

ACCOUNTABILITY INITIATIVE

research and innovation for governance accountability

BUDGET BRIEFS

RMSA, GOI 2014-15

The Rashtriya Madhyamik Shiksha Abhiyan (RMSA) is the Government of India's (GOI) flagship secondary education programme. The scheme was launched in March 2009 with the objective of augmenting access and quality of secondary education. In FY 2013-14, four existing schemes were merged into RMSA. These are:

- Information and Communication Technology (ICT) in school;
- Girls hostel;
- Inclusive Education for Disabled at Secondary Stage (IEDSS); and
- Vocational Education (VE).

The primary objective of the RMSA is to universalise secondary education by raising the minimum level of education to Class 10 and to achieve an enrolment rate of 100 percent by 2017.

This brief uses government data to analyse RMSA's performance along the following parameters:

- Overall trends in budgetary allocation, release and expenditure;
- State-wise expenditure performance; and
- Coverage and Outputs.

Cost Share and Implementation: Funds are shared between GOI and state governments in a 75:25 ratio. For the North-East, this ratio is 90:10.

Highlights

1	GOI allocation for secondary education in Financial Year (FY) 2014-15 (in crores)	₹11,847
2	GOI allocation for RMSA in FY 2014-15 (in crores)	₹5,000
3	% released for RMSA by GOI out of allocation in FY 2013-14	120%

Summary and Analysis

- GOI's allocation for secondary education increased from ₹5,257 crores in FY 2009-10 to ₹11,847 crores in FY 2014-15. Correspondingly, allocations for RMSA increased by over 9-fold during the same period.
- The scheme experienced teething problems. In FY 2009-10, only 21% of allocations for RMSA were released and 2% of funds available were spent. However, by FY 2013-14, both GOI and states released more than their required share. Correspondingly, expenditure increased to 55%.
- There are state variations in spending out of available funds (opening balances and releases). In FY 2013-14, Punjab spent 96% of its available funds while Rajasthan spent 12%.
- Gross Enrolment Ratio (GER) and Net Enrolment Ratio (NER) of students in secondary schools was low. As of September 2012, all India GER and NER stood at 67 and 42, respectively.
- In 2012, 79% of boys and 80% of girls that appeared for the Class 10 exams cleared them.

Trends in Allocations and Expenditure for Secondary Education

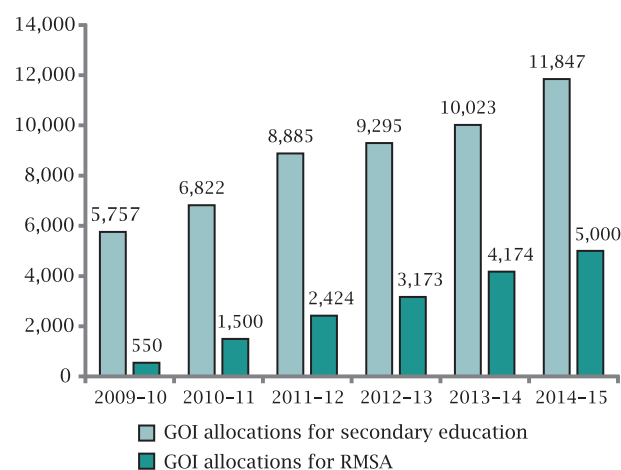
- **GOI Allocations:** Between FY 2009–10 and 2014–15, GOI's allocations for secondary education increased over 2-fold from ₹5,757 crores to ₹11,847 crores.
- **Overall Expenditure Performance:** States incur the bulk of the expenditure for secondary education from their own state plan budgets. Total public expenditure (GOI and state) on secondary education had increased from ₹35,806 crores in FY 2007–08 to ₹94,183 crores in FY 2011–12. During this period, expenditure on secondary education as a proportion of GDP also increased from 0.78 percent to 1.05 percent.
- **Private Expenditure:** According to the Twelfth Five Year Plan (FYP), household expenditure on children going to private schools is higher (₹893 per month) than for government schools (₹275 per month).

Trends in RMSA Allocations, Release and Expenditure

- **GOI RMSA Allocations:** In March 2009, Government of India (GOI) launched the Rashtriya Madhyamik Shiksha Abhiyan (RMSA), a centrally sponsored scheme aimed at providing access to quality secondary education.
- In FY 2013–14, RMSA was converted into a programme by subsuming 4 existing secondary education schemes under its umbrella. These are: a) Information and Communication Technology (ICT) in school; b) Scheme for construction and running of girls hostels; c) Inclusive Education for Disabled at the Secondary Stage (IEDSS); and, d) Vocational Education (VE).
- Since its launch, GOI allocations for RMSA have increased over 9-fold from ₹550 crores in FY 2009–10 to ₹5,000 crore in FY 2014–15.

- Between FY 2013–14 and FY 2014–15, RMSA allocations increased by 20 percent. RMSA currently accounts for 42 percent of the GOI budget for secondary education.

Over 9-fold increase in allocations for RMSA.

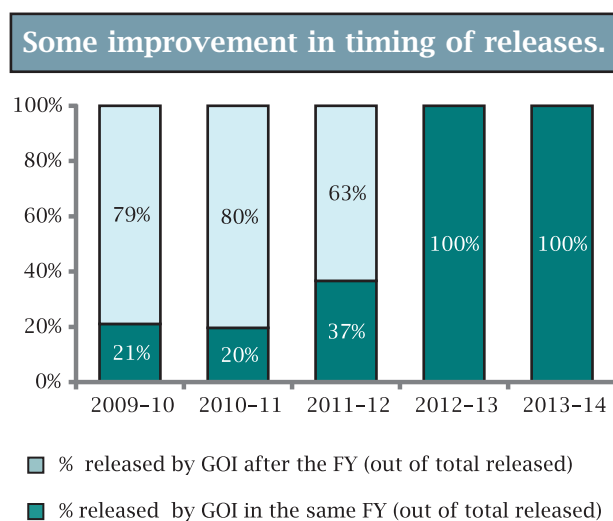


Source: Union Budget, Expenditure Budget Vol.2, FY 2010–11 to FY 2014–15.

Note: All figures are in crores of rupees and are revised estimates except FY 2014–15 which are budget estimates. Allocations include the north-east component.

- Despite these increases, allocations for RMSA remained well below the Eleventh FYP recommendation level. Till FY 2012–13, only 24 percent of the recommended amount had been allocated to RMSA.
- RMSA allocations are based on an Annual Work Plan and Budget (AWP&B) submitted to GOI by state governments. The final budget is based on negotiations with GOI's Ministry of Human Resource Development (MHRD). Once approved, funds are supposed to be shared between GOI and states in a 75:25 ratio. For the north-east, the ratio is 90:10.
- The scheme is implemented through autonomous bodies created at the state level known as State Implementation Societies (SIS). Funds for RMSA are released by GOI and state governments directly in to the society accounts.

- **Fund Release:** There were teething problems in fund flows in the first three years of implementation. In FY 2009-10, GOI released only 17 percent of its share and states released 31 percent. This increased to 28 percent and 45 percent in FY 2011-12, respectively. In the last two financial years, both GOI and states have released more than 100 percent of their approved shares.
- Despite this improvement, till FY 2013-14, GOI and states had not released funds amounting to over ₹10,000 crores. In fact, only 59 percent of the total approved allocation has been released by GOI and states combined.
- **Delays in Release of GOI Shares:** There were time lags in the release of funds by GOI. Of the total funds earmarked for FY 2009-10, only 21 percent were released during the same FY. The remaining 79 percent were released in subsequent financial years. In fact, 7 percent of the releases were made available as late as FY 2013-14, 4 years after the financial year.

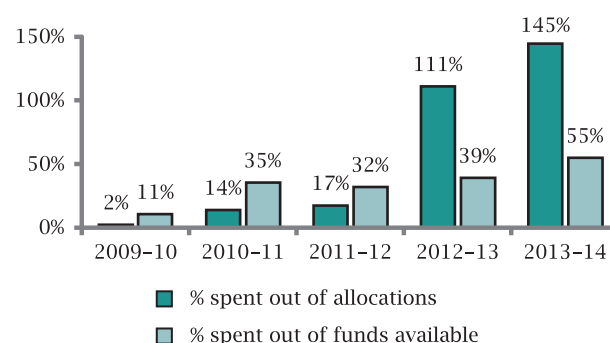


Source: Calculated from MHRD, RMSA, *releases since inception as on 31.10.2013*. Available online at: http://mhrd.gov.in/sites/upload_files/mhrd/files/Releases%20since%20inception%2031102013.xls

- These delays have been corrected in the last two years. In FY 2012-13 and FY 2013-14, GOI released all the funds in the same FY.

- **Expenditure Performance:** Spending in RMSA has not kept pace with allocations. In FY 2009-10, only 2 percent of the total approved outlay for RMSA was spent. While this increased to 17 percent in FY 2011-12, the pace of expenditure was slow. This resulted in large unspent balances. Till FY 2013-14, states had accumulated an unspent balance of over ₹4,500 crores.
- One reason for sluggish spending is the slow start in releases, described earlier. It is thus important to analyse expenditure performance against funds available (releases and opening balance). At the start of the scheme in FY 2009-10, only 11 percent of funds available were spent. This improved to more than 30 percent over the next three years. In FY 2013-14, 55 percent of funds available were spent, although spending was over 100 percent of the approved outlay for that year.

55% of funds available were spent in FY 2013-14, up from 39% in FY 2012-13.



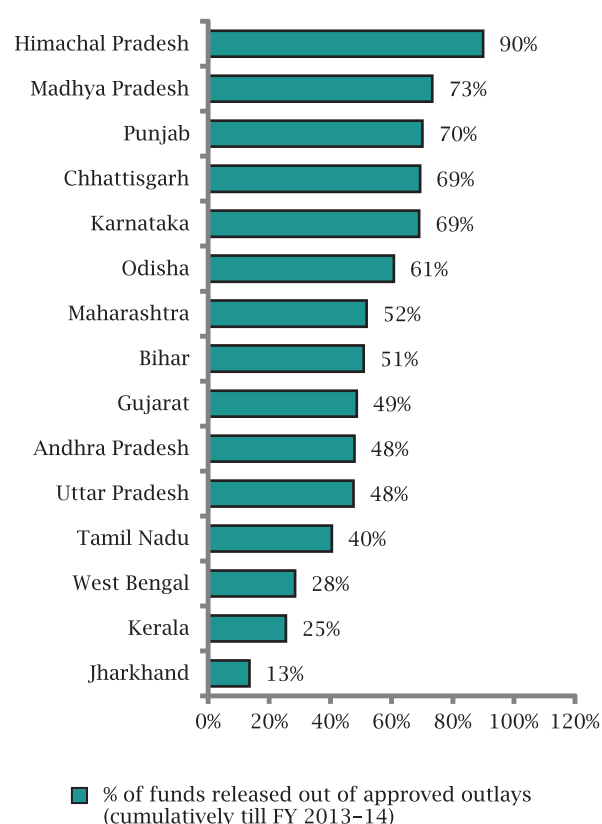
Source: MHRD, RMSA, Updated Status of the Programme, *Statewise expenditure under RMSA*. Available online at: http://mhrd.gov.in/sites/upload_files/mhrd/files/expnd.xls

Trends at the State Level

- **Allocation:** In FY 2013-14, 4 states: Andhra Pradesh, Bihar, Madhya Pradesh, and Tamil Nadu received 42 percent of total RMSA allocations.
- **Releases:** There was no uniformity in total funds released out of approved outlays

across states. Till FY 2013-14, Jharkhand received 13 percent of its approved outlays from GOI and the state government combined. Similarly, releases for West Bengal and Kerala stood at 28 and 25 percent, respectively. In contrast, over 70 percent funds for Madhya Pradesh, Manipur, Mizoram, and Punjab were released. Himachal Pradesh had amongst the highest releases. Between FY 2009-10 and FY 2013-14, the state had received over 90 percent of its outlays.

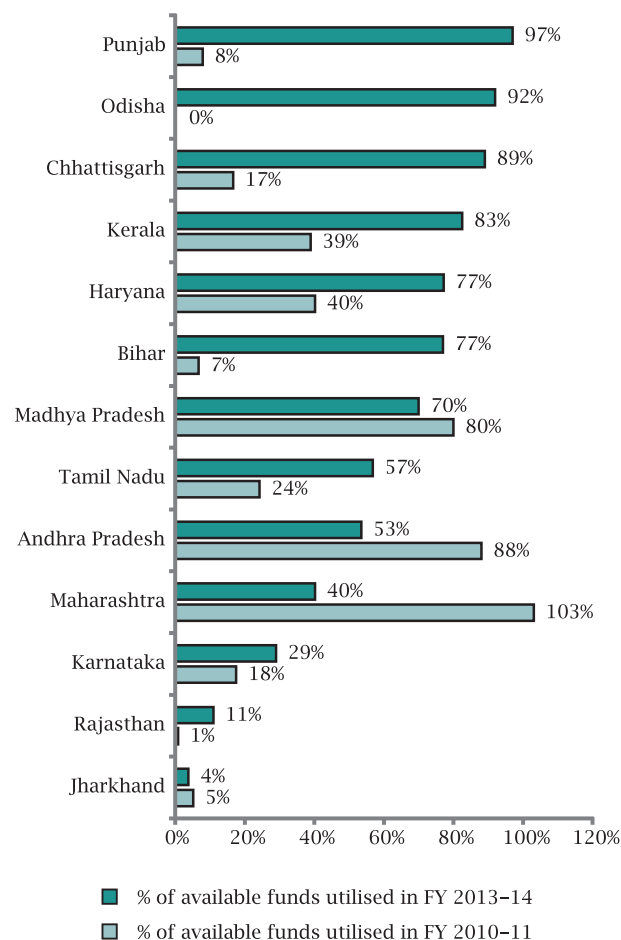
Himachal Pradesh received 90% of funds allocated; Jharkhand received 13%.



Source: State-wise allocations taken from MHRD, RMSA, *releases since inception as on 31.10.2013*. Available online at: http://mhrd.gov.in/sites/upload_files/mhrd/files/Releases%20since%20inception%2031102013.xls. Total releases are from MHRD, RMSA, Updated Status of the Programme, State wise expenditure under RMSA. Available online at: http://mhrd.gov.in/sites/upload_files/mhrd/files/expnd.xls.

- **Expenditure Performance:** As releases improved, so did expenditure performance. In FY 2013-14, states such as Punjab and Odisha spent over 90 percent of the funds available to them. This was in sharp contrast to FY 2010-11 when they spent 8 percent and 0 percent, respectively.
- Three states - Andhra Pradesh, Maharashtra and Madhya Pradesh - spent more than their total pool of funds available in FY 2013-14.

Punjab's spending increased by 89 percentage points between FY 2010-11 and FY 2013-14.

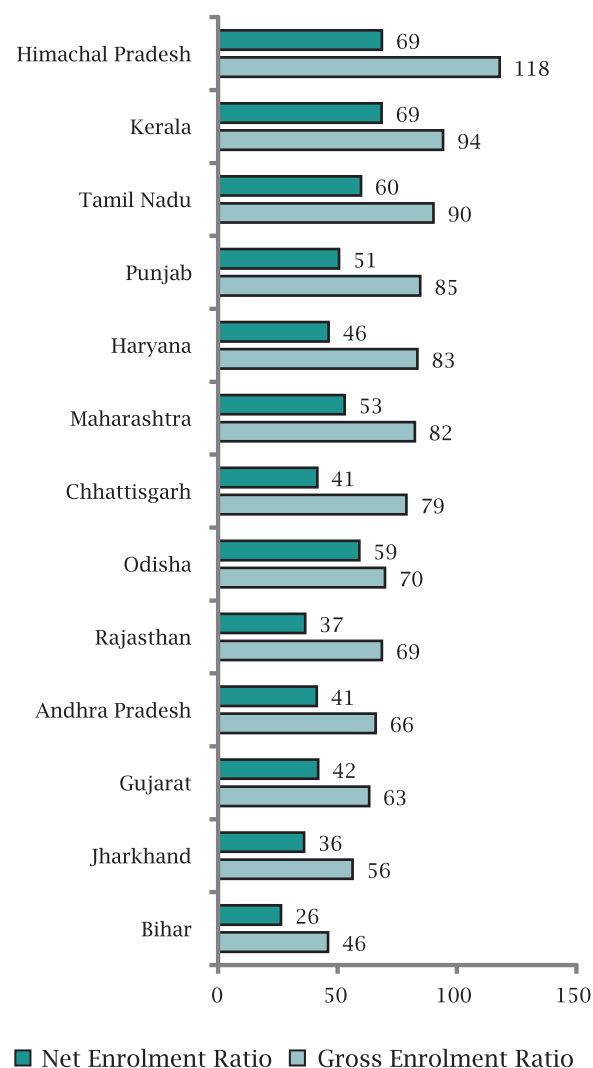


Source: MHRD, RMSA, Updated Status of the Programme, *State wise expenditure under RMSA*. Available online at: http://mhrd.gov.in/sites/upload_files/mhrd/files/expnd.xls

Coverage and Performance

- RMSA's key objectives are: a) universalise access to secondary education by raising the minimum level of education to Class 10 and achieving an enrolment rate of 100 percent by 2017; b) improve the quality of education imparted through making schools conform to prescribed norms; c) reduce the gender, social, and regional gaps; and, d) achieve universal retention by 2020.
- **Enrolments:** Secondary school enrolments remain far below target. There are two ways to measure enrolments: a) Gross Enrolment Ratio (GER) and, b) Net Enrolment Ratio (NER). While GER looks at the total enrolment in a class (irrespective of the age appropriateness), NER focuses on enrolment of children in the relevant age bracket. NER is thus, a more specific measure and will always, be less than the GER.

Bihar's NER was 26 in 2012; Jharkhand's was 36.



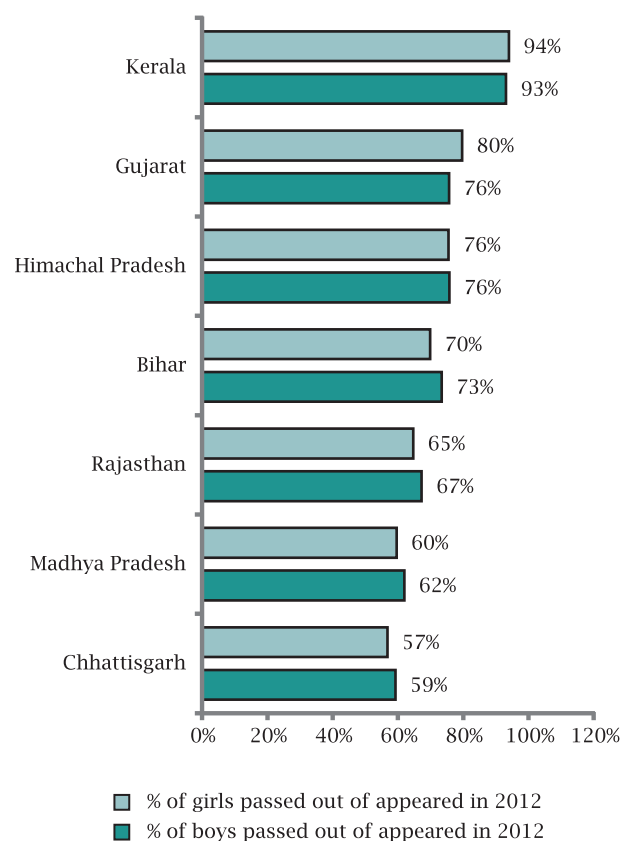
Source: SEMIS State Report Cards 2012-13. Available online at: http://schoolreportcards.in/DISEUsers/download.aspx?file=Secondary_State_Report_Card_2012-13.pdf&From=Dise

- As of September 2012, the national average for GER for secondary education stood at 67 while NER was 42.
- Kerala and Himachal Pradesh had the highest NER at 69.

Outcomes

- Despite increasing allocations, the quality of education remains low. In 2012, **79** percent of boys and **80** percent of girls passed the Class **10** boards. However, there were considerable variations across states.

57% of girls in Chhattisgarh and 94% in Kerala passed the Class 10 boards.



Source: SEMIS State Report Cards 2012–13. Available online at: http://schoolreportcards.in/DISEUsers/download.aspx?file=Secondary_State_Report_Card_2012-13.pdf&From=Dise

- Kerala had the highest proportion of both boys and girls that cleared the exam: **93** percent and **94** percent, respectively. In contrast, Chhattisgarh had a low pass percentage. In 2012, less than **60** percent of boys and girls who took the Class **10** exam cleared it.
- Gujarat has seen significant improvements in the pass percentages of boys. In 2010, only **68** percent of boys had passed. This increased to **76** percent in 2012. For girls, the pass percentage increased from **72** percent to **80** percent during the same period.
- Rajasthan is an interesting case where there was a significant decrease in the pass percentage. In 2010, **80** percent of students (boys and girls) cleared the Class **10** exam. In 2012, this dropped to **67** percent and **65** percent for boys and girls, respectively.
- There are also differences in pass percentages across social groups. In Bihar, Scheduled Caste (SC) girls were the worst performers with a pass percentage of **58** percent in 2012. The difference between SC girls and girls from Other Backward Classes (OBC) was over **10** percentage points.
- Similarly, in Chhattisgarh, the difference in pass percentage between OBC boys and SC girls was high as **12** percentage points. In Madhya Pradesh, Scheduled Tribe (ST) girls had a pass percentage of only **44** percent in the Class **10** boards.

This section offers some practical leads to accessing more detailed information on the Union Government's secondary education sector budget. However, reader patience and persistence is advised as a lot of this information tends to be dense and hidden amongst reams of data.

Data Sources	Useful Tips
Union Budget, Expenditure Vol.2 www.indiabudget.nic.in <i>last accessed on 10th July 2014</i>	This volume provides total Ministry-wise and Department-wise allocations, as well as disaggregated data according to sectors and schemes from 1998-99 onwards. The data has both revised and budgeted estimates and should be calculated according to the Major-Head and Sub Major-Head. For secondary education, the head is 2202.02.
MHRD portal, RMSA,PAB Minutes. Available online at: http://mhrd.gov.in/minutes?tid=All&tid_1=190 <i>last accessed on 13th June 2014</i>	State-wise data on physical and financial approvals and expenditures/completions. The latest PAB available is 2014-15.
MHRD portal, RMSA, Updated Status of the Programme. Available online at: http://mhrd.gov.in/update_rmsa <i>last accessed on 13th June 2014</i>	Has information from FY 2009-10 to FY 2013-14 on physical progress of works, state-wise expenditures, releases, teacher recruitment, and teacher training.
MHRD portal, RMSA, Joint Review Mission Reports Available online at: http://mhrd.gov.in/rmsa_jrmission <i>last accessed on 13th June 2014</i>	1st, 2nd and 3rd Joint Review Mission Reports are available. They have data on select states as well as some observations and recommendations.
12th Five Year Plan Chapter on Education. http://planningcommission.gov.in/plans/planrel/12thplan/pdf/12fyp_vol3.pdf <i>last accessed on 13th June 2014</i>	Has information on total public expenditure on secondary education during the Eleventh Five-Year Plan and also details on household expenditure. In addition, it reviews the achievements of the Eleventh Five-Year Plan and gives recommendations for the Twelfth Five-Year Plan.
Working Group Report on secondary and vocational education, Twelfth Five-Year Plan. http://planningcommission.gov.in/aboutus/committee/wrkgrp12/hrd/wg_seconvoc1708.pdf <i>last accessed on 13th June 2014</i>	Review of the Eleventh Five-Year Plan, current status of secondary and vocational education in the country and recommendations for next steps.
Press Information Bureau, Rashtriya Madhyamik Shiksha Abhiyan (RMSA) for universalising access to secondary education, 02.01.2009. http://pib.nic.in/newsite/erelease.aspx?relid=46321 <i>last accessed on 13th June 2014</i>	Has information on the total recommendation for RMSA in the Eleventh Five-Year Plan and broad objectives of the scheme.
Secondary Education Management Information System, State Report Cards www.semisonline.net/ <i>last accessed on 13th June 2014</i>	Information on a number of educational indicators, including enrolment, GER, NER, pass percentage, facilities, teachers, etc. Latest year available is 2012-13

Prepared by: Avani Kapur, akapur@accountabilityindia.org & Smriti Iyer, siyer@accountabilityindia.org

Special Thanks: Dr. Anit Mukherjee



Budget Briefs is an attempt to undertake basic analysis on social sector budget data including trends in allocation and expenditure patterns and collate and make accessible budget data sources. Information from this document may be reproduced or redistributed for non-commercial purposes in part or in full with due acknowledgement to Accountability Initiative ("AI"). The opinions expressed are those of the author(s). More information on *Budget Briefs* can be found at http://www.accountabilityindia.in/expenditure_track