

# BUDGET BRIEFS

Vol 7/Issue 2

RMSA  
GOI, 2015-16



## ACCOUNTABILITY INITIATIVE

Research and Innovation for Governance Accountability

**The Rashtriya Madhyamik Shiksha Abhiyan (RMSA)** is the Government of India's (GOI) flagship secondary education programme. The scheme was launched in March 2009 to augment access to and improve the quality of secondary education. In FY 2013-14, **4** existing schemes were subsumed by RMSA to create RMSA (Integrated). These are:

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

This brief uses government data to analyse RMSA performance on:

- Overall trends in allocations, releases and expenditures
- State-wise comparisons of performance
- 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

₹9,184<sup>cr</sup>

GOI allocations for secondary education in FY 2015-16

₹3,565<sup>cr</sup>

GOI allocations for RMSA in FY 2015-16

51%

released for RMSA by GOI out of total budgets approved for states in FY 2014-15 (up to November)

### SUMMARY & ANALYSIS

- ❖ Secondary education allocations have increased from ₹5,757 crore in FY 2009-10 to ₹9,184 crore in FY 2015-16. Correspondingly, allocations for RMSA have increased over **6-fold** during the same period.
- ❖ The scheme has suffered from several problems with respect to fund flows. In FY 2010-11, only **30%** of the approved GOI share had been released. However, the rate of releases has improved of late. In FY 2014-15, GOI had released **51%** of its approved share by November 2014.
- ❖ There are delays in spending. Of the total funds available with states, only **50%** were spent in FY 2013-14. There are also significant state variations. As of September 2014, Uttar Pradesh had spent **69%** of its available funds, while West Bengal spent a mere **8%**.
- ❖ Gross Enrolment Ratio (GER) and Net Enrolment Ratio (NER) continue to be low. In 2013, the national GER stood at **77** and NER at **46**. NER in Kerala was **74**, while that of Bihar was **36**.
- ❖ In 2013, **79%** of boys and **80%** of girls passed the Class X exams. The annual dropout rate for Class IX and X was **14.5%** in 2012.

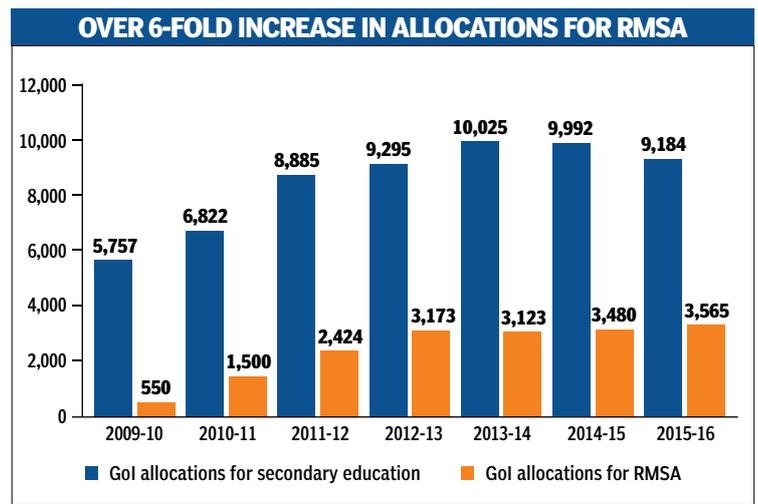


## TRENDS IN OVERALL ALLOCATIONS AND EXPENDITURES

- ❖ **Allocations:** Allocations for secondary education have nearly doubled from ₹5,757 in FY 2009-10 to ₹9,184 crore in FY 2015-16.
- ❖ In March 2009, GOI launched RMSA – a centrally sponsored scheme aimed at providing access to quality secondary education. In FY 2015-16, the scheme accounted for 39 percent of GOI's budget for secondary education.
- ❖ Between FY 2009-10 and FY 2015-16, GOI allocations for RMSA increased over 6-fold from ₹550 crore in FY 2009-10 to ₹3,565 crore in FY 2015-16.
- ❖ From FY 2013-14, RMSA subsumed 4 existing secondary education schemes and was rechristened RMSA (Integrated). These are: a) Information and Communication Technology in school (ICT), b) scheme for construction and running of girls' hostels, c) Inclusive Education for Disabled at the Secondary Stage (IEDSS) and, d) vocational education.
- ❖ Consequently, RMSA (Integrated) allocations too saw an increase. In FY 2013-14, the total allocations for the integrated scheme was ₹4,175 crore. Of this, nearly 75 percent was for RMSA specific activities. Since FY 2014-15, no separate allocations have been made for the 4 components.
- ❖ For the purpose of this brief, we focus on the numbers for RMSA alone, because this continues to form the bulk of the scheme.
- ❖ 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 shared between GOI and states in a 75:25 ratio. For the north-east, the ratio is 90:10.
- ❖ RMSA is being implemented through autonomous bodies created at the state level known as State Implementation Societies (SIS).

**₹3,565<sup>cr</sup>**

**GOI allocations for RMSA in FY 2015-16.  
Over 6-fold increase from ₹550 crore in FY 2009-10**

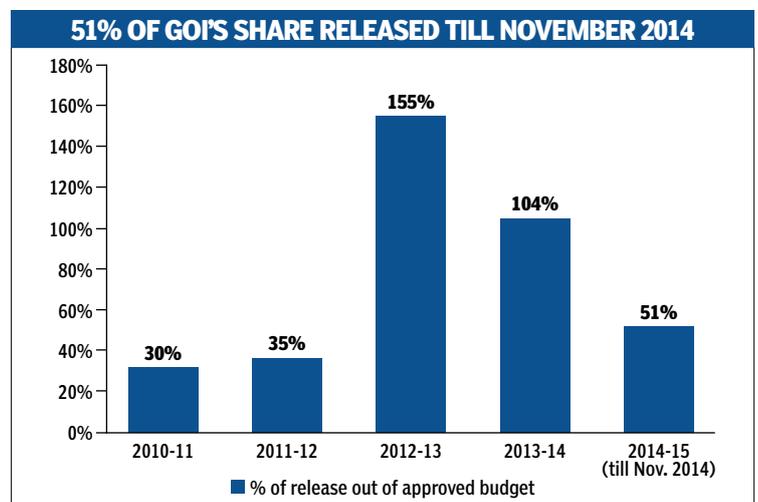


**Source:** Union Budget, Expenditure Budget Vol.2, FY 2010-11 to FY 2015-16  
Last accessed on February 28, 2015

**Note:** All figures are revised estimates, except FY 2015-16 which are budget estimates. Allocations include the north-east component. All figures are for RMSA and not RMSA (Integrated)

**₹4,175<sup>cr</sup>**

**total allocations for RMSA (Integrated)  
scheme in FY 2013-14**



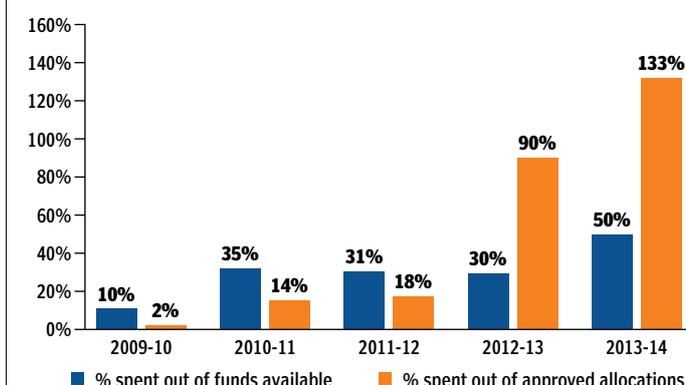
**Source:** Year-wise approved budgets available on RMSA, MHRD portal. The figure for FY 2014-15 is only up to November 2014  
Last accessed on February 16, 2015

# ₹5,194<sup>cr</sup>

**total unspent balance with states  
as on March 31, 2014**

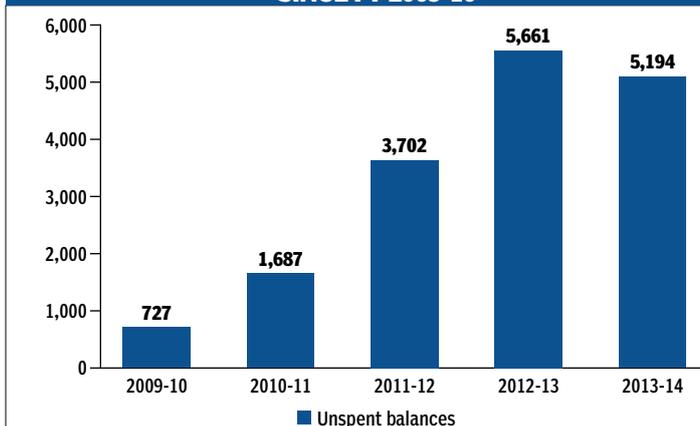
- ❖ **Fund releases:** There have been improvements in the quantum of releases over time. In FY 2010-11, GOI released only **30** percent of its share. This increased to **35** percent in FY 2011-12. In the last two financial years, both GOI and states have released more than **100** percent of their approved shares. For FY 2014-15, **51** percent of the approved budget had been released by 30 November 2014.
- ❖ **Expenditures performance:** Even as allocations for RMSA have grown significantly over time, the capability of the implementation structure to absorb these funds remains a problem.
- ❖ In FY 2012-13, **90** percent of RMSA allocations were spent. This increased substantially to **133** percent in FY 2013-14. The primary reason for this is that even though allocations between the 2 periods actually declined, states had substantial pools of funds available with them from previous years. Thus, expenditures out of funds available was much lower.
- ❖ Of the total funds available with all SISs (opening balances and releases by GOI and states), only **50** percent had been spent in FY 2013-14. Although this is low, it is an improvement over previous years.
- ❖ As a consequence of low expenditures, unspent balances have increasingly been a problem for RMSA implementation since FY 2009-10.
- ❖ As on March 31, 2014, the total unspent balances with states were **₹5,194** crore (more than RMSA allocations for FY 2014-15). This includes advances given to construction agencies, which are often reported as expenditures by states.
- ❖ Between FY 2009-10 and September 2014, Rajasthan and West Bengal had not spent any of the funds available with them.

**ONLY HALF THE FUNDS AVAILABLE WITH STATES WERE SPENT IN FY 2013-14**



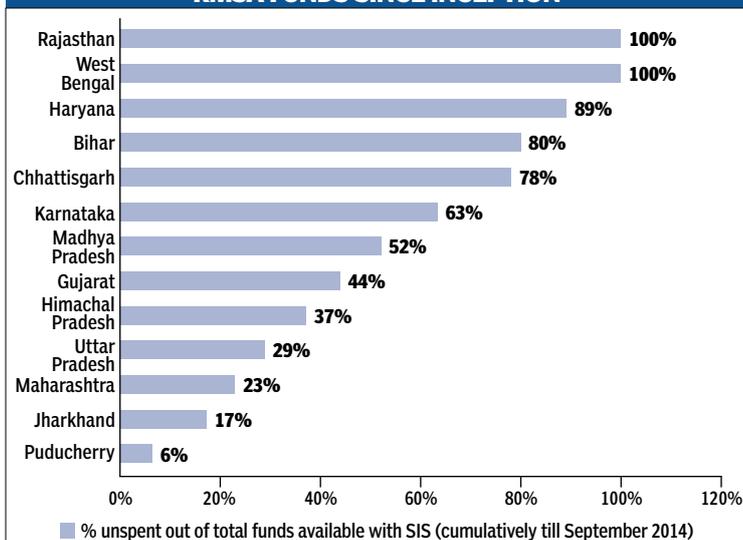
Source: RMSA 4th Joint Review Mission. Aid Memoire Available online at: [http://mhrd.gov.in/rmsa\\_jrm](http://mhrd.gov.in/rmsa_jrm)  
Last accessed on February 16, 2015

**₹5,194 CRORE OF UNSPENT BALANCES WITH STATES SINCE FY 2009-10**



Source: RMSA 4th Joint Review Mission. Aid Memoire Available online at: [http://mhrd.gov.in/rmsa\\_jrm](http://mhrd.gov.in/rmsa_jrm)  
Last accessed on February 16, 2015

**RAJASTHAN AND WEST BENGAL HAVE SPENT NONE OF THEIR RMSA FUNDS SINCE INCEPTION**

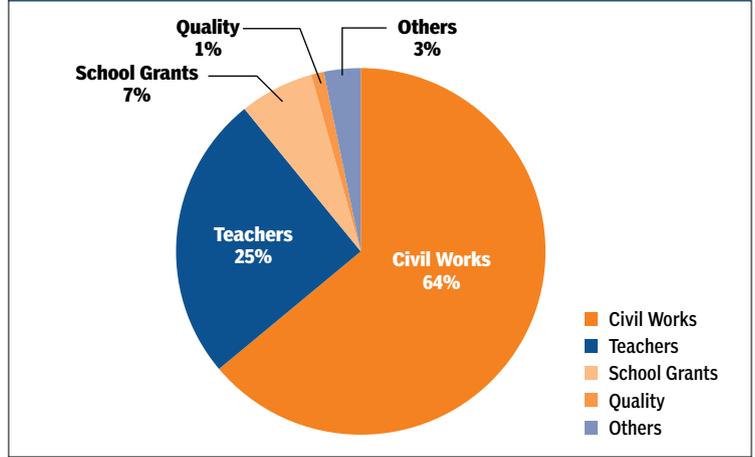


Source: Financial status report as on September 2014, RMSA portal Available online at: <http://www.rmsaindia.org/en/how-do-i-find.html>  
Last accessed on February 16, 2015

## COMPONENT-WISE TRENDS IN EXPENDITURES AND OUTPUTS

- ❖ Expenditures on civil works and teachers constituted nearly **90** percent of total RMSA expenditures in FY 2013-14. The 4th Joint Review Mission report of RMSA (August 2014) notes that the pattern is similar across years.
- ❖ Expenditures on civil works includes monies spent on opening new schools, strengthening existing schools, major and minor repairs. This accounted for **64** percent of total RMSA expenditures.
- ❖ There is, however, slow progress in completion of civil work activities. Out of a total of **4,49,210** works sanctioned under RMSA since inception, only **17** percent (**73,610** works) have been completed.
- ❖ This has led to less and less money being allocated to any new civil works in recent years. Funds are mostly being released against old commitments.
- ❖ Karnataka and Gujarat have not completed any of their sanctioned civil work activities since FY 2009-10 while Tamil Nadu, Maharashtra and Bihar completed a dismal **2** percent, **1** percent and less than **1** percent, respectively.
- ❖ Madhya Pradesh and Rajasthan were two states with a large share of total civil works sanctioned under RMSA, of which they completed **32** and **6** percent, respectively.
- ❖ **Teachers:** Expenditures on teachers including salaries and expenditures on teacher training constitutes the second largest share of RMSA expenditures. In FY 2013-14, **25** percent of RMSA expenditures was on teachers.
- ❖ Teacher vacancies are a significant implementation challenge under RMSA. **43** percent of teacher posts approved under the scheme were vacant as of 28 October 2014.
- ❖ West Bengal, Jharkhand and Rajasthan have not filled any of the approved teacher posts.

### ALMOST 90% OF RMSA EXPENDITURES IS ON CIVIL WORKS AND TEACHERS IN FY 2013-14

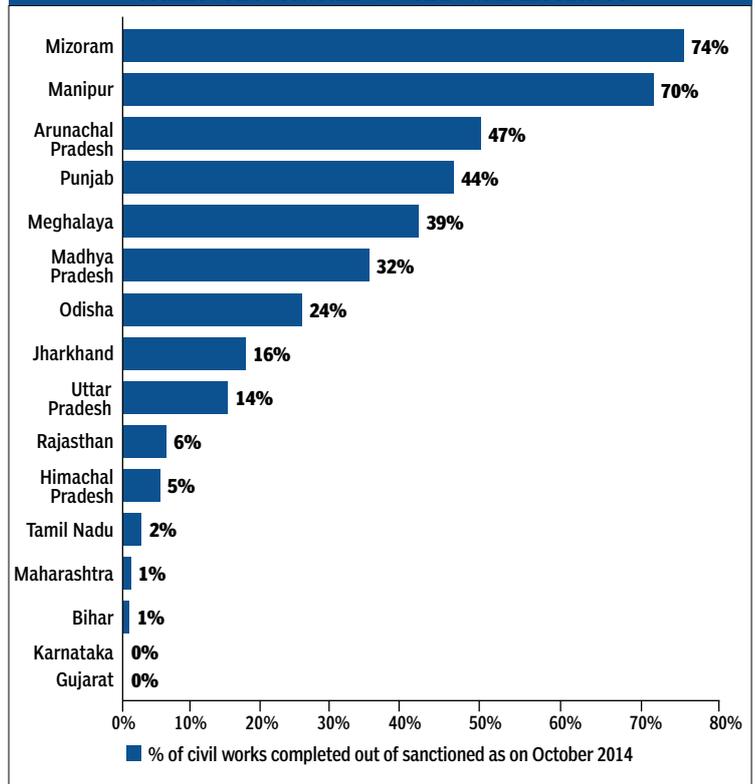


Source: RMSA 4th Joint Review Mission. Aid Memoire Available online at: [http://mhrd.gov.in/rmsa\\_jrm](http://mhrd.gov.in/rmsa_jrm)

Last accessed on February 16, 2015

Note: Category-wise calculations are our own

### KARNATAKA AND GUJARAT HAVE NOT COMPLETED ANY OF THEIR SANCTIONED WORKS UNDER RMSA



Source: Approvals and Progress of Civil Works as on October 2014. Available online at: <http://rmsaindia.org/en/how-do-i-find.html#2>

Last accessed on February 16, 2015

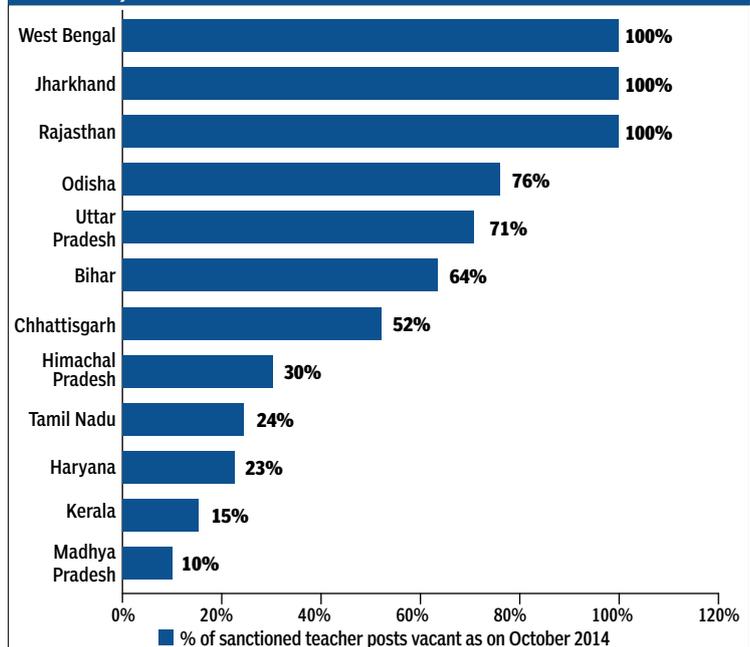
Note: The numbers are cumulative since FY 2009-10

**43%** of teacher posts approved under the scheme were vacant as of 28 October 2014

## Chhattisgarh, Bihar, UP and Odisha have over **50%** vacancies

- ❖ Chhattisgarh, Bihar, Uttar Pradesh and Odisha have over **50** percent vacancies. The deficiency is particularly large in the availability of core subject teachers such as science, mathematics and languages, adversely affecting the quality of teaching and learning in secondary schools.
- ❖ In FY 2009-10, only **22.5** percent of government schools had dedicated teachers for all core subjects. This increased marginally to **23.4** percent in FY 2013-14.
- ❖ The overall coverage of in-service training also remains poor. As on November 2014, only **25** percent of all teachers and **14** percent of all head masters approved for undertaking in-service training had completed their training.

### 100% OF SANCTIONED TEACHER POSTS WERE VACANT IN WEST BENGAL, JHARKHAND AND RAJASTHAN AS ON OCTOBER 2014

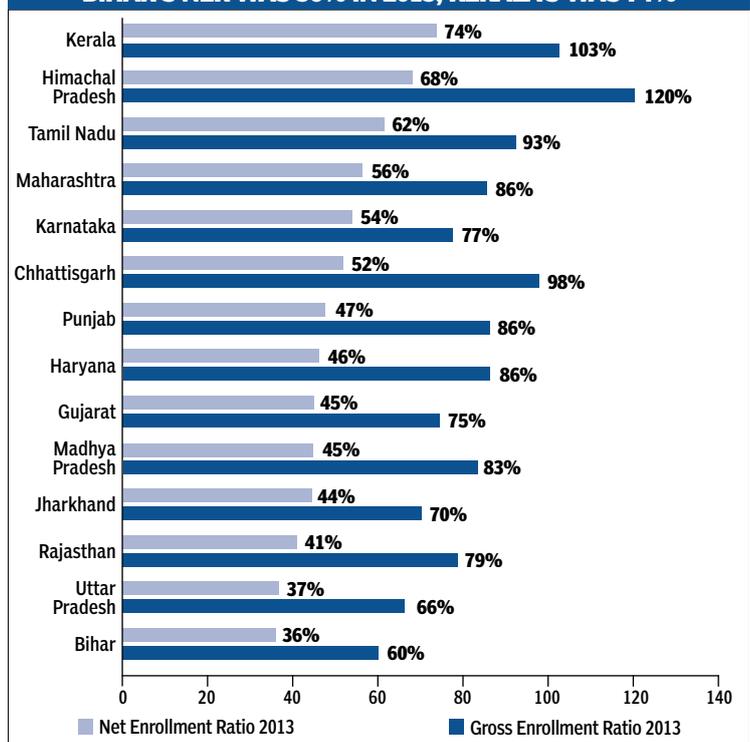


Source: State-wise teacher recruitment under RMSA, updated as on 28/10/2014. Available online at: <http://rmsaindia.org/images/files/how-do-i-find/Teacher%20Recruitment%20as%20on%20Oct%202014.pdf> Last accessed on February 16, 2015

## COVERAGE AND PERFORMANCE

- ❖ There are two ways to measure coverage of 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.
- ❖ RMSA's key objectives are: a) increase the secondary education GER from **52** percent in FY 2005-06 to **75** percent within **5** years of its implementation and provide universal access to secondary education by 2017 b) improve the quality of education imparted by making schools conform to prescribed norms, c) reduce the gender, social and regional gaps and, d) achieve universal retention by 2020.
- ❖ There are severe limitations to understanding progress made by RMSA on indicators of coverage and performance. No reliable output data is available for the years preceding the

### BIHAR'S NER WAS 36% IN 2013; KERALA'S WAS 74%

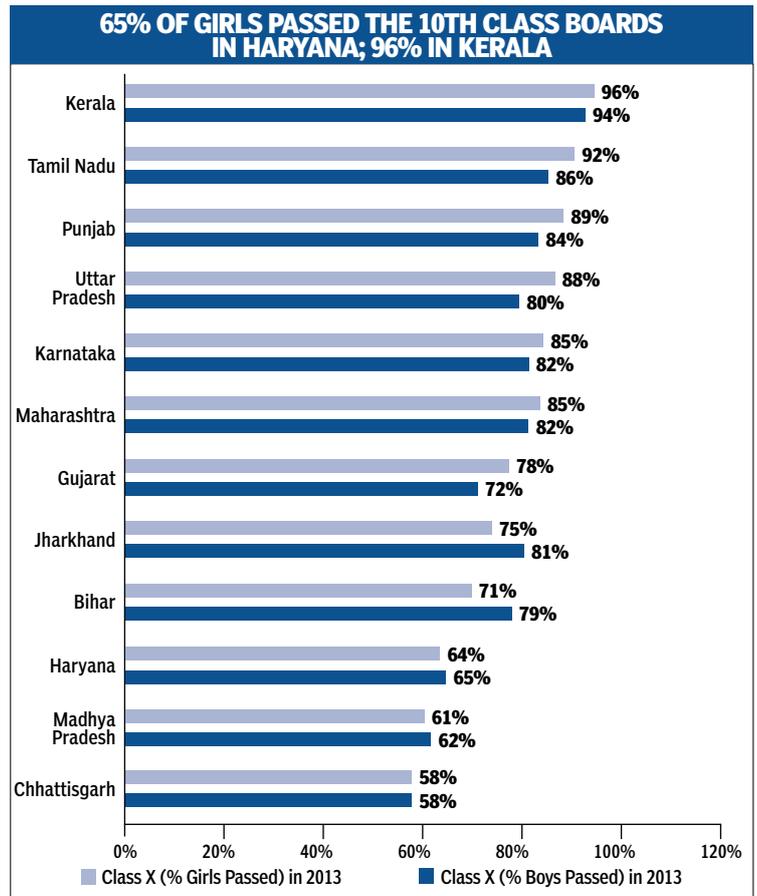


Source: SEMIS State Report Cards 2013-14. Available online at: [http://schoolreportcards.in/DISEUsers/download.aspx?file=Secondary\\_State\\_Report\\_Card\\_2013-14.pdf&From=Dise](http://schoolreportcards.in/DISEUsers/download.aspx?file=Secondary_State_Report_Card_2013-14.pdf&From=Dise) Last accessed on February 16, 2015

scheme. Thus we cannot establish a baseline. Moreover, most secondary education output data available do not make the distinction between government and private schools, making it difficult to isolate the impact of RMSA on secondary education.

- ❖ Keeping these limitations in mind, this brief assesses the progress made under RMSA based on 3 key indicators – enrolments, dropout rates and quality.
- ❖ **Enrolments:** RMSA has met its objective of increasing GER to 75 percent within 5 years of its implementation. In 2013, the GER for all secondary schools stood at 77 percent. However, NER continues to be low at 46 percent.
- ❖ Uttar Pradesh and Bihar were two of the poorest performers on enrolment indicators with NER less than 40 percent in both states. Kerala had the highest NER of 74 percent.
- ❖ **Retention:** The dropout rate for Class X was 28 percent in 2013.
- ❖ **Quality of education:** Despite increasing allocations, quality of education remains low. Due to a lack of explicitly stated quality related indicators under RMSA, this brief looks at pass percentage of Class X students, as a proxy for learning.

- ❖ India's overall secondary graduation rate for all schools increased from 64 percent in FY 2009-10 to 76 percent in FY 2013-14. It increased from 46 percent to 61 percent for government schools.
- ❖ In 2013, 79 percent of boys and 80 percent of girls passed the Class X boards.
- ❖ Kerala has the highest proportion of both boys and girls clearing Class X board exams: 94 percent and 96 percent, respectively. In contrast, Chhattisgarh performed poorly with less than 60 percent of boys and girls, who took the exam in 2012, clearing it.



Source: SEMIS State Report Cards 2013-14. Available online at: [http://schoolreportcards.in/DISEUsers/download.aspx?file=Secondary\\_State\\_Report\\_Card\\_2013-14.pdf&From=Dise](http://schoolreportcards.in/DISEUsers/download.aspx?file=Secondary_State_Report_Card_2013-14.pdf&From=Dise)  
Last accessed on February 16, 2015

**79% boys & 80% girls**  
passed the Class X boards in 2013

- ❖ For Gujarat, in 2010, only 68 percent of boys had passed. This increased to 76 percent in 2012, but declined to 72 percent in 2013. For girls, the pass percentage declined from 80 percent in 2012 to 78 percent in 2013.
- ❖ There are also differences in pass percentage across social groups. In Bihar, while 71 percent of girls cleared the Class X board exams, Scheduled Caste (SC) girls performed significantly poorer with a pass percentage of 58 percent.
- ❖ Similarly in Madhya Pradesh, while the average pass percentage for girls was 61, only 49 percent of Scheduled Tribe (ST) girls passed the exam.

Secondary education allocations have  
increased from

₹5,757<sup>cr</sup>

in FY 2009-10 to

₹9,184<sup>cr</sup>

in FY 2015-16. Correspondingly,  
allocations for RMSA have increased over  
6-fold during the same period





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  |
|--|--|
| <p><b>Union Budget, Expenditure Vol. 2</b><br/>Available online at: <a href="http://www.indiabudget.nic.in">www.indiabudget.nic.in</a><br/>Last accessed on February 28, 2015</p>  | <p>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 budget head is 2202.02.</p> |
| <p><b>MHRD portal, RMSA, PAB minutes.</b><br/>Available online at: <a href="http://mhrd.gov.in/minutes?tid=All&amp;tid_1=190">http://mhrd.gov.in/minutes?tid=All&amp;tid_1=190</a><br/>Last accessed on February 16, 2015</p>  | <p>State-wise data on physical and financial approvals and expenditures/completions. The latest PAB available is 2014-15.</p>  |
| <p><b>12th Five Year Plan chapter on education.</b><br/>Available online at: <a href="http://planningcommission.gov.in/plans/planrel/12thplan/pdf/12fyp_vol3.pdf">http://planningcommission.gov.in/plans/planrel/12thplan/pdf/12fyp_vol3.pdf</a><br/>Last accessed on February 16, 2015</p>  | <p>Has information on total public expenditures on secondary education during the 11th Five Year Plan and also details on household expenditures. In addition, it reviews the achievements of the 11th Five Year Plan and gives recommendations for the 12th Five Year Plan.</p>   |
| <p><b>MHRD portal, RMSA, Joint Review Mission Reports</b><br/>Available online at: <a href="http://mhrd.gov.in/rmsa_jrm">http://mhrd.gov.in/rmsa_jrm</a><br/>Last accessed on February 16, 2015</p>  | <p>1st, 2nd, 3rd and 4th Joint Review Mission Reports are available. These have data on RMSA expenditures since inception as well as some observations and recommendations.</p>  |
| <p><b>RMSA Portal, "How Do I Find" section</b><br/>Available online at: <a href="http://rmsaindia.org/en/how-do-i-find.html">http://rmsaindia.org/en/how-do-i-find.html</a><br/>Last accessed on February 16, 2015</p>   | <p>Has information on expenditures, releases and important output indicators including teacher availability and progress in civil works.</p>   |
| <p><b>Secondary Education Management Information System, State Report Cards</b> Available online at: <a href="http://www.semisonline.net/">www.semisonline.net/</a><br/>Last accessed on February 16, 2015</p>   | <p>Information on a number of educational indicators, including enrolment, GER, NER, pass percentage, facilities, teachers, etc. Latest year available is 2013-14.</p>   |
| <p><b>Working Group Report on secondary and vocational education, 12th Five Year Plan.</b> Available online at: <a href="http://planningcommission.gov.in/aboutus/committee/wrkgrp12/hrd/wg_seconvoc1708.pdf">http://planningcommission.gov.in/aboutus/committee/wrkgrp12/hrd/wg_seconvoc1708.pdf</a><br/>Last accessed on February 16, 2015</p> | <p>Review of the 11th Five Year Plan, current status of secondary and vocational education in the country and recommendations for next steps.</p>  |
| <p><b>Press Information Bureau, Rashtriya Madhyamik Shiksha Abhiyan (RMSA) for universalising access to secondary education, 02.01.2009.</b> Available online at: <a href="http://pib.nic.in/newsite/erelease.aspx?relid=46321">http://pib.nic.in/newsite/erelease.aspx?relid=46321</a><br/>Last accessed on February 16, 2015</p>               | <p>Has information on the recommendations for RMSA in the 11th Five Year Plan and broad objectives of the scheme.</p>  |

Prepared by **Avani Kapur**, [akapur@accountabilityindia.org](mailto:akapur@accountabilityindia.org) & **Amees Misra**, [amisra@accountabilityindia.org](mailto:amisra@accountabilityindia.org)  
Special Thanks: **Ekta Joshi**; Photo: **Satyam Vyas**



*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 budget data sources accessible. 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](http://www.accountabilityindia.in/expenditure_track)