar Nayak
   No of High school teachers- 03
   Enrollment- Class- IX- 78, Class- X-54

Keonjhar district-17-01-2013

Balabhadrapur Upgraded High school
   School Upgraded in -2009-10 ( Under RMSA )
   Head Master-
   No of High school teachers- 06
**Harichandanpur Govt High School**
School High school
Head Master- Dillip Kumar rout
No of High school teachers- 03
Enrollment- Class- IX- 34, Class- X-5

**Haladhar Upgraded High School**
School Upgraded in -2009-10 (Under RMSA)
Head Master- Dillip Kumar rout
No of High school teachers- 03
Enrollment- Class- IX- 34, Class- X-5

**Closing Meeting: 19-01-2013**
Venue: Office Chamber of Commissioner- cum- secretary S & ME Deptt

1. Smt Usha Padhee, Commissioner-cum- Secretary S & ME Deptt, Odisha
2. Sri B B Pandit
3. Mr Colin Bangay
4. Sri Naryan Chandra Jena, State Project Director OMSM
5. Sri Srikanta Prusty, Director Secondary Education
6. Sri Jagannath Patel, Chief Engineer RW-II
7. Prof Nihar Ranjan Patnaik, Director TE & SCERT
8. Sri Chandra Sekhar Mohaptra, Planning Co-ordinator OMSM
9. Smt Laita Patnaik, Education Officer, UNICEF
### ANNEX 2: Civil Works Details

<table>
<thead>
<tr>
<th>QUESTION</th>
<th>ANSWER</th>
</tr>
</thead>
<tbody>
<tr>
<td>What percentage of Odisha’s AWPB claim was on civil works and how much was granted by MHRD spend?</td>
<td><strong>Annual Percentage of Civil Works</strong></td>
</tr>
<tr>
<td></td>
<td><strong>Year</strong></td>
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<tr>
<td></td>
<td>2009-10</td>
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<tr>
<td></td>
<td>2010-11</td>
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<tr>
<td></td>
<td>2011-12</td>
</tr>
<tr>
<td>How do you identify which schools to upgrade/what criteria do you use to select?</td>
<td>Opening of new secondary school has been approved by the up-gradation of existing elementary school and the infrastructure was proposed on the land of the existing school. Five step exercises used to be done</td>
</tr>
<tr>
<td></td>
<td><strong>Step 1</strong></td>
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<td><strong>Step 2</strong></td>
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<td><strong>Step 3</strong></td>
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<td><strong>Step 4</strong></td>
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<td><strong>Step 5</strong></td>
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<td></td>
</tr>
<tr>
<td>What proportion of schools are upgrade and what proportion are brand new build from scratch?</td>
<td>100 % New schools are from up-gradation</td>
</tr>
<tr>
<td>What is the average unit cost for school build?</td>
<td>For New school building with 2 section the unit cost is Rs. 58.12 lakhs &amp; For New school building with 2 section the unit cost is Rs. 46.86 lakhs</td>
</tr>
<tr>
<td>Do MHRD and State schedule of works costs vary-if so why?</td>
<td>The works allocated/approved under RMSA is based on the normative cost irrespective of the unit cost formulated by the state based on their state schedule of rate. There by it may vary.</td>
</tr>
</tbody>
</table>
How is civil works procurement done? Who does the works? Are there financial thresholds for different types of procurement?

After coming into effect of the Financial Management & Procurement Manual on 1.4.2012 the civil works procurement have to follow the procurement methodology as per the manual. The limits as per the manual are as follows:

<table>
<thead>
<tr>
<th>Serial No</th>
<th>Procurement Type</th>
<th>Financial Limit</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>No Tender or Direct Purchase (Certificate to be furnished as per rule under 145 of GFR 2005)</td>
<td>Up to Rs 15000/-</td>
</tr>
<tr>
<td>2</td>
<td>Three member committee (Certificate to be furnished as per rule under 146 of GFR 2005)</td>
<td>Above Rs 15000/- and up to Rs 1.00 Lakh.</td>
</tr>
<tr>
<td>3</td>
<td>Limited Tender</td>
<td>Above Rs 1.00 Lakh and up to Rs 10.00 Lakh</td>
</tr>
<tr>
<td>4</td>
<td>Open Tender</td>
<td>Above Rs 10.00 Lakh and below Rs 50.00 Lakh</td>
</tr>
<tr>
<td>5</td>
<td>Open tender using e-procurement process for Civil works, goods &amp; services.</td>
<td>Rs 50.00 Lakh or above</td>
</tr>
<tr>
<td>6</td>
<td>Service Contract</td>
<td></td>
</tr>
<tr>
<td>(a)</td>
<td>Direct Contracting (without three quotations)</td>
<td>Up to Rs 1.00 Lakh</td>
</tr>
<tr>
<td>(b)</td>
<td>Limited Tender</td>
<td>Above Rs 1.00 Lakh and up to Rs 10.00 Lakh</td>
</tr>
<tr>
<td>6(c)</td>
<td>Open Tender</td>
<td>Above 10.00 Lakh</td>
</tr>
</tbody>
</table>

Whereas before coming into effect the FMP manual the Civil Works was supposed to be undertaken either on Contract Basis as per rules or by the Community as is laid down in the RMSA Framework.

How is civil works scrutinised to ensure high quality safe school building?

As per the RMSA Framework

- The SMDC will inspect the work sites, take stock of progress of non-recurring expenditure under various components of the scheme & their quality aspects.
- The State Mission and State Government by a well-structured channel and field visits will monitor all aspects of implementation including performance of all Districts on the quality and pace of implementation of all the components of the scheme for which funds are released.
- A Physical Audit of the works undertaken will be conducted to verify the quality of works and to check that the expenditures incurred have led to the creation of durable assets. The TSG and the Resource Persons of Centre/State Mission will undertake regular visits to districts in order to monitor the quality of programme implementation.

What are the key guidance documents regulation design blueprints that you use for school building?

The bureau of Indian Standard codes, National building code, the state PWD building code & bye-laws and the directions issued by the competent authorities/ department/ Ministry of the state & centre and the framework of RMSA.
<table>
<thead>
<tr>
<th>Question</th>
<th>Answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are there standard designed used within these state? Do your use local material depending on the particular characteristics of each location/zone</td>
<td>There is no standard design in place for civil works. The state is having the flexibility to go for state specific design and to use local material. Only the size of the rooms are specified.</td>
</tr>
<tr>
<td>What are the major climate/environment. National hazard adaptations in the school buildings being built e.g. plinths in flood areas? Earthquake resistance cyclone/ high wind resistance etc? Water catchment in dry areas?</td>
<td>The adaptation of design/measures are completely based on the codal provisions of bureau of indian standards &amp; National building code</td>
</tr>
<tr>
<td>What is the ratio of children to number of toilets provided with In your schools?</td>
<td>As of now one toilet block comprising of two lavatory and two urinals each for boys &amp; girls per school provision is in place.</td>
</tr>
<tr>
<td>What provision is made for safe and fuel efficient catering facilities in your schools?</td>
<td>Secondary section of the school doesn't have the catering facilities.</td>
</tr>
</tbody>
</table>
| What are the key challenges/opportunities in civil works, school design and civil works in your states? | • Orissa falls under Zone II & Zone III of the earthquake zonal subdivision and some of the portion of the state is facing second highest basic wind speed especially Bhubaneshwar zone & the strip of the state situated at the bank of bay of bengal. The unit cost of construction  
  • Five districts are falling in Multi-hazard prone zone, the details is as follows-  
    | Type                  | Districts               |
    | Cyclone and Flood       | Ganjam                  |
    | Earthquake, Cyclone & Flood | Baleshwar, Cuttack, Puri |
    | Earthquake and Cyclone  | Dhenkanal               |
1.1. Introduction

The 1st Joint Review Mission team comprising of Ranjana Arora (GOI representative) and Shabnam Sinha (World Bank) visited Punjab from 15th to 18th 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 mission met with the Principal Secretary, Education, Mr. Ashok Kumar Gupta, Mr. K S Pannu, SPD, RMSA and Director General School Education, Ms Surekha Thakur, ASPD (Civil Work), Mr. R.M. Goyal, 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 Amritsar, Ferozepur, Muktasar and Taran Taran and benefited from interactions with the District Project Coordinators (DPCs), district level RMSA functionaries, school principals, teachers, students, parents and SDMC members. The Mission records its deep appreciation of the kind hospitality of the state of Punjab and the cooperation in undertaking the Mission.

1.2 Overview and Key Issues

The mission 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. As this area progresses, the state may also need to pay attention to the needs of the existing secondary schools that are in dire need of minor and major repairs especially for ensuring safety and security of the students. There are some districts that have large populations of SC categories. However, there is a need for more disaggregated data gathering for SC and Muslim children. The achievement levels of secondary board examinations seem to be on a declining trend since 2009. The state may need to unravel this issue and develop strategies for quality improvement focused on enhancing the student learning levels. He mission was happy to note that the state is planning to take up a baseline study of the achievement levels of children coming out of SSA schools post Class VIII for evaluation of their entry levels for the secondary stage. Innovative use of Edusat in terms of providing access to additional coaching to senior secondary students for pre-medical and JEE was noted. These facilities may be used for broader curriculum support for access to diverse options. The mission recommends that the use of SITs, ROTs and other modalities may be streamlined so that its strategic use is ensured and duplication of hardware in many places avoided.
The state needs to provide special emphasis and drives for training at all levels on decentralized school based planning for realistic AWPB preparation. Prioritization of planned activities especially that for minor and major repairs is critical to prepare the schools to receive large number of secondary students.

Planning and Appraisal Process

The state reported that the planning process was carried out by planning teams at village, cluster, districts and state levels 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 or information collected from schools. The mission 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. GIS mapping is linked to the state portal e-Punjab and plots schools not only against physical location but against more disaggregated dynamic parameters. The state finds this very useful in planning as the GIS goes beyond just spatial information and provides detailed information through links to the e-Punjab portal. Punjab has initiated a process of grading schools in A, B, C and D categories (on pre-identified parameters like focus on SC/ST categories, girls, Student Classroom Ratio, PTR, provision of toilets, etc) and the GIS provides information on these schools by their grades.

The state mentioned that they found the UDISE system very useful as separate DISE and SEMIS had in many cases led to duplication of data and information. Support provided by TSG in helping the state in the planning process was especially appreciated. The District Planning Coordinators had received a 2 days training in New Delhi that had also been helpful. Each of the 216 blocks has its SSA MIS coordinator who helps in monitoring and digitizes data. One of the issues that inhibited the planning process had been the late release of GOI funds after PAB approvals. In the year 2011-12, the recurring grant was received on March 31st, 2012, making it very difficult for the state to undertake its activities like teacher training, paying teacher salaries etc. during the course of the year. However, the mission was informed that the minor repair grants were released to the state under release of recurring grants every year where as the major repair grants also released to the state under creation of capital assets against the approval for the year 2010-11 & 2011-12. It would be useful to have closer coordination between the MHRD and the state for fund releases.

The state had borrowed funds from other state government sources to make good these shortages. Non recurring grants for 2011-12 were received in November of 2012, though the state continues its civil works activities by borrowing from state departments. Punjab managed to complete most of its civil works component. The spillover will be made good once the state is able to pay back its dues to other departments. The state also shared that there was a need for increasing the MMER funds from the present 2% to help the state in using more consultative and effective planning processes.

222 schools have been upgraded from upper primary to secondary level and 1034 teachers appointed. Teachers are recruited by the State Recruitment Board. Teacher Eligibility Test passed candidates are selected- the sate pass rate for TET is only 6%. However, the mission noted huge teacher shortages in the schools in the border district of Taran Taran- owing to the fact that teachers do not wish to stay in difficult conditions and took transfers to urban areas. Women teachers found it difficult to attend to school in these areas, citing harassment and security reasons. In the secondary school in Jhuggian Nattha Singh on Pakistan border, the school was running without a teacher and there was only one teacher who had been co-opted from a far off school. All classrooms were teacher-less as all recruited teachers had left. The teacher and Lab assistant were staying in the classrooms. Such cases need to be monitored carefully as schools cannot be without teachers due to terrorizing and harassment by local elements.
The state has institutionalized a monitoring mechanism with an **Inspection Cell** that monitors program implementation and quality parameters. Punjab University is the identified monitoring body under RMSA. The visiting mission found that there was a need for greater efforts in making the planning process more need based and decentralized. Visits to the schools showed that there were issues emerging in the area of school infrastructure, provision of amenities like toilets, etc. that could have been taken care of had the planning been more school based and decentralized. Setting priorities for asking for much needed funds, especially for toilets and other safety measures at the school level would help prioritize necessary requirements and associated funding for the same. There is a great need for orienting school functionaries and SMDCs on planning.

While there was no evidence on any monitoring tools being used, the state did have a process of monitoring project implementation. At circle level, three CEOs (Circle Education Officers) were assigned the work of monitoring, and in the districts bordering Pakistan, special teams had been formed. The District Engineer (Civil Works), Junior Engineer (Civil Works) inspects the works being done under RMSA and send the on-line report to the head office for further action. The state did not use any structured results framework.

The mission found that the state was concerned about monitoring of the learning achievement levels of the students- especially those entering Class IX- fearing that with the doing away of tests and the no-detention policy under RTE, schools may receive children who do not possess the requisite learning levels for the secondary level. The state has developed some basic assessment tools with key indicators to assess children who seek admission into the secondary level to create a baseline of the same.

**Achievements and Good Practices**

The state under the leadership of the SPD has taken pains to garner support from various stake-holders and has been using these to supplement government funds with those. This is expected to go into the area of quality improvement and school upkeep. Innovative modes of using additional funds are appreciable. Community service has been pressed into action through volunteerism.

**Concerns**

There is need for dedicated efforts to orient at recurrent intervals, all key policy planners like state and district administration, SMDCs, engineers and teachers on planning and appraisal. Greater understanding of holistic school level planning that encompasses issues of access, equity especially gender concerns, CWSN issues and quality improvement requirements is needed.

**Recommendations**

- Decentralized planning processes need significant strengthening, The mission recommends that the state may take up immediate training of teachers, SMDCs, civil works personnel and district level personnel on AWPB preparation with special reference to prioritization of using minor and major repairs grants.
- The mission feels that it is important to make arrangements for teacher accommodation in the border blocks that are facing very difficult conditions areas with relevant norms evolved.
• **Rationalization of teacher positions is needed immediately to reduce concentration of teachers in urban areas. This needs to be factored in the AWPBs of the 5 border districts of Punjab. Convergence with other central ministries could be explored.**

• **Better coordination between central and state governments will be required to complete all formalities in time for enabling timely release of funds.**

**Civil Works**

Planning of Civil Works

The state informed that planning for Civil Works was a bottom-up approach with the actual requirement for the school infrastructure being sent from field level to State Project Office via District Project Coordinators. The district level nodal body for execution of civil works is the District Educational Development Committee (DEDC) headed by Deputy Commissioner. The state utilizes the services of the Engineering wings of government departments for implementation and supervision of Civil works. The Punjab Urban Development Authority (PUDA), Panchayati Raj department, Mandi Karan Board and the Public Works Department (PWD) were used for civil works. The mission found that most works were executed by the Panchayati Raj department and those were of very good quality. The state has not built any new schools under RMSA and uses grants only for school strengthening (addition of classrooms, libraries and Laboratories in existing secondary schools) and up-gradation (addition of secondary block in upper primary schools to meet the norm of a secondary school within 5 kilometers of a habitation).

All procurement above Rs.10 lacs is done through government departments assigned the work. Procurement of all works over Rs. 10 lacs is done through tendering through newspapers and information to societies/bodies of contractors. Contracts are awarded to the lowest tender and technical specifications were provided in the tender- generally as per PWD specifications and bids are accepted only from empanelled contractors. There is no publication in newspapers for tenders below Rs. 5 lacs. All contracts above Rs.1 crore are tendered through e-tendering process (not nic certified yet). All tenders above Rs 20 lacs are accepted by the Superintending Engineer and those above Rs. 50 lacs are accepted by a technical committee at the state level. The state has a Common Schedule of Rates that is Rs. 1000 per square foot. State has not found bundling of use as that leads to lack of accountability and the packets of contracts are not too large that should justify such bundling. The contractor that is awarded the contract is expected to locate a site laboratory in the school to monitor progress of works. The state shared that the RMSA norms for construction were found to be inadequate for Punjab where the unit cost was higher than even that at the national level. More often than not, the shortfall is met through community contribution or through corporate funding/donations. In rural areas like Rataul Rohi the cost of strengthening of a school science lab, library, two classrooms and toilets was Rs.20,78286 out of the released amount of 25, 86000 and in Mishri Walan, within the released amount basket ball playground is also constructed for secondary stage students. The state has taken up innovative strategies for civil works.

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 mission noted that all strengthening and upgradation was taken up in areas where there was a heavy demand for the same and large numbers of children enrolling into the schools created. School mapping and population projection exercises are undertaken, the state informed. The mission noted that minor grants for school maintenance could be accessed only after 5 years in case of a new construction. **It would be a good idea to build in a maintenance clause for 5 years in the construction contract with a minor percentage allocation so that the schools remain in very good condition.**
The mission was impressed to note the quality of the work undertaken both for strengthening and upgradation. The quality of materials was of good quality, standard finish and sturdy dimensions. Electricity switches were installed and working. Soil testing and design specifications were undertaken by state Engineering colleges and though the area is not prone to earthquakes, plinth beams have been provided in the schools from the foundation up till the door and often the roof levels. National Building Code and the PWD Manual are followed as the defining guidelines.

The quality of the secondary schools that have not been upgraded is very deficient. The mission visited a secondary school in the border district of Punjab (Taran Taran) and found that the entire school was out in the open attending a religious discourse during class hours. The building was very dilapidated; classrooms were dark, damp and dingy; naked electric wires were hanging from the ceiling and drinking water units were in the midst of rotten water cesspools. There seemed to be a complete lack of awareness in the school authorities on RMSA norms for minor and major repairs and they had not asked for the same in their AWPBs. It appears that training and orientation of school authorities and SMDCs on RMSA norms and grants that can be availed of are completely missing. Existing schools need to make better use of minor repair grants. While each school has a School Management Development Committee (SMDC) that carries out civil work, the mission is of the view that there is a need for a much greater coordination and consultation at the decentralized level especially at the school level to ensure that the exigent requirements of civil works are factored into the AWPBs. There is also a need for training of the SMDCs, school authorities on prioritizing their requirements. School authorities need much more clarity on provisions of funds under SSA and RMSA. The state informed that sometimes released funds go to schools where requirements had already met with funds from different source and if school informs the district/state authority well in time, state transfers this fund to needy school. The state also informed that no grants were released by GOI for minor and major repairs. This is an area of immediate concerns and funds are required.

All schools need better toilet facilities especially for girls at the secondary level who are adolescent going through a challenging phase requiring clean and hygienic toilet facilities. The mission found that many schools did not have this provision, as the AWBP prepared had not asked for additional toilets especially in schools that were strengthened with RMSA grants. In most schools visited, the toilets were either not in use or were locked.

Achievements and Good Practices

The mission would like to place on record its appreciation of the vision of the state in making a model infrastructure for the secondary school so that all additions can follow an overall architectural pattern as and when the extensions happen. This would provide whole school approach rather than piece meal additions of classrooms.

The mission was happy to see that some of the schools visited had components of environment friendly elements like water harvesting units, plantations and green- houses. The state informed that they had received recently the Environment Management Framework. The state has undertaken appreciable efforts to supplement government funds through leveraging of Corporate Social Responsibility (CSR) funds of large corporates/philanthropists/ Non Resident Indians especially in school infrastructure enhancement. Punjab has 24 Adarsh schools (classes I-XII) constructed under PPP model, where free education is being given to all the girls and boys from I to XII.

Concerns:
The state has 5 districts that are in the bordering areas with Pakistan. Secondary schools have been provided as per RMSA norms but in many cases there was a secondary school within 7-8 kms (Zafar Kot)
and in some cases with-in 12-13 kilometers (Hussaini wala) of a habitation. The mission noted that considering the difficult terrain, lack of safely for girls travelling long distances to school, there is merit in relaxing the norms of opening secondary schools in blocks of districts that are immediately next to the border. The mission was happy to note that the MHRD has already taken this into account and, the PAB has already relaxed the enrollment criteria norms in case of Punjab for the areas adjoining to the border.

**Recommendations:**

- The state has shared *Guidelines for Civil Works* with SMDCs. The state may wish to disseminate this on a larger scale as the mission 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/Principals for them to benefit from them especially minor and major repairs.
- Survey of availability of usable/functional toilets for girls including orientation of teachers to be sensitive to the special needs of adolescent girls for access to clean hygienic toilets.

**Progress towards the achievement of Goals**

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

The state has 7454 secondary schools out of which 3349 are government schools (1466 are higher secondary) and 3642 are government unaided schools. The GER is 69.36% (67.88% for boys and 71.03% for girls) with a GPI of 0.84. As per state data, the NER is 48%. The transition rate from upper primary to secondary is 91.52% and completion rate is 88.61%. Pupil Teacher Ratio is 14.07. Density of secondary schools per 10 km is 1.10- an area of concern that indicates that there is a need for careful planning to meet the RMSA norms of having a secondary school within 5 kilometers range. SEMIS data informs that there are 81.96% toilets for girls. The mission however, could not find evidence of functional toilets for girls in many schools visited and in most cases, the tiles were locked. The state has received approval for upgradation of 222 schools from upper primary to secondary and it has completed 178 schools and 44 are under progress. There are 62.61% regular teachers in schools and 64.24% contractual teachers. The state has recruited 1034 teachers and in the process of recruiting 596 more.

The transition rate from upper primary to secondary (all management) has increased from 89.04% in 2010-11 to 91.52% in 2011-12 (state data). GER has increased from 63.17 in 2010 to 77.64 in 2011-12 (state data). The Mission observed good enrollment and attendance in Class IX in most of the schools visited (40-60 students per section). Mission interaction with parents of students in school and the community members revealed that opening of secondary schools in SC dominated areas has helped a large number of SC students especially girls access education within 5 kms of the habitation.

**Concerns:**

Considering the overwhelming demand for secondary schools, it is important that the exiting schools are strengthened significantly to be able to provide a clean and safe learning environment to students. The attention of the state needs to be provided on existing secondary schools that do not fall under either strengthening or upgradation categories.
Recommendations

- The state may undertake on a priority basis a survey of facilities available at the existing secondary schools and a detailed analysis of minor and major repairs required in them. This has special reference to safety, hygiene, toilets (especially for girls).

Goal 2: To bridge gender and social gaps

A. Gender gaps

Gender parity index at secondary stage is found 0.84 as per SEMIS data indicating need for special efforts to ensure that more girl students come to schools and stay. For this, special drive for gender sensitivity for girls and for women teacher is needed. The mission was concerned to note that in the school in Taran (Jhuggian Natha Singh), all women teachers had left the school due to harassment by the sarpanch. Such incidents need immediate reporting to authorities and action taken. Although through community mobilization practices, girls started getting enrolled in class IX even in remote rural area, the state informed that much more mobilization is needed more schools need to be upgraded. This has special reference to areas with a difficult terrain. In such cases (border districts) relaxation of norms for providing girls schools even within a distance less than 5 kms may be needed as requested by parents and the community.

As KGBV hostels have been found to be of immense value at the elementary level, it would be useful for the state to consider setting up KGBVs for secondary girls in border blocks, as girls face immense security problems in reaching schools that are far away from their homes. Govt. of Punjab has provisioned free education to girls up to tertiary stage for reducing the gender gap and empowering girls, Karate classes for girls was undertaken in most schools. In some of the schools visited, the mission was impressed to note that girls had received prizes for fencing and other martial arts training.

Good Practices:

The state has also implemented a policy that girls are free from any harassment/eve teasing from outsiders. Police patrolling parties are put in place outside the school premises at these times for security of the girls.

Recommendations:

- Special programs on girls and womens’ issues may be started targeting teachers, district level functionaries and SMDC members. The state may tie with women’s organizations for starting these programs.
- The mission would like to urge the MHRD to consider setting up upgraded KGBVs in difficult blocks in border districts

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

The share of SC population is 28.9 % of the total population. The state has been making efforts to upgrade a good number of upper primary schools into secondary in SC dominated areas for providing SC children access to secondary education. The enrollment of SC children has increased in the last three years. The enrollment of SC children was 179669 in 2010-11, 217072 in 2011-12 and has increased to
In 2012-13 the state has upgraded 36 schools into secondary out of total 149 in SC dominated areas. Out of 81 schools, 17 are proposed for up gradation in SC dominated areas in the year 2013-14.

State officials informed the mission that the state offers five schemes to provide nominal financial support to SC/OBC children. These include state education welfare scheme for SC and OBC (up to 10th) in which Rs 40/month is being given to girls and Rs. 30/month to boys; a special scheme for SC girls which has a provision of Rs. 50 per month; Vimukt Jaati Scheme providing Rs. 40 per month to children belonging Vimukt castes; Free examination for SCs; ‘Honhar Vidyarthi’ scheme on result basis (scholarship to selected 6 brilliant students(3 boys and 3 girls) in each block. The mission felt that there is need for awareness generation among teachers and students regarding these schemes to help them avail of the same.

**Recommendations:**
- There is need for more disaggregated data on the status of SC/ST/minority and girl students (in these categories) at the state level. The mission recommends that the state may tie up with a research organization or the Monitoring Institute assigned for SSA to prepare a data base on the students in these categories at the secondary level.

C. **Children with Special Needs:**

The state reported that there have been efforts taken up for CWSN under the IEDC scheme but the mission was concerned to note that there was little or no appreciation of the special needs of CWSN children in the schools visited. While the state has 1.3% schools exclusively for CWSN, the regular secondary schools had no dynamic provision for in-class support of such children. Most schools had ramps constructed. However, in the interaction with teachers, the mission noted that there was no appreciation of CWSN issues. The state needs to take up identification drives for CWSN children in each school and orientation of teachers on special needs. The mission noted in a school in Taran Taran that there was a child with visual impairment who was made to sit at the last bench in the class. The teacher was unaware that the child had vision problems until the mission pointed it out.

**Recommendations:**
- The mission recommends a special 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.
- It is recommended that the state may tie up with a research institute working in the area of CWSN and with agencies like RCI to address this area.
- The mission recommends that the data on CWSN may be prepared for presentation to the second JRM of RMSA.

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

The major issue that the state faces is not one of drop outs but of large enrolments at the secondary level. An issue of concern that the JRM wishes to put on record is that teachers articulated the fact that they were wary of accepting students from elementary schools as they were expected to have low learning levels since RTE had mandated doing away with tests. The state has instituted a baseline assessment study at Class IX to understand the remedial teaching requirements of low-performing elementary pass-
outs. This has implication for the elementary sector which is the feeder to the secondary schools. The state articulated the request and asked that it be put on record that RTE policy of not testing students (especially doing away of annual examinations) may be revisited to ensure quality learning outcomes and for monitor teacher accountability for the results. This is necessary for the success of RMSA.

**Recommendations:**

- The mission recommends that there may be a more holistic view taken of the sector with curricular linkages for improving the quality of elementary school achievement levels to ensure inflow of children with robust learning levels to the secondary level.

**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. Punjab is introducing NCERT textbooks taking the copyrights from the Council and translating these books into Punjabi. The state has implemented Mathematics textbooks (NCERT) in class IX in the session 2012-13. However, implementation of textbooks in other subject areas is still in the process. The mission felt that school teachers and even the principals of secondary schools are not informed about the NCF-2005 vision and perspectives wherein school is now being accepted as a space where knowledge is created and the child is seen as the central point of all strategies and activities. The mission observed that the schools were full 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, the pedagogy being practiced was not found centering on the child. Textbook and teacher talk dominated approach is observed in most of the school visited. There is a need to transition the discourse more towards teaching learning rather than provision of materials.

The mission would like to emphasize that mere adoption of the NCERT textbooks will not change the classroom culture, if the teachers are not trained or oriented to be able to use these textbooks appropriately. It would be important for the state to engage with the authors of the NCF (2005)/NCERT textbooks to understand the principles and then develop their own teacher manuals and training strategies for this purpose.

The mission felt that Continuous and Comprehensive Evaluation (CCE) has not been implemented at the secondary stage. Principals and teachers of schools have not received any training on this aspect and are not aware of CCE perspectives.

**Teacher Availability**

The secondary stage teacher is teaching from classes 6-10 as per the state policy. Although, the PTR as reported in SEMIS is 14.07 and SCR is 37, the mission observed overcrowded classrooms in most of the schools visited. Teachers also informed that they were overburdened and found it difficult to engage children in experimentation and other activities due to overcrowded classrooms. In spite of improved PTR ratio as reflected, there appears to be shortage of subject wise teachers at the secondary stage. This reflects a need for efficient subject wise appointment, redeployment and rationalization of teacher positions to ensure that the norms for PTR under RMSA are met in meaningful and real terms.
Teacher Training:

RMSA has a provision for five days of in-service training per teacher, per year. In the year 2012-13 the state of Punjab has provided training to 6700 teachers and further training of 6700 teachers is in progress. Although 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 by the state on this. The state has also to train 3640 headmasters in 2012-13 as per the approval.

At the secondary stage generally subject-specific training is being provided by the state. The mission observed subject specific modules in mathematics, science activity book and a module for generic general skill developed by the state 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 are content dominated. Describing pedagogy in mechanical manner, these modules do not incorporate concerns related to gender, marginalised group, Children with Special Needs, art, health and work. Perspectives about child, school, teaching-learning and evaluation have not found space in these modules. There is a need to critically review these modules in view of implementation of NCERT textbooks in the state.

With regard to training of headmasters and teachers the mission found that vision of child, school and teaching-learning is not being taken care of. The content of the module is delivered in isolation from the student’s need.

Punjab has registered the mobile numbers of every single teacher and other school staff and pay their mobile bills. Networking with teachers through mobile technology may be utilized not only to run school efficiently but also for sharing curricular and pedagogical issues.

Academic Support and Monitoring Systems

The mission notes with concern that a mechanism for academic support to teachers from district level institutions needs to be put in place. Although the state informed that inspection teams regularly visits schools and get feedback, yet much efforts are needed on academic support and monitoring aspects.

Classroom practices

The mission observed secondary classes in almost all the schools visited and found that teacher talk dominates the classroom. Students do not get an opportunity to share their views and questions. Hands on experiences are not given to students even though necessary material is available. The classes where children were using computer were being conducted in a mechanical manner. Learning was designed in linear manner. Students’ engagement with themes was found missing in the classrooms.

Pupil Assessment: The state Board exams of the last three years showed that in 88.31% children form government schools and 74.07% from private schools 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). The government schools have shown better trends than private schools. However, overall, a decreasing trend in the pass percentage noted is a matter of concern and the state may need to pay special attention to quality improvement processes especially teacher training and institutional reform processes.
Student learning levels:
Basic concepts in science and mathematics were found to be weak in students. Communication skills as well as understanding in Hindi language were satisfactory, considering that the students were from remote rural areas.

Good Practices:
Punjab has undertaken two major programs in 2012-13. One is PTA meeting for all the schools in Punjab on the same date deputing its eighty four functionaries to visit the entire district on this date and interact with parents and students. Majority of parents invited attended these meetings. A variety of malpractices in the school system were identified. Children specially girls shared their experiences of sex abuse if any and discussed their problems related to subjects and health. The second program was an anti-drug campaign in all the districts where children and teachers together made the community aware of the disadvantages of drug abuse through mass marches with slogans.

Recommendations:

- The Mission recommends perspective building programs for secondary stage teachers and educational administrators on CCE in view of bringing examination reform at this stage.
- The Mission strongly recommends that all districts facing teacher shortages in schools may carefully assess the actual PTR/SCR situation at the classroom level and take up teacher rationalization processes effectively to address the uneven distribution of teachers, despite the overall PTR appearing to be low as per prescribed norms.
- The mission recommends that given diverse contexts and needs of teachers a variety of training modules and models (including that for leadership training for Principals) may be developed which could be offered to the districts to choose from as per their needs with institutional collaboration with SCERT/NCERT/NUEPA for orientation/training for the various stakeholders at the secondary stage.
- 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 recommends that state need to make effort in assessing learning levels of students in class IX and design teaching –learning process as per their need.

A. Program Management

Punjab has constituted its Society for the implementation of Rashtriya Madhyamik Shiksha Abhiyan which has been registered under Societies Registration Act 1860 in the State of Punjab and was notified as a Society on 29th January, 2009. It has been named the Rashtriya Madhyamik Shiksha Abhiyan Authority, Punjab. RMSA Punjab has constituted its General Body (headed by the Chief Minister) and the Executive Committee (headed by the Chief Secretary) with the requisite members.

GOI releases to the state are maintained in a separate bank account of RMSAA Punjab. Funds are received from GOI in two tranches. GOI releases funds to the state electronically and a significant number of districts further electronically release the funds to implementing agencies. The mission was informed that the state uses Manual for Financial Management and Procurement (FMP) for RMSA. Districts are authorized to incur expenditure with approval from the executive body in accordance with the FMP manual. The authorized auditor appointed by the Society audits the annual expenditure. The
utilization certificate then sent to the MHRD by the state governing council for further release. The district maintains the accounts in a double entry system.

The mission found that the state has been using the FMP manual for planning and financial issues. Planning teams are aware of the manual and have received training on the use of the Manual from TSG, MHRD. During interactions it emerged that the state plans its AWPB as per this manual and the RMSA framework. Some of the school Principals were aware of the manual and were undertaking fund allocation as per the Manual and the instruction of district core team members. However, many school Principals were completely unaware of the Manual and norms like minor and major repair grants. This was especially true for regular secondary schools that were not part of the strengthening or upgradation list.

The state has recruited 149 personnel for RMSA and 295 are yet to be recruited. The Finance department is headed by the Joint Controller (F&A). At the state level, out of the 6 positions sanctioned for FM, 4 have been filled up. At the district level, the situation is a matter of concern. Out of the 25 sanctioned positions, the 20 positions have been filled in. The position of 2 Audit staff has not been filled up. This is because the MMR funds are too little for the state to hire FM staff. At the State Project office, out of the 35 total sanctioned positions, 29 have been filled up.

As of September 2012, against a release of Rs. 7697.36 lacs, Rs. 5971.03 lacs were released to districts under the non-recurring grants. Under recurring grants, against a release of Rs.1546.96 lacs, the state released Rs. 764.51 lacs to the districts. There was unspent balance of Rs. 782.45 lacs. The state needs to take up filling up of vacant positions at the earliest.

The state informed that program implementation may become easier if there is a block level structure available for more effective implementation. The BEO/BRCC could take up functions under RMSA. GOI may consider the request of the state, as the gap between the school and the district in many large districts inhibits project implementation.

**Community Mobilization and Management**

SMDCs were found to be playing an important role as far as civil work and availability of other necessary physical resources are concerned. However the mission 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.
- The mission recommends that MHRD may consider delinking staff salary from MMER for sustainability and retention of project staff.
- The MHRD may consider collaboration with existing block level institutions for RMSA capacity building and academic coordination.
JRM Field Visit

Members
1. Ms Shabnam Sinha. (Member of World Bank)
2. Ms Ranjana Arora (Member of GOI)
3. Ms Surekha Thakur ASPD (Civil Work, Govt of Punjab),
4. Mr. R.M. Goyal Govt of Punjab

Field Visit Itinerary

15.01.2013
- Mission Briefing meting as Punjab Bhavan with Mr. K S Pannu, SPD, RMSA and Director General School and RMSA team
- Meeting with Principal Secretary, Education, Mr. Ashok Kumar Gupta,
- Travel from Chandigarh to Amritsar

16.10.2013:
JRM District Visit to Amritsar

17.10.2013:
JRM visit to three districts in two teams:
1. Ferozepur and Muktsar
2. Taran Taran

18.01.2013:
- JRM Wrap Up meeting with Mr. K S Pannu, SPD, RMSA and Director General School and RMSA team
- JRM departure to New Delhi
1.1. Introduction

The 1st Joint Review Mission team comprising of Sourav Banerjee (GOI representative) and Toby Linden (World Bank) visited Rajasthan from 15th to 19th January 2013 to review progress towards overall goals and objectives of Rashtriya Madhyamik Siksha Abhiyan (RMSA) with special reference to planning and appraisal processes and civil works.

The Mission team met with Principal Secretary, Education, Ms. Veenu Gupta, and the State Project Director, Dr. Veena Pradhan, and her staff, and travelled to the districts of Ajmer, Bhilwara and Chittorgarh. In the districts, the Mission visited schools, met students, teachers, members of the school community and district level functionaries of RMSA. In Chittorgarh, the team also met Dr. Ravi Jain, the District Collector. The full programme is attached at the Annex. The Mission highly appreciates the warm hospitality extended to the team by all stakeholders and is extremely grateful to all those who gave their time to make the visits so informative and enjoyable.

1.2 Overview and Key Issues

The state of Rajasthan has taken various initiatives for strengthening of secondary education, including up-gradation of upper primary schools, recruitment of teachers and introduction of several schemes to encourage participation of girls and other disadvantaged children in secondary education. The state has also established the necessary systems and processes for effective implementation of RMSA. Planning processes have been streamlined; SEMIS data and individual school improvement plans have been the basis of planning for RMSA. However the focus of planning under RMSA has so far been on making available the necessary infrastructure (civil works and teachers). The state now needs to quickly shift the focus to effective planning for quality and equity as without this the program runs the risk of not making a significant dent in the key issues identified by the state in secondary education. Actual implementation has been affected by the following reasons:

- Regular availability of funds
- Various norms and unit costs prescribed by GOI which had made it difficult for the program to respond to specific challenges.
- Large vacancies of staff as a result of low MMR funds; this has affected program management. The State and the GOI need to resolve these issues at the earliest to ensure effective implementation of RMSA in the state.
Focus areas for this JRM

Planning and Appraisal Process

Effective planning is hampered by uncertainties about financial releases and flows

Several issues were identified at each stage of the planning and fund flow process which create significant uncertainty and reduce the capacity for effective implementation. First, PAB approvals have been consistently lower than requests, but present state officials were usually not aware of why PAB proposals had been rejected since the reasons for such rejection were not always minuted/recorded. The gap between State proposals and PAB approvals has been improving, but not consistently and from a very low base (see table). Second, releases from GoI have been consistently lower than PAB approvals due to low fund availability at GOI level. Third, the State, districts and schools complain about receiving money too late in the financial year (though GOI clarified that delayed releases have been mainly due to delay on the part of the state in submitting necessary documents); this is especially problematic for recurring funds, which cannot be carried forward. The net effect is that expenditure as a proportion of PAB approvals is very low.

<table>
<thead>
<tr>
<th>Year</th>
<th>PAB proposals</th>
<th>Approvals</th>
<th>Approvals as % of proposals</th>
<th>Funds available (GOI and State releases + carry forward)</th>
<th>Expenditure</th>
<th>Exp. as % of approvals</th>
<th>Exp. as % of available funds</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009-10</td>
<td>100602</td>
<td>4319</td>
<td>4.3%</td>
<td>1818</td>
<td>1791</td>
<td>41.5%</td>
<td>98.5%</td>
</tr>
<tr>
<td>2010-11</td>
<td>91812</td>
<td>32911</td>
<td>35.8%</td>
<td>8559</td>
<td>5603</td>
<td>17.0%</td>
<td>65.5%</td>
</tr>
<tr>
<td>2011-12</td>
<td>102416</td>
<td>78284</td>
<td>76.4%</td>
<td>21430</td>
<td>12460</td>
<td>15.8%</td>
<td>57.9%</td>
</tr>
<tr>
<td>2012-13</td>
<td>44229</td>
<td>25728</td>
<td>58.2%</td>
<td>8704</td>
<td>2818</td>
<td>11.0%</td>
<td>32.4%</td>
</tr>
</tbody>
</table>

Source: Brief: Rajasthan. Note: budget figures in Rs. lakhs.

Recommendations for State

- State planning should include a Plan B, in case the PAB does not approve all the State’s proposals. This prioritization should be transparent.

Recommendations for GoI

- Greater coordination between the central and state government is required to ensure regular availability of funds
- Greater clarity of the PAB minutes is needed to explain decisions made. This will provide useful guidance to all States in the future.
- GoI should explore the option of providing (in discussion with the Ministry of Finance and Planning Commission) an indicative allocation to each state at the start of the planning process, based on the expected budget envelope and objective needs of states. States would then plan their PAB proposals within this indicative total.
Planning is evidence-based but not sufficiently linked to key challenges or expected outcomes

Planning in Rajasthan is commendably evidence-based. The State has made good use of SEMIS data (though the most recent is not yet available), has conducted a GIS-mapping exercise (though an updated report is awaited), has estimated teacher needs by subject, and collects data from schools on infrastructure. This evidence is collected consistently across state, and district officers were able to explain the data they collected and use.

The Mission team found that district and state plans list the generic problems in secondary education and the proposed activities to be funded under the RMSA Programme. However, there was no attempt analyse the problems in more detail (for example, explaining why gender enrollment is low or why the transition rates fluctuate across districts) so that there is a justification for and link to the interventions proposed, and an understanding of the expected outcomes from the interventions. Given that RMSA funding is relatively modest (at least at present), the State would benefit from setting clearer priorities and identifying specific strategies to address them.

**Recommendations for State**

- **Ensure SEMIS for 2011-12 is completed urgently, and for 2012-13 as quickly as possible to inform the planning process for 2013-14.**
- **Use projections of likely student enrollments to plan investments. These projections are needed at the sub-district level; i.e., at the school or at least block level. The projections also need to take into account the presence of and spare capacity in private schools, to estimate demand for government school places.**
- **Update the analysis of teacher requirements by subject as soon as possible; then sanctioned posts need to be filled on a priority basis. The analysis should look at projections of teacher needs.**
- **Use the Planning and Appraisal Manual to develop more specific strategies linked to priority issues for the State and the districts.**

There is an urgent need to plan for improvement of learning outcomes/quality education

The Mission team found little evidence of planning at the school, district or State level for quality improvement, beyond planning for teacher training. Few people met could articulate the reasons for poor student learning outcomes and effective strategies to address them. It appears that the discussion around the RMSA Programme has focused mainly on infrastructure. In probing discussions during the visits, the Mission team found two key issues which need to be addressed urgently:

- The weak core skills (literacy especially) of students when entering secondary education. These weak literacy skills mean that children do not have access to the most of the curriculum across all subjects. This issue will only become more acute as additional children come into the secondary sector, as enrollments and completion rates in elementary education increase further.
- The negative impact of the Board examination on the curriculum and pedagogy prevalent in secondary schools. This is restricting the capacity of teachers to utilize the NCERT textbooks which have been adopted and shift their teaching to include, for example, more project-based work.

The Mission team commends the State for having twice requested funds for developing a learning assessment; the proposal was rejected during the appraisal process. The GOI informed that the proposal could not be entertained due to lack of sufficient details. The Mission agrees with the need for this exercise urgently and therefore recommends that the state takes up the proposal again with the GOI along with sufficient details.
Recommendations for State

- Engage stakeholders in an open conversation about how to identify the main constraints to learning outcomes and effective strategies to overcome them. The focus of that conversation should be on how to help teachers respond to the multiple learning needs of their students. This conversation should then 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; 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).
- Continue to seek funds for an assessment of student learning (along with necessary details), and instruments that teachers can use to keep track of students’ progress.
- Reach out to the State Board of Secondary Education to support a shift towards an examination system and syllabus in line with the National Curriculum Framework 2005.
- Seek mechanisms for promoting in secondary schools and their communities a greater understanding and acceptance of the non-retention policy in elementary education

Recommendations for GoI

- Consultation with states on the effectiveness of the Quality Improvement sections of the Planning and Appraisal Manual and revise in response to suggestions
- Establish a clear and detailed timetable and the budget for the development of the Class X assessment, to provide outcome measures of secondary education and provide guidance to States
- Encourage and approve proposals by states to develop their own learning assessments, linked to the NCF 2005, especially in grade 9, subject to their technical soundness
- Engage the State Boards, through COBSE, in continued examination reform

There needs to be planning for institutional development, especially for academic and leadership support

The State, through support from RMSA and SSA is supporting teacher training and is engaged in a pilot for leadership (principals’) training with NUEPA and the UK’s National College for School Leadership. These activities are to be encouraged (subject to the remarks above about the content of that training). The Mission in particular believes that effective principals can be one of the fastest ways to improve the performance of schools. (It is noted that more than half the schools visited had an acting principal; this indicates that those needing leadership training should extend beyond those formally designated as principals.)

However, at present, the approach to training is through the use of master trainers/key resources persons; and these individuals are those who already have full-time jobs (as teachers or principals). The challenge with this approach is that it does not build longer term capacity, available as needed, to support change at the school level. In addition, Block and Cluster Resource Centres are not active.
Recommendations for State

- Engage existing institutions such as SCERT, IASE, SIEMAT, DIETs, Colleges of Teacher Education (in both the public and private sector), and NGOs to provide training. Where necessary, RMSA should be used to build up the capacity of these institutions, including those in the private sector, so that these resources are available to the State, including through RMSA funding, on a larger scale in the future.

- Ensure that the leadership training being developed with NCLS and NUEPA for principals focuses not only the content of the training, but also a plan to build sustainable capacity and in particular roll out the programme to all 11,500 government secondary schools in the state.

- In the short run, this capacity will not be sufficient to meet the training and capacity building needs. One approach, which will also have longer term benefits, is to promote the networking of teachers and principals, so that they can support each other on an ongoing basis in overcoming their local challenges. This should be a specific objective of any training.

Recommendations for GoI

- Promote stronger linkages between SSA instruments and those of RMSA and the CSS on Teacher Education. For example, state level institutions under NCERT and NUEPA could be supported both from SSA and RMSA to carry out different activities.

Several aspects of the Programme appear to impose unnecessary and counterproductive restrictions on the State’s capacity to plan well.

These restrictions result in inefficient or ineffective use of funds. The areas noted by the Mission are:

- The component wise specification of financing norms for civil works. These norms are not present in the RMSA Framework but included in an annexure to the Planning and Appraisal Manual. As elsewhere in the Framework, a better approach is to allow State norms to apply. GOI informed the Mission that necessary steps are being taken in this direction.

- School annual grants are given in the same amount to each school, which means that some large schools do not receive significant additional resources.

- The prescribed allocation of activities for the school annual grant undermines the purpose of the grant which is to foster autonomy, capacity and community engagement at the school level. GOI informed the Mission that these components are merely indicative but the state seems to be under the impression that these are prescriptive.

Recommendations for GoI

- The GoI should consider allowing State financial norms to apply for the different elements of civil works and States to allocate the school grant by enrollment, so that larger schools get more useful amount of money, perhaps subject to a minimum amount per school (with that minimum set by the State).

Civil Works

Civil works progress has been significantly hampered by lack of funds and restrictions on unit cost. The status of civil works is as follows:

<table>
<thead>
<tr>
<th>Type of civil works</th>
<th>2010-11 sanction</th>
<th>2011-12 sanction</th>
<th>Total sanctioned</th>
<th>Works complete</th>
<th>Works in progress</th>
<th>Work orders not issued</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strengthening of schools</td>
<td>951</td>
<td>2392</td>
<td>3343</td>
<td>62</td>
<td>696</td>
<td>2585</td>
</tr>
</tbody>
</table>
Note: The state informed the Mission that all the civil works in progress relate to the 2010-11 sanctions as no funds were released by GoI against the 2011-12 sanctions. GOI however informed that funds were released in 2011-12 as well.

Progress of civil works has been seriously hampered due to (1) delay in release of funds and (2) rise in unit costs due to this delay. The unit costs sanctioned for the facilities are fixed at the national level 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. Contractors in many cases have stopped work expressing their inability to complete the work in the agreed rate. Forcing contractors to work with an unreasonable unit cost would force them to cut corners, thereby affecting the quality of work. The following options can be explored:

- Consider reducing the areas of the facilities like the computer room, art room and library.
- Re-look at the design to make them cost effective, e.g., doing away with the verandah, making it narrower etc (explained in detail below).
- Using the savings accrued in certain works to be adjusted against the higher cost in other cases (explained below).
- Explore alternative sources of funding e.g other departmental funds or private funds.

If none of the above works, the GoI should seriously consider increasing the unit costs with retrospective effect.

**Recommendations for the State:**
- **No further civil works be started unless the issue of unit costs are resolved. The focus of the state in the next six months should be on completing the works that are in progress.**

**Recommendations for GOI**
- **States should be allowed flexibility in deciding their own unit costs.**
- **Immediate steps should be taken to resolve the impasse with respect to unit costs in discussion with the state; this can be done by sanctioning additional funds or by allowing reduction in targets/room sizes.**

**The focus of civil works planning should be to ensure that the infrastructure is provided to schools that need it the most**

The mission tried to develop an understanding of the process through which civil works needs are identified and prioritized. The individual school improvement plans list out the infrastructural facilities that are available in the school in a specified format. The format also provides information on the size and condition of the existing rooms. Based on the reported infrastructure and the current enrolment, the gaps/needs of each school are calculated at the district level. The schools are then listed in order of their enrolment and the civil works allocations are prioritized as per enrolment; the school with the highest enrolment is accorded the highest priority and all infrastructure need of that school is fulfilled (whole school approach) before moving on to the school with the next highest enrolment.
The process, though logical and transparent, has the following drawbacks:

- Since funds are limited and the need for civil works is very high in most schools, a very limited number of schools per district could be catered to during the past three years of the program. Also it is mainly the urban/peri-urban schools with high enrolment that have been benefitted from the RMSA civil works.
- There is a possibility that schools that are in greater need of classroom get left out just because their enrolments are lower. For example, a large school (with enrolment over 1000) with 24 rooms might need another classroom and a library; such a school gets priority over another school having 200 students and three classrooms, though the requirement for a classroom in the second school is greater.
- Since the infrastructure need is calculated based on reported data and not a strict assessment of the existing situation, some of the schools might have been over-provided for. The Mission observed a couple of such cases. In one case the school had a couple of small classrooms that did not meet the minimum classroom norm provided in the guidance and was therefore not reported as existing classrooms. However, some of the sections in the school had very few students and could easily fit into these rooms. In another case, the school had an enrolment of 1800 students with over 40 classrooms. Running the school in two shifts could have ensured better utilization of the existing infrastructure rather than providing additional classrooms. The Mission also observed a couple of cases where existing rooms could have been refurbished through major repairs instead of adding more rooms.
- The planning does not take into account possible infrastructure that the village might receive through donation or from other sources. The Mission observed a case where a computer room was allocated to a school while the same was provided by a Minister.
- While in general the ‘whole school’ approach is admirable, it does mean that the State is unable to focus on some specific priorities (for example, ensuring all schools have girls’ toilets to meet the State’s concerns about gender equity).

**Recommendations for State**

- The initial identification and prioritization of the schools on the basis of reported data should be followed up with a physical verification to confirm that the facilities proposed are actually needed. Alternative options like refurbishment of existing infrastructure, double shifts and likely availability through other sources should be considered before making any fresh civil work investment.
- There should be some flexibility of catering to the critical needs of schools with lower enrolment, based on an objective criterion. The state informed that the flexibility currently exists but the Mission did not observe it being adopted in any of the three districts visited. There is a need to emphasize this flexibility to the districts.

**Recommendations for GOI**

- The GOI should seek feedback from the states to see if the whole school approach is the best way of providing civil work facilities. With the current limitation of funds, should something like an art/craft room receive priority over more critical needs like classrooms and girls’ toilets?

**Need to revisit procurement processes to make them more efficient.**

The procurement of civil works is done at the district level. The NIT is issued on-line listing out all the works that are to be taken up in the district. However, bidders are to bid for individual works. The bids are received and opened at the district office in presence of the SDMC members of the concerned school. After a comparative analysis and identification of the lowest bidder (technical competency is established by the registration of the contractor and in case of all the bids from registered contractors, the lowest bid is selected) the file is sent back to the school for final negotiations. Once the final amount is decided, the file is sent back to the district and from there to the state office for approval. After approval from the
SPO, the file is sent back to the school via the district and the SDMC issues the work order. The entire process takes four to five months.

Payments are released to the contractor in three installments; the first 40% of the contract value on issue of work order, the next 40% on 50% utilization of the first installment and the balance 20% on completion of work and acceptance by the SDMC. 10% security deposit is paid back on expiry of the defects liability period (one year).

The NIT mentions the estimated cost of the works that is based on the state/district Schedule of Rates (BSR). The contractors are supposed to bid for a percentage above or below the BSR. However, if the lowest bid is above the estimated cost, the money to be paid to the contractor is limited to the estimated cost; as a result, certain items of work are curtailed under the instruction of the engineer-in-charge. In case the lowest bid price is below the estimated cost, there are savings, which unfortunately cannot be adjusted against the works with higher bid price. This has resulted in a peculiar situation where on the one hand there are savings under some contracts while on the other hand a number of works are stuck up as the contractors are not being able to complete the work within the estimated cost due to escalation. The Mission was informed that such re-adjustment of costs was not allowed as per the Financial Management and Procurement Manual.

The SPO needs to consider if there is really a need to approve every contract at the state level. This decision can be decentralized to the district level with the SPO conducting a sample check at regular intervals. This would cut down the delays in the procurement process and may even result in better bid prices (as contractors usually quote higher prices to cover up for such delays).

Further, the advantages of centralized tendering can be best realized when the works are bundled together. This increases the value of the work and attracts bigger contractors to bid for the job. In the present approach used by the state, since the works are all segregated, and the contract value is low, only small contractors bid for these jobs; in some cases the works are further sub-let to local contractors as observed by the Mission. Works through small contractors affect both quality as well as cost. The state may therefore consider bundling of the works at a block/district level. Once a contractor has a number of works, they can offer a better price; also the quality of works done by bigger contractors is usually better as they have access to better resources. This issue was discussed in the wrap-up meeting with the Principal Secretary and she informed that the experience of the state with bundled works have not been very good as bigger contractors are reluctant to go to remote areas.

In case the state is interested in decentralizing civil works, it may look at the option of doing away with tenders and pass on the funds to the SDMC or the Panchayat and allow them to directly implement the works, as under SSA. In that case there would be some savings as there will be no contractor’s profit. This approach could however work only when the value of works are within the prescribed limits.

**Recommendations for the State**

- **Review the need to approve each contract at the State level and consider the option of decentralizing procurement to the district level with sample checks by the SPO.**
- **The state may consider taking up a few works through bundling and a few works through direct implementation through SDMCs to better understand the pros and cons of both the approaches.**

**Recommendations for GOI**

- **Consider the possibility of allowing the savings in one contract to be adjusted against the higher bid price of another, so long as the overall amount approved for civil works is not exceeded.**
**Robust systems are in place to ensure quality of construction.**

The state has set up pretty robust systems to ensure quality of construction. There is a large engineering setup with a Superintendent Engineer, an Executive Engineer, an Assistant Engineer and a Junior Engineer at the state level and an Assistant Engineer and a Junior Engineer at each district; though 22 out of the 33 A.E posts and 23 out of the 33 J.E posts at the district level are currently vacant. The SPO tracks the progress of each and every civil works through an online spreadsheet that is updated regularly at the district level. The engineers at the district level monitor the works on a regular basis. Photographs and measurement books are maintained with respect to all the large constructions, including major repairs. Samples from each site are sent to laboratories for regular testing and records of such tests are maintained. The security deposit that the contractor has to deposit and withheld till the expiry of the defects liability period also acts as a deterrent to compromise on the quality of construction. The SDMC members that the Mission met were also very vigilant and kept a strict watch on the quality of construction.

The under-construction civil works observed by the Mission seemed to be structurally sound and of good quality. However the quality of finishing was often not up to the mark. This again, in most cases, was a result of employing local contractors who often do not have the kind of skilled masons required to produce good finishing.

The minor repair works carried out are entirely done under the supervision of the SDMC and do not have engineering input. However, most of these minor repair works were completed satisfactorily and proper expense records maintained for the same. Asset registers were available at all schools visited during the Mission.

**Recommendations for the state**
- Focus on the quality of finishing in civil works.
- Fill up the vacant posts of engineering staff at the earliest

**Need for innovation in design of facilities in line with the Environment Management Framework, with support from GOI/TSG.**

The designs of the various facilities were pretty uniform across the districts. Though the designs are developed at the district level, these are standard designs based on room sizes provided by the state office (which in turn is based on the sizes recommended under RMSA norms). There is no innovative thinking noted either at the state or at the district level. A classroom, a computer room, a laboratory or an art room currently looks exactly the same, though all of them have very different purposes. None of the new structures have provision for rain water harvesting or solar panels for lighting as recommended in the RMSA framework; the provisioning for disabled children were also not very effective (e.g., inappropriate slope of the ramp).

Designs are one area where a lot of improvements can happen. As the designs are done at the district level, there is an opportunity to have individual site specific designs based on the requirements of each school. For example, in schools with low enrolment, a large library of the size recommended may not be required. The design of the library can also have a number of in-built shelves so that the cost of providing furniture to these libraries is minimized. There is also a need to re-look at the necessity of a wide verandah in a secondary school (unlike an elementary school where the verandah is used for mid-day meal) and if there can be alternative cost effective solutions. In one of the schools visited by the Mission, the classrooms donated by a private donor had the verandah covered by a tin roof, thereby significantly reducing the cost of construction.
The designs of toilets were also observed to be varying widely and many of the toilet designs were not very effective. In most cases the number of toilets had no relation to the number of students who are likely to use them. In some cases, the toilets had no flushing arrangements. In case of toilets it may be helpful to have a modular design developed at the state level, with the number of modules increasing or decreasing as per the number of children using the toilet. Girls toilets should also have a facility for disposing off sanitary napkins.

Recommendations for the State
- The SPO should develop a set of comprehensive design guidelines for the district that take into consideration aspects of functionality, cost effectiveness, energy efficiency and disabled friendliness.
- The district should be allowed to develop district specific (and in some cases, school specific) designs based on the state guidelines and within the approved unit costs.
- For toilets, modular designs can be developed at the state level with the help of expert agencies (UNICEF could be consulted) and shared with the districts

Recommendations for GOI
- The current RMSA norms are very restrictive and do not allow design innovations and needs to be re-looked into. Prescribing room sizes and areas from the national level prevents states from developing designs based on local needs.
- GOI/TSG need to support the state in rolling out design innovations.
Progress towards the achievement of Goals

Goal 1: To improve access to secondary schooling

Achievements and Good Practices
The state government has recently upgraded a number of upper primary schools into secondary schools. Though this was based on manual mapping of schools, it is expected that most habitations now have a secondary school within a reasonable distance. A GIS-based school mapping exercise is currently underway; this will provide a better understanding of the access situation and reveal if any more secondary schools are needed. Given that the GIS reports are expected by end February, the state will be able to project the requirement of any new secondary schools in this year’s AWP&B.

Overall enrollments have risen steadily and significantly in recent years. These increases are a result of higher enrollments and progressions in and transition from elementary education; these increases are high enough that they will mean continued rises in secondary education enrollment despite a falling age cohort (2011-12 is projected to be the largest cohort).

<table>
<thead>
<tr>
<th>Year</th>
<th>Enrollment</th>
<th>Class IX enrollment as % of previous year's Class VIII enrollment</th>
</tr>
</thead>
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<tr>
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<td>Class VIII</td>
<td>Class IX</td>
</tr>
<tr>
<td>2006-07</td>
<td>998064</td>
<td>723250</td>
</tr>
<tr>
<td>2007-08</td>
<td>1048362</td>
<td>823208</td>
</tr>
<tr>
<td>2008-09</td>
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</tr>
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<td>2009-10</td>
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<td>953128</td>
</tr>
<tr>
<td>2011-12</td>
<td>1185001</td>
<td>1121754</td>
</tr>
</tbody>
</table>

Source: Authors calculations from RCSE data. Note: 2011-12 Class IX enrollment is tentative

More than 50% of the senior and senior secondary schools are in the private sector (unaided, as the state does not have any private aided schools any longer as it recently absorbed all teachers into the government service). The state has notified detailed rules and regulations regulating these private schools, that include area of the school, infrastructure facilities, teaching staff, fees, curriculum and inspection systems. This is a good example for states which have a rapid growth of private schools.

Concerns
The requirement of teachers and infrastructure is based on current enrolments. While there has been some effort to project future enrolments at the district level (based on grade VIII enrolment data), the planning for access at the school level is not based on such projections. Further, the private schools have not been taken into consideration in the planning for access and universalization.

Recommendations
Effective planning for access would require school-level analysis of projected enrolment based on completion rates of the feeder elementary schools and trends of children moving from government to private schools and vice versa at the end of elementary grades. For example, if the secondary school is a co-ed one, a number of girls from the feeder girls’ schools can be expected to either drop out or move to a private girls’ school, if available nearby. These school level analyses then needs to be aggregated up to the district and then state level. These analyses should also consider the presence of recognized private
schools, so that priority for investment is given in those areas where no school exists (rather than simply no government school).

**Goal 2: To bridge gender and social gaps**

A. **Gender gaps**

**Achievements and Good Practices**

Over the past ten years there has been a huge increase in the participation of girls in secondary education. The difference in the GER of boys and girls, for grades IX-XII now stands at 16.9 percentage points though an analysis of secondary as against higher secondary would be useful. The State should also consider comparing the proportion of girls who finish elementary education and enter into Class IX with the proportion of boys in the same category.

**Gross Enrollment Ratio in Rajasthan, 2001-11**

*(Secondary and Senior Secondary Stage: IX-XII Classes, Age-group 14-17 year)*

<table>
<thead>
<tr>
<th>S. No.</th>
<th>Year</th>
<th>Boys</th>
<th>Girls</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2000-2001</td>
<td>31.59</td>
<td>13.00</td>
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</tr>
<tr>
<td>2</td>
<td>2001-2002</td>
<td>34.01</td>
<td>14.15</td>
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<td>3</td>
<td>2002-2003</td>
<td>35.56</td>
<td>15.17</td>
<td>25.79</td>
</tr>
<tr>
<td>4</td>
<td>2003-2004</td>
<td>40.10</td>
<td>18.37</td>
<td>29.96</td>
</tr>
<tr>
<td>5</td>
<td>2004-2005</td>
<td>41.85</td>
<td>20.17</td>
<td>31.72</td>
</tr>
<tr>
<td>6</td>
<td>2005-2006</td>
<td>43.03</td>
<td>22.78</td>
<td>33.63</td>
</tr>
<tr>
<td>7</td>
<td>2006-2007</td>
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<tr>
<td>9</td>
<td>2008-2009</td>
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<td>10</td>
<td>2009-2010</td>
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<td>11</td>
<td>2010-2011</td>
<td>56.95</td>
<td>40.02</td>
<td>49.11</td>
</tr>
</tbody>
</table>

Source: Directorate of Secondary Education, Govt. of Rajasthan, Bikaner

In order to encourage participation of girls in secondary education, the state government has launched some major initiatives like (1) providing transport vouchers to girls (2) providing bicycles (3) linking KGBVs to Girls Hostels and (4) reserving 30% teacher posts at secondary level for women and (5) Gargi and Indira awards for girls.

The state as a strategy is also discouraging the establishment of girls’ senior secondary schools (as these schools mostly end up having only Arts faculty) and encouraging co-educational schools that offer all three faculties – arts, science and commerce. This will make it easier for girls to take up science and commerce, unlike the current situation when girls end up taking arts as this is the only faculty offered in a girls’ school.

**Concerns**

The state acknowledges clearly in its RMSA documents about the need for attention to female student enrollment. However there has not been much attempt to identify blocks with high gender gap, analyze the reasons for the same and plan interventions accordingly. Consequently, there has been no structured planning for achieving gender equity. The proposals for support under RMSA are weak and unconvincing and there is no evidence of their integration with the various other initiatives of the state government. The state’s strategy of having co-educational schools with all three faculties is progressive thinking but needs to be followed up with extensive engagement with the parents to convince them of the benefits of
this approach; secondary and higher secondary education is an opportunity for girls and boys to learn to study and work together, in a way which enables them to transition more effectively to the post-school world.

**Recommendations**
- The State should articulate a gender action plan, which identifies specific blocks or districts where girls enrollment is an issue and list the full range of activities being supported by the State through various schemes. This action plan can then ground the RMSA annual proposals.
- The State could consider comparing the proportion of girls who finish elementary education and enter into Class IX with the proportion of boys in the same category, as a measure of gender equity in secondary education.

B. **Social Gaps: Scheduled Caste, Scheduled Tribe, Muslim Minority**
The Mission was unable to investigate these issues in any detail.

C. **Children with Special Needs**
The Mission was unable to investigate these issues in any detail. However, during the field visits, the design of wheelchair access ramps was inadequate, with ramps either being too steep, without railings or indeed absent (recommendations on this topic are discussed in the Civil Works section).

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

**Achievements**
The transition rate from the elementary to the secondary stage has declined from 76.71 percent in 2009-10 to 71.64 percent in 2010-11. It would be useful for the state to consider this decline in the longer term perspective (over the past 3-4 years) to see whether this represents a longer term trend, which would be of concern. It is noted that the gap in transition rates between boys and girls declined, but this is only because the overall transition rate for girls fell less than the rate for boys. In addition, the state should look more closely at those districts in which the transition rate has fluctuated significantly, either up – so that good practice can be shared – or down – so that action can be taken (these districts are highlighted in the table).

**Transition Rate from Elementary to Secondary Stage**

<table>
<thead>
<tr>
<th>District</th>
<th>2009-10 B</th>
<th>2009-10 G</th>
<th>2009-10 T</th>
<th>2010-11 B</th>
<th>2010-11 G</th>
<th>2010-11 T</th>
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<td>Ajmer</td>
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<td>83.98</td>
<td>85.38</td>
<td>87.53</td>
<td>87.36</td>
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<tr>
<td>Udaipur</td>
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<td>74.9</td>
<td>79.99</td>
<td>79.32</td>
<td>79.57</td>
<td>79.43</td>
</tr>
<tr>
<td>Total</td>
<td>79.76</td>
<td>72.22</td>
<td>76.71</td>
<td>73</td>
<td>69.73</td>
<td>71.64</td>
</tr>
</tbody>
</table>

Source: Rajasthan brief

**Recommendations**
- The State should investigate the trends in transition rates from elementary to secondary education.

**Goal 4: Education of Satisfactory Quality**

**Achievements and Good Practices**
Commendably, the state has carried out an extensive exercise to identify the number of current gaps in teachers by subject. This was the basis for the sanctioning of 8097 teachers by the PAB. All these teachers have now been recruited; these are regular teachers, qualified (B.Ed) and mostly recruited through the Rajasthan Public Service Commission. Some teachers were promoted from upper primary schools (subject teachers); an option more easily applicable in Rajasthan because most schools teach grades 6 to 10 (or 12) and many teachers in fact teach across both elementary and secondary classes. The State has specified that when additional teachers, beyond the 5 minimum subject teachers, are needed because of enrollment at a school that a mathematics teacher is appointed first, then science, English and then a Hindi, Social Sciences or 3rd language teacher; this seems a sensible approach.

Overall the pupil-teacher ratio looks comfortable, at 22:1 in the secondary stage (see table). And as more teachers are appointed, this ratio is expected to fall. However, the overall ratio is not so significant at the secondary level (as the State is aware) since subject teachers are needed and the overall average conceals many small schools with very low PTR – about 60 percent of schools have less than 150 students in classes 6-10. Only about 1,000 of Rajasthan’s 15,000 secondary schools have more than 800 pupils.
The state has adopted the NCERT textbooks. The English and the Social Science textbooks are being further revised keeping local context and challenges in mind.

Two rounds of teacher training have been conducted, for Maths, Science, Social Science and English. The teachers covered were the old teachers who have been very long in the system and the newly recruited teachers. The state had conducted a training needs assessment with the help of SIERT, which served as the basis of the training programs. The trainings focused on content as teachers were facing challenges in transitioning to the NCERT textbooks. The training modules were developed by RMSA with support from CTEs and IASEs. The Key Resource Persons were experienced trainers from SSA and were oriented by the CTEs/IASEs. All training programs were residential and away from the home district of the teacher; the trainings were conducted in seven different locations.

The Mission met with teachers who had undergone training and also with some of the key resource persons. The feedback received was mixed. Almost all teachers and KRPs felt that the residential nature of training was very useful and effective. Some teachers felt the need for expert resource persons who would be able to clarify difficult concepts with regard to content. Others felt that rather than content knowledge, training programs should focus more on the challenges that the teachers face in the classroom. There was a request for training on the development of teaching learning materials for secondary level, especially for science and maths.

The state had proposed to conduct a baseline assessment of the learning levels of children. This information could have helped to design better teacher training and support interventions. This proposal was however not approved by GOI during the appraisal process.

The state had also proposed development of e-learning modules which can be downloaded for teaching in remote schools with fewer teachers. This proposal was also disallowed by GOI during appraisal.

**Concerns**

The challenges in the classroom are primarily two-fold. Firstly, most of the children entering grade IX lack basic literacy and numeracy competencies, which most teachers thought was a result of the no-detention policy at the elementary level. 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 the Rajasthan Board has still not introduced CCE makes it more difficult as there is a constant pressure of completing the syllabus. The state needs to ensure that the teacher training and support systems under RMSA addresses these major challenges that teachers face.
The classroom processes in the schools visited by the Mission were mostly traditional, chalk-and-talk method. Teaching learning materials were not common, though in a few cases the team observed effective use of lab equipment. The teachers and principals were however unanimous that the laboratory room and the equipment bought through the annual grants are very useful (the State had used RMSA funds to purchase equipment, even though a science lab was not available, so that students could have access to practical science work).

The Mission could not see any effective use of the library in the schools visited. All schools had some form of library, even before RMSA. However, all the libraries visited suffered from the following drawbacks:

- Absence of a dedicated library period. The library was only used during recess or if a teacher was absent
- Absence of a librarian; only senior secondary schools have librarians
- Accessibly of books were severely restricted for students as the books were locked up in cupboards, the keys to which were with the librarian or the Principal. There was no system of proper display of books.
- The atmosphere of the library was uninviting and hardly encouraged children to read. Most libraries had cupboard full of old and unused books, creating a depressing environment.

Teachers also had no clue of the use and importance of the Art & Craft room, though every school is being provided with one.

**Recommendations**

- **The state needs to ensure that the teacher training programs address the immediate challenges that teachers are facing in teaching secondary grade students. Interventions that provide remedial support to students without the necessary grade level competencies can be explored.**
- **A robust teacher support mechanism needs to be put in place. The resource persons that conduct training are full time employees and cannot be expected to provide long term support and coaching to teachers. Setting up academic resource groups at the district level, with full time personnel, may be considered.**
- **Library has a very important role in developing reading skills and habit among children. It is important that the library be designed and operationalized in a manner that encourages children to read. The state should consider issuing guidance to the schools on how to operationalize a good library.**

**Program and Financial Management**

**Achievements and Good Practices**

Staffing at the State level for programme implementation is adequate, though there are still 13 sanctioned posts which are not filled.

<table>
<thead>
<tr>
<th>Name of Post</th>
<th>Sanctioned Number of posts</th>
<th>Filled</th>
<th>Vacant</th>
</tr>
</thead>
<tbody>
<tr>
<td>SPD</td>
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<td>1</td>
<td>0</td>
</tr>
<tr>
<td>ASPD</td>
<td>1</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>JD</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>DD</td>
<td>3</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>AD</td>
<td>6</td>
<td>5</td>
<td>1</td>
</tr>
</tbody>
</table>
The situation is more serious at the district level where only 160 out of 627 sanctioned posts are filled.

<table>
<thead>
<tr>
<th>Name of Post</th>
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<td>A. En</td>
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<tr>
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</tr>
<tr>
<td>Total</td>
<td>627</td>
<td>160</td>
<td>467</td>
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</tbody>
</table>

Source: RCSE presentation

SEMIS data is available for 2009-10. The 2010-11 data has been collected but generation of reports is pending. The state attributed the delay to NUEPA not allowing the data to be entered on-line, requiring the state to separately enter the data off-line. For 2012-13, data collection is in process and is expected to be completed by end-February.

On community mobilization, the Mission was impressed by the level of community commitment to the schools visited; both in terms of presence during the visits (several of which took place in the evening) and in terms of financial support to the school. Rajasthan has a tradition of donation to social causes (Bhamasah) and the schools have largely benefitted from this tradition. Two good practices were identified: the district of Chittorgarh has instituted a School Adoption Programme, though which the District mobilizes private contributions to help secondary schools. Of particular interest is the design of the scheme which requires contributors to make contributions for 3 years, building sustainable support. A second good practice was the work of Hindustan Zinc which is using CSR funds, not simply to give...
resources to schools, but has demonstrated innovations in building design and in filled specific subject teacher gaps (especially in mathematics and science).

The program monitoring is done through officers at the state level who are in charge of specific districts and keep track of all activities in the district. This is in line with the larger monitoring system for education programs in the state (Sambalam) where each education officer of the state government is required to spend a few days in the field, observe school functioning throughout the day, meet stakeholders and give a detailed report.

**Concerns**
The large number of vacancies at the district level is a major hindrance to effective program management. The state emphasized the Mission team that these posts cannot be filled because of the low level of MMER funds (only 2 percent). The full RMSA documentation, which came into effect on 1 April 2012 or before, was available at the RCSE but not consistently at the District level, and was not found at the school level. For example, the Financial Management and Procurement Manual was not available in the schools where a lot of financial transaction takes place. A copy of the Manual was available at the district level but being in English restricts its readability for many staff. This information needs to be accessible to all so that these actors can fulfill their responsibilities under the Programme.
The Mission was concerned to learn that all accounting is being carried out manually.

**Recommendations**
- That the Government of India review the proportion of funds that can be utilized for staffing costs.
- That the State Government move to a software-based accounting system.
- It is recommended that all documentation which is currently in English be translated and distributed down to the school level.
- The RCSE Budget, Finance and Accounts Rules should be reviewed to ensure that they are consistent with the RMSA Programme rules.
Members
1. Mr. Toby Linden (Member of World Bank)
2. Dr. Sourav Banerjee (Member of MHRD)
3. Mr. Bhoop Singh Yadav (DD RSCE Jaipur)
4. Dr. Govind Ram Shama (AD RSCE Jaipur)
5. Mr. Richpal Singh (AEN RSCE Jaipur)

Date :- 16.01.2013
Jaipur To Bandar-Sindri Mr. Ramnivas Vaishnav (Acting Principal) GHSS Bandar-Sindri
Bandar-Sindri To Kishangarh(G) Mrs. Sandhya Chouri (Acting Principal) GGHSS Kishangarh
Kishangarh(G) To Kishangarh(B) Mr. Surajkaran Yadav (Acting Principal) GHSS Kishangarh
Kishangarh To Ajmer, ADPC Office Mr. Ajay Gupta ADPC Ajmer
Ajmer, ADPC Office To Ghanahera Mr. Laxmi Niwas (HM) GSS Ghanahera

Date :- 17.01.2013
Ajmer To Vijaynagar Mrs. Sushila Amarwal (Principal) GGHSS Vijaynagar
Vijaynagar To Hurda(B) Dr. Roopa Pareek (Acting Principal) GHSS Hurda
Hurda(B) To Hurda(G) Mrs. Charumati Shama (Principal) GGHSS Hurda
Hurda(G) To Sareri Mr. Anil Choudhary (HM) GSS Sareri
Sareri To Bansen (Chittorgarh) Mr. S.N. Laxkar (Acting Principal) GHSS
Bansen

Date :- 18.01.2013
Meeting - Dr. Ravi Jain District Collector
District Collector Office To GGHSS Chittorgarh Mrs. Kalyani Dixit (Principal) GGHSS
Chittorgarh (City)
GGHSS Chittorgarh To ADPC Office Mr. S.N. Sharma ADPC Chittorgarh