

School Education Department

2.2 Implementation of Rashtriya Madhyamik Shiksha Abhiyan

Executive summary

Government of India (GoI) launched Rashtriya Madhyamik Shiksha Abhiyan (RMSA) in March 2009 to make good quality education available, accessible and affordable to all young persons in the age group of 14-18 years and integrated (July 2013) implementation of Information & Communication Technology, construction of Girls Hostels, Inclusive Education for Disabled at Secondary Stage (IEDSS) and Vocational Education with RMSA from the year 2013-14. A Performance Audit of Implementation of RMSA conducted in 225 test checked schools of nine districts revealed following significant audit findings:

High-level task force and Core Groups were not constituted at state and district level respectively. Perspective plan was not prepared at district level and in 96 per cent of test checked schools, annual plans were not prepared. Out of 1,51,042, 34,065 habitations (22.55 per cent) did not have access to Secondary schools within the prescribed limit of five kms and 33.56 per cent of children remained out of the purview of secondary school. As a result, the vision of RMSA to ensure universal access of secondary education by 2017 was not fully achieved.

The Pupil Teacher Ratio (PTR) was more than the prescribed limit in 44 per cent of the test checked schools. This pointed to the asymmetrical distribution of teachers amongst schools, which was not reflected in the overall state level PTR. The prescribed minimum of five subject teachers were not posted in 62 per cent of the test checked schools. Out of 14,103 schools, State Government could not provide science laboratories in 10,216 schools, art/craft/culture rooms in 10,093 schools, computer rooms in 9,971 schools, library in 9,737 schools and playground in 5,340 schools even after lapse of nine years of implementation of RMSA. Further, no rooms for secondary classes were found available in eight out of 225 test checked schools and in 47 per cent of test checked schools, the classrooms were overcrowded with a student strength ranging from 51 to 167.

The Gross Enrollment Ratio in Classes IX and X in the State increased from 71.12 per cent (2013-14) to 78.87 per cent (2017-18), even though it could not attain the goal of universal access of Secondary Education by 2017. The dropout rate in Class IX in test checked schools was much higher than state average of 2.16 per cent. There was shortfall of 92.04 per cent and 80.58 per cent in imparting of in-service training for teachers and induction training to newly recruited teachers respectively during 2013-18.

In 155 test checked schools, ICT scheme was being conducted without dedicated teachers and any prescribed syllabus.

The significant migration of students from government schools to other management schools in Class IX points to need for the government schools to improve quality of education imparted.

2.2.1 Introduction

Government of India (GoI) launched *Rashtriya Madhyamik Shiksha Abhiyan* (RMSA) in March 2009 to achieve universal secondary education in a mission mode. The vision of RMSA is (a) to make good quality education available, accessible and affordable to all young persons in the age group of 14-18 years, (b) to ensure universal access of secondary education (100 per cent Gross Enrollment Ratio) by 2017, (c) to achieve universal retention by 2020, and (d) to provide access to secondary education with special reference to economically weaker sections of the society, educationally backward, girls and disabled children residing in rural areas and the other marginalized categories.

Further, four other schemes namely “implementation of Information & Communication Technology”, “Construction of Girls’ Hostels”, “Inclusive Education for Disabled at Secondary Stage (IEDSS)” and Vocational Education were integrated (July 2013) with RMSA from the year 2013-14. Government of India (GoI) and the Government of Rajasthan (GoR) were to share the expenditure on these schemes in the ratio of 75:25 up to 2014-15 (except 90:10 for Girls Hostel and 100 per cent for IEDSS) and thereafter uniformly for all schemes/components in the ratio of 60:40.

The main objectives of RMSA are:

1. To ensure that all secondary schools have physical facilities, staff and supplies,
2. To improve access to secondary schooling to all (Secondary schools within 5 kms and higher secondary schools within 7-10 kms),
3. To improve the quality of secondary education and to ensure that no child is deprived of secondary education of satisfactory quality due to gender, socio-economic, disability and other barriers,
4. To implement information and communication technology (ICT) in schools,
5. To construct girls hostels and ensure inclusive education for disabled at secondary stage (IEDSS), and
6. To provide vocational education (VE).

2.2.2 Organizational set-up

For implementation of RMSA in the State, an independent and autonomous body i.e. “Rajasthan Council for Secondary Education (RCSE)” was

constituted (September 2009) and got registered as society under Rajasthan Society Registration Act, 1958. A Governing Council (GC) headed by Chief Minister of Rajasthan and represented by various Ministries is responsible to review the implementation of RMSA and to give overall policy guidance and direction for efficient functioning of the RCSE.

An Executive Committee (EC) of RCSE headed by Principal Secretary, School Education Department, GoR is responsible to achieve the objects of the RCSE and to discharge all its functions and exercise all administrative, financial and academic authority in this behalf, including powers to create posts of all descriptions and make appointments thereon in accordance with the Regulations.

The State Project Director (SPD) is the Principal Executive Officer of RCSE and implements the various activities of RMSA under the direction and guidance of the Chairman of EC. SPD is assisted by Additional SPD, Financial Advisor and Superintending Engineer, etc. Designated District Project Coordinator (DPC) is responsible for carrying out all activities of RMSA at the district level. School Management and Development Committee (SMDC) in each Government school implements the scheme at school level.

2.2.3 Audit Objectives

The Performance Audit aimed to assess whether:

1. *Planning for effective implementation of the scheme was adequate and whether access to Secondary/Senior Secondary Schools was provided within the distance prescribed in the scheme;*
2. *Teachers (including pupil-teacher ratio), staff and physical facilities like school infrastructure, girls hostels, laboratories, text books, etc., were provided as per norms and were effective in providing quality secondary education;*
3. *Targets of enrolment, transition rate and retention rate were achieved and whether teacher training and schemes for Vocational Education, Information & Communication Technology and Inclusive Education for Disabled at Secondary Stage were implemented effectively to improve the quality of secondary education; and*
4. *Financial management, internal control, monitoring and evaluation of the scheme were adequate and effective.*

2.2.4 Audit Criteria

The Performance Audit was conducted against the criteria derived from the following documents:

- Framework for implementation of RMSA;
- Manual on Financial Management and Procurement (MFMP) for RMSA 2012 (MHRD), Annual Work Plan and Budget (AWP&B) of RMSA,

Project Approval Board's minutes; and circular/orders & instructions issued by MHRD, GoI and GoR; and

- Survey Reports, Unified District Information System for School Education (UDISE) and other data available on RMSA.

2.2.5 Scope of audit and audit methodology

The Performance Audit on RMSA was conducted during May 2018 to September 2018 covering period from 2013-14 to 2017-18. The records at the office of SPD of RMSA in the State and Director Secondary Education were examined. Besides, nine³⁰ District Project Coordinators (out of 33) and 25 Government schools (90 *per cent* from rural areas and 10 *per cent* from urban areas) from each of the nine districts were selected on random sampling basis. Out of 25 schools in each district, three schools each having ICT and VE facilities, two schools having Girls hostel, five schools having IEDSS facilities were selected apart from 12 schools from rest of schools. On the request of Principal Secretary, GoR one Government Model School each from seven selected districts (except Churu and Hanumangarh districts where no model school established) was also test checked. Thus, 232 schools out of a total of 14,103 Government schools were selected for test check. Data of Unified District Information System for Education (UDISE) were also analyzed. Joint physical inspection of selected schools was also conducted along with departmental officials.

An entry conference was held (May 2018) with Principal Secretary, School Education Department, GoR wherein Audit objectives, criteria, scope and methodology were discussed and an exit conference was held (January 2019) with Commissioner, School Education wherein audit findings were discussed.

Audit Findings

Audit Objective 1: Whether planning for effective implementation of the scheme was adequate and whether access to Secondary/Senior Secondary Schools was provided within the distance prescribed in the scheme.

2.2.6 Planning

2.2.6.1 Non constitution of task force at State level

RMSA framework Paragraph 3.1.1 stipulated for the constitution of a high level task force to work out comprehensive policies, plan and programmes for the State. It was observed in Audit that the task force was not constituted at the State level during 2013-18 though district level committees were constituted under the leadership of District Education Officers. However, a high level Executive Committee has been constituted under the Chairmanship of

³⁰ Baran, Chittorgarh, Churu, Dholpur, Hanumangarh, Jaipur, Jaisalmer, Jalore and Tonk. State has been divided into nine educational zones and one district each from nine zones was selected.

Education Secretary which implements the policies, plans and programmes of RMSA comprehensively for the state.

2.2.6.2 Failure to conduct survey by Core Group

As per Paragraph 3.10 of RMSA framework, setting up of a Core Group of Governmental and non-Governmental persons at the district level was the starting point for planning activities. The Core Group would undertake an extensive visit of the district, by interacting with each household to ascertain the educational status and the educational need. It was observed in Audit that a Core Group has been constituted only at State level under the leadership of State Project Director and a District Executive Committee/Core Group has been constituted under the Chairmanship of District Collector at district level. The household survey conducted under *Sarva Shiksha Abhiyan* (SSA) is also being used for RMSA. However, the survey conducted for SSA does not fulfill the purpose as it covers only elementary education.

2.2.6.3 Non-preparation of Perspective Plan at district level

As per Paragraph 3.11.1 of RMSA framework, based on school level plan, each district was required to prepare a Perspective Plan and an Annual Plan. The Perspective Plan would be a plan for universalization within the time frame of RMSA. It would be based on the existing position with regard to attendance, retention, transition rate, drop out and learning achievement work out the total requirement for universalization, spread over a number of years.

It was observed in Audit that district level Perspective Plan were not prepared in any of the districts during 2013-18. RCSE however, prepared Indicative Perspective Plan of the State for the years 2009-17 on the basis of UDISE and census data. Thus, perspective plan of the state was not based on the district level perspective plans and local conditions of the area could not be taken care of.

2.2.6.4 Non preparation of Annual Plan at school level

As per Paragraph 3.10.5 of RMSA framework, the School has to play a critical role in the bottom up planning process and the School Management and Development Committee (SMDC) of every Government Secondary School has to prepare a school level annual plan. In the un-served areas new schools are required to be established. In the case of such schools, the school plan will be prepared by the District Project Coordinator with the help of District Core Group.

It was observed in Audit that 216 (96 *per cent*) out of 225 test checked Government Secondary Schools (GSSs)/Government Senior Secondary Schools (GSSSs) did not prepare their Annual Plan during 2013-18.

GoR stated (December 2018) that annual plans of the Government schools were prepared as per the prevailing directions. The reply is not correct as annual plan was not found prepared in 96 *per cent* of the test checked schools.

Thus, the Annual Plans for implementation of RMSA in the State were prepared without assessing the school level educational needs and the bottom up approach for planning was not followed as envisaged in the framework. Due to lack of proper planning, proposals of upgradation of 790 schools and works of strengthening of 176 schools were rejected/cancelled by MHRD as discussed in the **paragraphs 2.2.7.2 and 2.2.9.5 (ii)** respectively.

2.2.7 Access to the schools

2.2.7.1 Habitation without access to Secondary School

As per Paragraph 1.3.1 of the RMSA framework, the vision for secondary education is to make good quality education available, accessible and affordable to all young persons in the age group of 14-18 years. It *inter alia* provided for establishment of Secondary school within a reasonable distance of any habitation, which should be five kms for Secondary schools and 7 to 10 kms for Senior Secondary schools to ensure universal access of secondary education by 2017. Perspective Plan (2009-17) of the State also stipulated that all habitations would have access to Secondary schools within a radius of five kms by 2017.

It was observed in Audit that out of 1,51,042 habitations in the State, only 1,16,977 habitations (77.45 *per cent*) had access to a Secondary school within five kms, as of March 2018. Thus, 34,065 habitations (22.55 *per cent*) did not have access to Secondary schools within five kms, indicating that the objective of providing Secondary school to all habitations by 2017 was not fully achieved.

For determining neighbourhood schools, Geographical Information System (GIS) mapping was conducted in 2009 and 2012 in the State. SPD further intimated (June 2018) that GIS mapping was updated in 2017, however, in spite of repeated requests, SPD, RMSA did not provide details of GIS mapping conducted in 2012 and 2017 to Audit. As such, Audit was neither able to verify the correctness of number of total habitations/number of habitation with access to secondary schools within the prescribed distance nor verify whether GIS mapping exercise (2017) was carried out in a transparent and fair manner.

Further, while considering the proposals for upgradation of schools for 2014-15, MHRD rejected the proposal for upgradation of 300 schools, stating that '*School mapping exercise is in process and therefore the total requirement of Secondary schools in the State has not yet been determined*'.

GoR stated (December 2018) that the work of mapping of habitations with existing secondary schools was under progress.

2.2.7.2 Rejection of proposal of upgradation of 790 Upper Primary Schools

Scrutiny of Annual Work Plan & Budget of RMSA for the period 2013-18 revealed that SPD, identified 1,063 Upper Primary Schools and proposed for

their upgradation. Out of this list, MHRD approved only 273 (25.68 *per cent*) schools for upgradation and rejected proposals of upgradation of 790 schools during 2013-18 since the schools were already notified for upgradation or due to non-assessment of requirement of Secondary school properly owing to non-completion of GIS mapping or low gross access ratio, etc.

GoR accepted (December 2018) the facts that MHRD did not approve proposals for upgradation of upper primary schools to GSSs as the proposals did not fulfil the specified criteria.

Audit Objective 2: Whether teachers (including pupil-teacher ratio), staff and physical facilities like school infrastructure, girls hostels, laboratories, text books, etc., were provided as per norms and were effective in providing quality secondary education.

2.2.8 Quality Aspects

Good quality education demands the availability of quality infrastructure, qualified and trained teachers.

2.2.8.1 Availability of teachers

As per Paragraph 4.6 of RMSA framework and Point 4 of Annexure III of MFMP, every Secondary school would have at least one Headmaster and five teachers³¹ for students' up to 160 and one teacher for every additional 30 students with overall Pupil Teacher Ratio (PTR) not more than 30:1.

The State level position of PTR which is a factor of dividing total number of students by total number of teachers in Government Senior Secondary/ Secondary schools in the state during 2013-18 is given in **Table 1** below:

Table 1: Position of PTR at State level

Year	State level range of PTR in Government schools of		
	State	Rural area	Urban area
2013-14	Not provided	23:1	23:1
2014-15	22:1	24:1	26:1
2015-16	21:1	21:1	26:1
2016-17	22:1	21:1	25:1
2017-18	22:1	21:1	25:1

Source: As per information provided by Deputy Director (Planning), RCSE.

It could be seen from the table that during 2013-18, PTR in Government schools was within the prescribed limit of 30:1 when we consider the total number of teachers and the total number of students in the state. However, in 225 test checked schools, it was observed that, in 44 *per cent* schools (99 out of 225), the PTR was more than the prescribed ratio of 30:1 and ranged between 31:1 to 190:1 as per details given in **Table 2** below.

³¹ One teacher each for English, Hindi, Mathematics, Social Studies & Science.

Table 2: PTR of test checked schools

Name of district	Total no. of schools	Overall PTR less than 30:1		Overall PTR more than 30:1		PTR more than 30:1 in rural area schools		PTR more than 30:1 in urban area schools	
		No. of schools	Range of PTR	No. of schools	Range of PTR	No. of schools	Range of PTR	No. of schools	Range of PTR
Baran	25	17	8:1 to 23:1	8	36:1 to 69:1	7	36:1 to 69:1	1	45:1
Chittorgarh	25	13	10:1 to 27:1	12	31:1 to 186:1	11	31:1 to 186:1	1	56:1
Churu	25	16	3:1 to 30:1	9	43:1 to 96:1	4	43:1 to 92:1	5	44:1 to 96:1
Dholpur	25	11	12:1 to 30:1	14	34:1 to 84:1	13	34:1 to 84:1	1	83:1
Hanumangarh	25	14	10:1 to 30:1	11	32:1 to 74:1	9	32:1 to 74:1	2	38:1 to 44:1
Jaipur	25	14	6:1 to 30:1	11	34:1 to 53:1	9	35:1 to 52:1	2	34:1 to 53:1
Jaisalmer	25	19	5:1 to 29:1	6	31:1 to 82:1	5	31:1 to 82:1	1	56:1
Jalore	25	11	6:1 to 25:1	14	31:1 to 107:1	13	31:1 to 107:1	1	49:1
Tonk	25	11	5:1 to 26:1	14	31:1 to 190:1	9	32:1 to 190:1	5	31:1 to 63:1
Total	225	126		99		80		19	

Source: As per information provided by concerned schools.

From table 2 above, it can be seen that the PTR in 126 out of 225 (56 *per cent*) of the test checked schools was within the prescribed limit of 30:1 (ranged between 3:1 to 30:1). However, 99 out of 225 schools (44 *per cent*) of the test checked schools in rural areas and schools in urban areas was not as per the prescribed limit (ranged between 31:1 to 190:1) .

Even though the overall PTR in Jaipur district was 20:1 and was within the prescribed ratio of 30:1, various discrepancies in the deployment of teachers were noticed as discussed below:

- Out of 849 schools in Jaipur district, prescribed minimum five teachers were available only in 184 schools (21.67 *per cent*). In 438 schools (51.59 *per cent*), minimum five teachers were not available. In 56 (6.60 *per cent*) schools though five teachers were available but teachers were still less than requirement as per norm (PTR of 30:1).
- On the other hand, there were more teachers (six to 20) in 171 schools (20.14 *per cent*) than the norm of five teachers.
- Also in seven of the 171 schools located in Jaipur city or nearby (Dudu, Jaitpura and Lunyawas), 10 to 20 teachers were deployed in these schools even though there were less than 100 students.

Thus, there appears to be an asymmetrical distribution of teachers amongst schools which was not reflected by overall state level PTR.

2.2.8.2 Non-availability of minimum subject teachers

As per Manual on Financial Management and Procurement (MFMP) for RMSA norms at least one Headmaster and five subject teachers for students up to 160 would be posted for secondary classes in every Government school.

Scrutiny of information furnished by RCSE of Government Secondary Schools (GSSs) having less than five subject teachers revealed that the number of GSSs having less than minimum five subject teachers reduced from 1,743 in 2013-14 to 118 in 2017-18 due to merger and upgradation of schools. However, 118 GSSs still did not have the minimum of five subject teachers as

per detailed in **Table 3** below:

Table 3: Position of GSSs having less than five teachers

Year	Government Secondary Schools	
	Total schools	Having less than five subject teachers (percentage)
2013-14	9,060	1,743 (19.24 <i>per cent</i>)
2014-15	7,934	542 (6.83 <i>per cent</i>)
2015-16	4,222	145 (3.43 <i>per cent</i>)
2016-17	4,257	145 (3.40 <i>per cent</i>)
2017-18	4,031	118 (2.93 <i>per cent</i>)

Source: As per information provided by RCSE.

In respect of 10,072 Government Senior Secondary Schools³² (GSSSs), RCSE did not provide the number of schools having less than five subject teachers for secondary classes (classes IX and X).

It was noticed that 62 *per cent* (139 out of 225 schools) test checked Government Secondary and Senior Secondary Schools³³ did not have minimum five subject teachers during 2017-18 for secondary classes.

GoR did not offer any comment for non-availability of prescribed minimum subject teachers in 118 GSSs. However, in respect of GSSSs it was stated (December 2018) that services of subject lecturers are being utilized for Secondary classes whenever they have free classes. The reply is not convincing as only 857 GSSSs (8.51 *per cent*) had science stream and it seems impracticable that subject lecturers other than Science stream were engaged to teach Science and Mathematics in secondary classes.

2.2.8.3 Staff strength

It was observed in Audit that during 2013-18, posts of teachers for Class IX and X were lying vacant ranging from 19.17 *per cent* to 28.75 *per cent*. In 2017-18, as against the sanctioned strength of 69,673, 53,502 teachers were posted and 16,171 (23.21 *per cent*) posts were lying vacant. However, GoR stated (December 2018) that as against the sanctioned strength of 73,053 senior teachers, 61,309 were working as on date and 11,744 (16.07 *per cent*) posts were lying vacant.

Similarly, it was also noticed that during 2013-18, posts of non-teaching staffs were lying vacant ranging from 38.23 *per cent* to 46.10 *per cent*. In 2017-18, as against the sanctioned strength of 73,149 of non-teaching staff 43,750 were posted and 29,399 (40.19 *per cent*) posts were lying vacant in Government Secondary Schools (GSSs) and Government Senior Secondary Schools (GSSSs).

³² (Total GSS/GSSS schools 14,103 minus 4,031 GSS) = 10,072 GSSS.

³³ Baran: 17 schools, Chittorgarh: 16 schools, Churu: 15 schools, Dholpur: 19 schools, Hanumangarh: 17 schools, Jaipur: 9 schools, Jaisalmer: 20 schools, Jalore: 13 schools and Tonk: 13 schools.

2.2.9 Infrastructure facilities

2.2.9.1 Inadequate provision of infrastructure facilities

Paragraph 3.4.1 of MFMP provides for strengthening of infrastructure such as science laboratory, art/craft/culture room, separate toilet for boys and girls, drinking water, etc., for each existing schools. These facilities were required to be provided by the end of 12th five year plan i.e March 2017.

The year-wise position of Government Secondary Schools (GSSs) and Government Senior Secondary Schools (GSSSs) not having infrastructure facilities in the State during 2015-18 is shown in the **Table 4** given below:

Table 4: Position of lack of infrastructure facility

Year	Total schools	Number of GSSs and GSSSs not having facility of						
		Science laboratory	Art/Craft/Culture room	Computer room	Library	Drinking water	Play-ground	Boundary wall
2013-14	Not available							
2014-15								
2015-16	13,882	10,866	11,004	11,010	10,376	677	5,947	783
2016-17	14,056	10,408	10,928	10,577	10,256	619	5,841	819
2017-18	14,103	10,216 (72.44%)	10,093 (71.57%)	9,971 (70.70%)	9,737 (69.04%)	306 (2.17%)	5,340 (37.86%)	744 (5.28%)

Source: As per information provided by RCSE.

As per RMSA guidelines, infrastructure facilities such as science laboratory, art/craft/culture room, drinking water, etc., would be provided in each existing GSSs and GSSSs by March 2017. But even after lapse of nine years of implementation of RMSA, out of 14,103 GSSs and GSSSs in the State, science laboratory was not available in 10,216 (72.44 *per cent*) schools, art/craft/ culture rooms in 10,093 (71.57 *per cent*) schools, computer rooms in 9,971 (70.70 *per cent*) schools, library in 9,737 (69.04 *per cent*) schools, drinking water in 306 (2.17 *per cent*) schools, playground in 5,340 (37.86 *per cent*) schools and boundary wall in 744 (5.28 *per cent*) schools as of March 2018.

Similarly, out of 225 test checked schools, science laboratory was not available in 114 (50.67 *per cent*) schools, art/craft/culture rooms in 174 (77.33 *per cent*) schools, computer room in 83 (36.89 *per cent*) schools, library in 69 (30.67 *per cent*) schools, drinking water in 15 (6.67 *per cent*) schools, separate toilets for boys and girls in 15 (6.67 *per cent*) schools, playground in 54 (24.00 *per cent*) schools and boundary wall in 41 (18.22 *per cent*) schools till date of audit (December 2018). It was also observed that 217 (96.44 *per cent*) test checked schools were not disabled friendly.

In seven test checked Model schools, no shortage in infrastructure facilities was noticed. Though RCSE intimated (July 2018) that all GSSs and GSSSs had separate toilets for boys and girls, however separate toilets were not found available in 6.67 *per cent* of the test checked schools.

GoR stated (December 2018) that for providing infrastructure facilities, efforts are being made to make necessary funds available from other schemes of GoI/GoR.

The lack of infrastructure as prescribed in RMSA guidelines, is a big hurdle in providing quality secondary education in a comfortable learning environment.

2.2.9.2 *Inadequate provision of classrooms leading to adverse Student Classroom Ratio*

As per Paragraph 4.6 of RMSA framework, the Student Classroom Ratio (SCR) of a minimum of 25:1 and maximum 40:1 was to be maintained. The position of SCR and Additional Class Rooms (ACR) for Classes IX and X in Government Schools during 2013-18 is given in **Table 5** below:

Table 5: Position of SCR at State level

Year	No. of students enrolled (IX & X)	No. of classrooms	SCR	No. of ACRs proposed in AWP&B	No. of ACRs approved by MHRD
2013-14	9,78,574	24,557	40:1	1,106	707
2014-15	10,73,730	29,452	37:1	629	0
2015-16	11,40,563	28,545	40:1	1,765	770
2016-17	12,23,640	28,471	43:1	1,702	86
2017-18	13,03,774	22,077	59:1	2,695	11
Total				7,897	1,574

Source: As per information provided by SPD, RMSA

It would be seen from the table above that SCR during 2016-18 in Government Schools turned adverse (between 43:1 and 59:1) due to the continuously increasing trend in enrolment of students and decreasing trend in availability of classrooms for Classes IX and X. Further, it was also observed that in spite of numbers of classrooms reducing drastically by 6,394 (28,471-22,077) from 2016-17 to 2017-18, SPD proposed only 2,695 Additional Classrooms in AWP&B for the year 2017-18 out of which MHRD approved only 11.

In 225 test-checked schools, the position of SCR during 2017-18 is given in **Table 6** below.

Table 6: Position of SCR in test checked schools

Name of district	Overall SCR during 2017-18		No. of schools having no rooms for Classes IX and X	SCR more than 50:1	
	No. of schools	Range of SCR		No. of schools	Range of SCR
Baran	25	12:1 to 102:1	1	7	54:1 to 102:1
Chittorgarh	25	24:1 to 93:1	0	10	51:1 to 93:1
Churu	25	6:1 to 157:1	0	9	55:1 to 157:1
Dholpur	25	17:1 to 167:1	1	14	51:1 to 167:1
Hanumangarh	25	20:1 to 74:1	3	9	59:1 to 74:1
Jaipur	25	14:1 to 78:1	0	15	51:1 to 78:1
Jaisalmer	25	9:1 to 75:1	0	7	56:1 to 75:1
Jalore	25	26:1 to 115:1	1	15	54:1 to 115:1
Tonk	25	13:1 to 124:1	2	15	57:1 to 124:1
Total	225		8	101	

Source: As per information provided by concerned schools

The above table depicts that the maximum limit of SCR was ranging between 74:1 and 167:1 in 2017-18 against prescribed norm of 40:1. Further, in eight

schools there were no rooms for students of Classes IX and X and in 46.54 per cent (101 out of 217) schools, the classrooms were overcrowded with a student strength ranging from 51 to 167. Thus, non-provision of adequate number of classrooms in these schools resulted in overcrowding in classrooms causing uncomfortable learning environment for the students, besides conducting classes by making partitions, in verandahs or under trees.



It was also observed that 11 Additional Class Rooms, art/craft/culture rooms, library room, science lab room and computer room constructed in eight test checked schools of Jaisalmer district were being used for either storage of furniture/principal room/office room or lying vacant. Thus, these rooms were not being used for the intended purpose for which they were constructed.

Further, in seven test checked model schools, SCR ranged from 32:1 to 39:1 and was within the prescribed limit of 40:1.

GoR stated (December 2018) that efforts are being made for arranging necessary funds for construction of Additional classrooms.

The fact remains that in absence of school level annual plan as discussed in **paragraph 2.2.6.4**, school specific needs could not be assessed resulting in overcrowding causing uncomfortable learning environment for the students.

2.2.9.3 Delay in distribution of free text books

Paragraphs 3.10.3 and 3.13.4 of RMSA framework envisage provision of distribution of free text books to children in Government schools. The State Government had implemented a scheme since 2004 for providing free text books to all girl students, all students belonging to SCs and STs and boy students (whose parents are not tax payers) of Class IX to XII of Government Secondary Schools (GSSs) and Government Senior Secondary Schools (GSSSs). As per order (September 2010) of School Education Department, GoR, consolidated demands for text books for the next academic year were required to be submitted to Rajasthan State Textbook Board (RSTB) up to month of July of the current academic year and free text books were to be supplied by RSTB up to 30th April of the next academic year (at the beginning of the session).

Scrutiny of records of Director Secondary Education (DSE) revealed that during 2013-18, DSE never sent the consolidated demand of text books to

RSTB on time and sent demand in a piecemeal manner up to month of September. Further, text books were required to be distributed to students in beginning of the academic year *i.e.* in the month of April, but the text books were actually made available to schools for distribution up to November of the academic year with delay from one to six months. Thus, inspite of incurring expenditure of ₹ 250.60 crore, free text books could not be provided in time to the eligible students of class IX to XII in the government schools before the start of the academic sessions.

GoR stated (December 2018) that efforts would be made to provide free text books in time.

2.2.9.4 Construction and occupancy of Girls hostels

The main objective of providing hostel for Girls was to retain girl children in Secondary School and also to ensure that girl students are not denied the opportunity to continue their study due to distance, parent's affordability and other connected social factors. Under the scheme one hostel for girls with a capacity of 100 beds was to be set up in each of the educationally backward blocks in the state. The girl students in the age group of 14 to 18 years studying in classes IX to XII and belonging to SCs/STs/OBCs/minority communities and BPL families would form the target group.

Scrutiny of records revealed that 186 (100 bedded) Girl hostels were to be constructed in the State up to March 2017. Out of these, 184 Girls' hostels were completed and made functional as of June 2018 and their occupancy had improved to 91.89 *per cent*. GoR stated (December 2018) that efforts to further increase occupancy are being made.

2.2.9.5 Civil Works

RMSA provided for infrastructure support to enhance access and enabling conditions for quality education. Infrastructure support includes opening of new secondary schools or upgradation of upper primary schools to the secondary stage and strengthening of existing secondary schools through construction of Additional Classrooms (ACR), science laboratories, library, art/craft/culture rooms, computer rooms and separate toilets for girls and boys, etc.

(i) Upgradation/Strengthening of schools

During 2013-18, MHRD approved 5,897 works for upgradation/strengthening of school buildings (273 upgradation of schools, 1,574 ACRs, 1,092 Science laboratories, 1,118 Art/Craft rooms, 702 Computer rooms, 891 Library rooms, 247 toilets) at a total outlay of ₹ 745.24 crore. Out of these, 5,080 (86.14 *per cent*) works were completed, 749 works in progress and 68 works could not be started as of March 2018. The details of all the works is given in **Table 7** below.

Table 7: Position of construction of strengthening works

Sl. No.	Item of civil work	Works Approved by MHRD	Nos. of works completed (per cent)	Nos. of works in progress	Nos. of works not started	Details of approval of works not started
1.	Upgradation of school	273	222 (81.32)	50	1	Non availability of land, land dispute etc.
2.	ACRs	1,574	1,477 (93.84)	79	18	Out of 18 works, 11 works approved in 2013-14, six in 2015-16 and one in 2016-17
3.	Science laboratory	1,092	921 (84.34)	160	11	Out of 11 works, three works approved in 2013-14, three in 2015-16, two in 2016-17 and three in 2017-18.
4.	Art & Craft room	1,118	936 (83.72)	171	11	Out of 11, one work was approved in 2013-14, four in 2015-16, three in 2016-17 and three in 2017-18.
5.	Computer room	702	620 (88.32)	77	5	Out of five works, two works were approved in 2013-14, two in 2015-16 and one in 2016-17.
6.	Library room	891	722 (81.03)	161	8	Out of eight works, two works were approved in 2013-14, two in 2015-16, one in 2016-17 and three in 2017-18.
7.	Toilet	247	182 (73.68)	51	14	Out of 14 works, three works were approved in 2016-17 and 11 in 2017-18.
	Total	5,897	5,080 (86.14)	749	68	

While the position of completed works was satisfactory, 817 strengthening/upgradation works (13.86 *per cent*) were still in progress and completion thereof required to be expedited.

GoR stated (December 2018) that efforts are being made to complete the works.

(ii) Cancellation of strengthening works in 176 schools

It was observed in Audit that on the proposals of SPD, strengthening works in 176 schools were approved by the MHRD at a cost of ₹ 33.09 crore during 2010-14 as detailed in **Table 8** below. These works were subsequently cancelled by MHRD in 2015-16 due to non-availability of land, land dispute or land was not in possession of schools.

Table 8: Cancelled works

Year	No. of schools	Name of component proposed for cancellation						
		ACR	Science lab	Computer room	Library room	Art/Craft room	Drinking water	Total amount (₹ in crore)
2010-11	23	19	18	23	6	23	2	4.90
2011-12	137	75	112	74	48	120	1	24.10
2013-14	16	28	9	6	6	7	0	4.09
Total	176	122	139	103	60	150	3	33.09

In terms of guidelines of RMSA, preparation of proper budget plays an important role in timely implementation of any projects. Further, each district was required to prepare a perspective plan up to 2016-17 based on the school

level plans as discussed in the **paragraph 2.2.6.4**. However, as per the prevailing practice of preparation of State level annual plans based on data available in UDISE without considering the actual requirements of the schools, the ground level problems like non availability of land, land dispute, etc., at individual school level went unnoticed. This resulted in not only cancellation of strengthening works but the project outlay was also reduced by ₹ 33.09 crore owing to poor planning.

GoR accepted the facts and stated (December 2018) that strengthening works of other 176 schools were sanctioned in 2015-16 against the cancellation of these works.

The reply of GoR needs to be viewed in the light of the fact that in the year 2015-16 itself, GoR had proposed strengthening of 2079 schools and looking to the huge pendency for completion of works of previous years, GoI did not sanction any new work except works against cancellation. Thus, cancellation of strengthening works could have been avoided by ensuring availability of land for the proposed schools while planning of such works.

(iii) Lapses noticed in test checked districts

• School building in dilapidated condition

During test check of Government Senior Secondary School, Ralawata, Sambhar Lake of Jaipur district, it was observed that school building was in dilapidated condition and Public Works Department declared this building abandoned in August 2012. As such suitable rooms were not available in the school for classroom purpose and all classes were being conducted under trees and in *verandah*. Even though the school principal brought this issue various times in the notice of department, no action was taken till date.

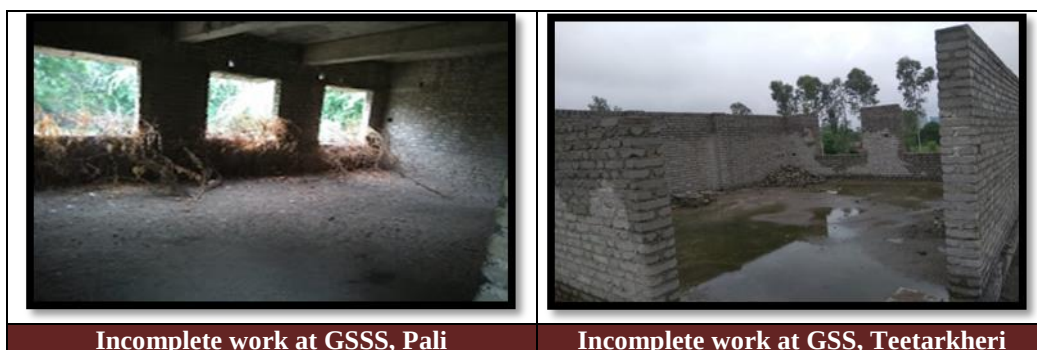
GoR stated (December 2018) that two additional classrooms have been sanctioned under MPLAD/MLALAD and efforts are being made for repair/construction of school building from other schemes.



• Incomplete works in test checked districts/schools

Test check revealed that strengthening works (construction of ACRs, computer rooms, toilets, etc.) in 13 schools sanctioned during 2010-16 at the

cost of ₹ 2.11 crore were lying incomplete as of May-August 2018 as the contractors abandoned the construction works. This resulted in not only the students being deprived of the benefits, but also unfruitful expenditure of ₹ 2.11 crore.



GoR stated (December 2018) that five works have been completed out of 13 incomplete works and remaining works under progress. However, details of five completed works was not provided to Audit.

2.2.9.6 Purchase of furniture

(i) Non utilisation of furniture grant

As per Paragraph 3.4.1 of MFMP for RMSA, grant was to be provided for procuring furniture/fixture under the component 'Strengthening of Schools' where construction work of library, science laboratory, art/craft/culture/computer rooms and ACRs had been completed.

Scrutiny of records of nine test checked District Project Coordinators (DPCs), revealed that RCSE transferred ₹ 4.49 crore to three District Project Coordinators during March 2015 to November 2016 for purchase of furniture for 141 schools under RMSA. Out of ₹ 4.49 crore, only ₹ 0.75 crore could be utilised for purchase of furniture for 37 schools as per details given in **Table 9** below:

Table 9: Position of procurement of furniture

(₹ in crore)								
Sl. No.	Name of DPC	Month of transfer of funds by RCSE	Fund released	No of schools	Amount utilised	Schools for which procured	Amount lying unutilized	Reasons for funds lying unutilised
1.	Jaisalmer	February & October 2016	0.71	16	0.00	0	0.71	Due to non finalization of tenders
2.	Dholpur	November 2016	1.66	35	0.00	0	1.66	Due to non finalization of tenders as no tenderer was found eligible.
3.	Tonk	March 2015	2.12	90	0.75	37	1.37	Due to non supply of furniture by firms to remaining 53 schools
Total			4.49	141	0.75	37	3.74	

It would be seen from the table above that DPCs, Jaisalmer and Dholpur could not finalize the tenders for purchase of furniture. In DPC, Tonk though a firm was finalized, the firm supplied furniture in 37 out of 90 schools only. Thus, in these three DPCs an amount of ₹ 3.74 crore (83.30 per cent) meant for purchase of furniture was lying unutilized for 26 months to 46 months as of December 2018.

GoR stated (December 2018) that in Dholpur district, utilization of furniture grant is under progress and district offices of Jaisalmer and Tonk districts have been directed to refund the unspent amount and fix the responsibility for non-utilization of funds.

(ii) Avoidable expenditure incurred on purchase of computer furniture

ICT scheme was launched in the State during 2008-16 in 7025 schools³⁴ in four phases. Under this scheme, computers, its accessories along with computer chair and tables were provided to these schools.

Scrutiny of records of seven test checked District Project Coordinators (DPCs) revealed that RCSE transferred funds in March 2015 to the DPCs and further these DPCs issued Administrative and Financial Sanctions and transferred ₹ 16.07 crore to 728 schools for purchase of furniture which included purchase of computer chairs and tables. It was observed that out of 728 schools, in 337 schools computer chairs and tables were supplied without any requirement as these schools were supplied computer chairs and tables earlier under the ICT scheme. Thus, in 337 schools extra expenditure of ₹ 1.40 crore was incurred on purchase of computer chairs and tables as per details given in **Table 10** below:

Table 10: Details of purchase of computer furniture

Sl.No	Name of DPC	(₹ in crore)			
		Particulars of sanction issued by DPC		Particulars of extra purchase of computer furniture	
		No. of schools	Amount of sanction	No of schools	Amount of purchase
1	Hanumangarh	78	1.62	49	0.21
2	Dholpur	60	1.57	39	0.20
3	Jaipur	249	3.81	52	0.19
4	Jaisalmer	42	0.73	29	0.11
5	Jalore	98	3.28	76	0.25
6	Tonk	113	3.16	39	0.20
7	Churu	88	1.90	53	0.24
	Total	728	16.07	337	1.40

GoR stated (December 2018) that compliance would be intimated after receiving the reply from the DPCs concerned.

³⁴ 1st Phase: 2,500 (2008-09), 2nd Phase: 2,000 (2010-11), 3rd Phase: 2,000 (2013-14) & 4th Phase: 525 (2015-16).

Audit Objective 3: Whether targets of enrolment, transition rate and retention rate were achieved and whether teacher training and schemes for vocational education, information & communication technology and inclusive education for disabled at secondary stage were implemented effectively to improve the quality of secondary education.

2.2.10 Non achievement of universal access of secondary education

The vision of RMSA is to ensure universal access of Secondary Education by 2017 (Gross Enrolment Ratio³⁵ (GER) of 100 per cent). The percentage of GER of Class IX and X of Government Schools of the State during 2013-18 were 71.12 per cent (2013-14), 69.68 per cent (2014-15), 75.38 per cent (2015-16), 78.45 per cent (2016-17) and 78.87 per cent (2017-18) showing an increasing trend yet it could not fully attain the goal of universal access of Secondary Education by 2017.

2.2.10.1 Enrolment of children in schools

One of the objective of RMSA was to attain universalisation of secondary education in the State by bringing all the children in the age group of 14-18 years to school for education. Typically children in the age group of 14-18 years would be in classes IX to XII. However, in a scrutiny of UDISE data, it was observed that some children in the age group of 14-18 years were also enrolled in Class VIII.

Accordingly, based on the available data, the universalisation of secondary education for all children in the age group of 14-15 years enrolled in Class VIII to XII in Government and other schools (including private/other management schools) were considered for verification by Audit. The position of projected population of children of all categories, in the age group of 14-15 years as per census 2011 as adopted by GoR vis-a-vis enrolment of children in the Class VIII to XII in all private/management schools during 2013-14 to 2017-18 is shown in **Table 11** below:

Table 11: Enrolment of children of all categories

Year	Projected population of children in the age group of 14-15 years as per census 2011	Number of children of that age group enrolled in Class VIII to XII as per UDISE	No of children out of school	Percentage of children out of schools
2013-14	30,06,800	18,12,243	11,94,557	39.73
2014-15	31,95,300	17,97,801	13,97,499	43.74
2015-16	31,51,300	21,32,986	10,18,314	32.31
2016-17	32,72,800	21,74,593	10,98,207	33.56
2017-18	32,30,200	21,12,291	11,17,909	34.61

It would be seen from the table above that though there was increasing trend in enrolment of children of all categories from 18.12 lakh in 2013-14 to 21.12

³⁵ It shows level of proportion/percentage of relevant age group population enrolled in Educational Institutions. GER=Total Enrollment in Classes IX and X in a year/ Population of 14-15 years in the same year * 100.

lakh in 2017-18. However, the fact remains that 34.61 *per cent* of children of all categories were not enrolled in any school (government or private or other management school) during 2017-18.

GoR stated (December 2018) that efforts would be made to increase enrolment.

2.2.10.2 Examination results in Government schools vis-a-vis schools of other Management

RMSA is committed to universalize quality education at Secondary school stage. The focus on quality interventions would necessitate existence of quality infrastructure, curriculum development, competency, subject specific deployment in schools, in-service training of teachers and heads of the schools, academic support at all levels, classroom based support and supervision issues etc. It was also envisaged that the Mission would encourage States to focus on total development of children, encouragement in sports, cultural activities, etc.

No specific reports/survey regarding quality and desired learning outcomes of school education for Secondary/Senior Secondary level was available with MHRD. An analysis of the report of *Pratham*, a Non Government Organization prominent in assessment of learning outcomes in education sector also did not include outcomes for students of secondary/senior secondary level. The audit analysis of learning outcomes was limited to analysis of examination results only.

The performance of the students (both boys and girls) of both Government and other management schools in common class X Board examination, which is a major indicator of quality education, was analyzed to review whether RMSA's other objective of providing quality education was achieved.

Scrutiny of pass percentage of students in class X examination (Rajasthan Board) in both Government and other than Government Schools furnished by the Department revealed that at State level, average pass percentage of students of class X was 69.90 (ranging between 57.55 *per cent* and 75.61 *per cent*) in government schools as compared to 77.04 (ranging between 69.51 *per cent* and 81.09 *per cent*) in other management schools during 2013-18. However, the gap between Government schools and other management schools reduced from 11.96 *per cent* in 2013-14 to 5.48 *per cent* in 2017-18.

GoR stated (December 2018) that the reply would be intimated in due course.

Thus, from the examination results for Class X, which is a major indicator of quality education, though there is further scope for improvement, it appears that the quality of education improved during the last 5 years.

2.2.10.3 Transition Rate

All the children in the age group of 14-18 years were required to be enrolled in schools to attain universalization of secondary education.

(i) Transition rate from Class VIII to IX

During 2013-18, it was observed that the transition rate from Class VIII to Class IX in all management schools in the State remained less than 100 per cent (ranging between 91 per cent and 95 per cent) as per details given in **Table 12** below. This indicates that 5 per cent to 9 per cent children were not enrolled in Class IX.

Table 12: Transition rate of class VIII to IX in all management schools

Enrolment in class VIII		Enrolment in class IX in the succeeding year				Transition rate from Class VIII to IX (in per cent)
Year	Number of children enrolled	Year	Total enrolment in class IX	Repeater in class IX	Net Enrolment in class IX	
1	2	3	4	5	6 (4-5)	7 (col.6/col.2)
2012-13	12,73,868	2013-14	12,16,241	47,666	11,68,575	92
2013-14	12,57,697	2014-15	11,92,043	52,360	11,39,683	91
2014-15	12,24,944	2015-16	12,14,024	51,556	11,62,468	95
2015-16	12,58,976	2016-17	12,18,649	38,809	11,79,840	94
2016-17	12,88,995	2017-18	12,89,822	85,731	12,04,091	93

Source: UDISE data

(ii) Transition rate from Class IX to X

High transition rate from Class IX to Class X is also an indication of quality education provided in Class IX. The position of transition rate from class IX to X in all management schools at the State level and in 225 test checked Government schools during 2013-18 is given in **Table 13** below.

Table 13: Transition rate from Class IX to X in test checked and in all management schools

Year	Total enrolment in Class IX		Fresh enrolment in class X in the succeeding year			Transition rate from class IX to X (%)	
	In all management schools	In test checked schools	Year	In all management schools	In test checked schools	In all management schools	In test checked schools
1	2	3	4	5	6	7 (col 5/col 2)	8 (col 6/col 3)
2012-13	10,96,079	NA	2013-14	10,80,864	Not provided	99	-
2013-14	12,16,241	14,671	2014-15	10,71,263	10,408	88	71
2014-15	11,92,043	13,934	2015-16	10,73,327	10,412	90	75
2015-16	12,14,024	14,621	2016-17	10,92,770	11,705	90	80
2016-17	12,18,649	15,538	2017-18	10,79,715	12,310	89	79

Source: Data as per UDISE for State level and as per information provided by concerned test checked school.

It can be seen from the table that though transition rate from class IX to Class X in all management schools in the State was more than 88 per cent (ranging between 99 per cent and 88 per cent) during 2013-18 but in 225 test checked Government schools it was still up to 80 per cent (ranging between 71 per cent and 80 per cent) during 2014-15 to 2017-18. Low transition rate in test checked Government school as compared to State average reflects on the quality of education in these test checked Government schools.

GoR accepted (December 2018) the facts.

2.2.10.4 Trends in Dropout

Dropout refers to pupil who leaves school before completion of a school stage or leaves at some intermediate point of a given level of education. Overall dropout rate for classes IX and X in the state decreased from 13.65 *per cent* (2013-14) to 1.34 *per cent* (2017-18) as it was 13.65 *per cent* (2013-14), 12.16 *per cent* (2014-15), 3.28 *per cent* (2015-16), 2.16 *per cent* (2016-17) and 1.34 *per cent* (2017-18).

However, in nine selected districts, dropout percentage³⁶ in test checked schools in class IX was 24.03 *per cent* in Baran, 26.56 *per cent* in Chittorgarh, 9.12 *per cent* in Churu, 11.76 *per cent* in Dholpur, 14.29 *per cent* in Hanumangarh, 9.30 *per cent* in Jaipur, 17.17 *per cent* in Jaisalmer, 19.58 *per cent* in Jalore and 19.39 *per cent* in Tonk district during 2016-17. The results of the test checked schools during 2016-17 indicate that the dropout rate in Class IX was higher than average of 2.16 *per cent* for the whole state.

GoR accepted the facts and stated (December 2018) that monitoring system at block, district and state level was being strengthened for improving quality education in Government schools. Dropout rate would improve in schools on adoption of new monitoring system.

2.2.10.5 Training to teachers

RMSA framework envisages that the teacher is the most important component in school education. It is necessary to continuously upgrade the quality of teachers through in-service education programmes and a variety of other measures, apart from pre-service qualifying programme of teacher training viz., B.Ed. Hence, teachers' competency and efficiency can be improved through focused planning for training so that observable improvements in student effectiveness and education efficiency in terms of examination results can be achieved. Scrutiny of records revealed the followings:

(i) Inadequate in-service training

- **In-service training to teachers:** As per Paragraph 3.4.1 (Annexure–III) of MFMP of RMSA, in-service training was to be given to all the teachers and heads of schools for five days in a year.

During 2013-18, against requirement of training for 2,65,389 teachers as per RMSA guidelines, only 32,028 teachers (12.06 *per cent*) were targeted for in-service training. Of these, only 21,104 (65.89 *per cent*) teachers were imparted in-service training. No training was imparted during 2013-14 though 8,000 teachers were targeted for training. During 2015-16, no teachers were even targeted for in-service training.

Thus, 92.04 *per cent* teachers (2,44,285 out of 2,65,389) were not imparted any in-service training during 2013-18. Further, out of ₹ 6.97 crore approved

³⁶ The dropout in Class IX in test checked schools was calculated by applying the formula= $\frac{\text{Total number of children enrolled in class IX in a particular year} - (\text{Number of children promoted to Class X in next year} + \text{Number repeater in Class IX in next year})}{\text{Total number of children enrolled in class IX in the particular year}} \times 100$.

for in- service training by MHRD, only ₹ 5.30 crore could be utilised for imparting in-service training leaving unspent balance of ₹ 1.67 crore (23.96 per cent).

- ***In-service training to Headmasters/Principals:*** In eight test checked districts, out of 7,092 Headmasters/Principals, only 1,584 (22.33 per cent) Headmasters/Principals were imparted with in-service training during 2015-18 resulting in 5,508 (77.67 per cent) Headmasters/Principals not being imparted training. DPC, Chittorgarh did not provide such information though called for by Audit.

(ii) Induction training to newly recruited teachers

As per Paragraph 3.4.1 of MFMP of RMSA, induction training for 10 days was to be given to all the newly recruited teachers and heads of schools.

It was noticed that against availability of funds of ₹ 7.60 crore for induction training of 10 days to 25,348 newly recruited teachers, 20,426 (80.58 per cent) newly recruited teachers were imparted with induction training at an expenditure of ₹ 5.96 crore during 2013-17. Thus, 4,922 newly recruited teachers were not provided induction training despite availability of funds. Further, no targets were set for induction training for the year 2017-18.

(iii) Training under different activities

It was also noticed that against availability of funds of ₹ 8.12 crore for other trainings to 22,144 teachers/Personnel under different activities, 16,794 (75.83 per cent) teachers/Personnel were imparted training at an expenditure of ₹ 5.59 crore during 2013-18. Thus, 5,350 (24.17 per cent) teachers were not imparted training despite availability of funds.

GoR stated (December 2018) that apart from training under RMSA other training programmes were also organised by Secondary Education, Bikaner and Career & Technical Education (CTE) under MHRD. The reply is not convincing as the target set in AWP&B approved each year by GoI was not achieved. However, State Mission RMSA did not provide any details regarding number of teachers trained additionally (District wise) by Secondary Education, Bikaner and CTE during the period 2013-18 to substantiate the reply.

2.2.10.6 Vocational Education

The objectives for Vocational Education (VE) was to (a) empower Secondary and Senior Secondary students (both boys and girls) with employable skills along with academics and making them self-dependent, (b) reduce dropout in education and (c) make the students belonging to SCs, STs, OBCs communities and minorities especially girls residing in rural/urban areas self-dependent. Vocational Education was to be implemented in class IX (level-I) with the goal to make student employable when they complete Class XII education (level-IV).

Scrutiny of information revealed that VE was introduced in 70 schools in 2014-15 in which 2,678 students were enrolled in level I (Class IX), against which 1,274 (48 *per cent*) students had completed level IV (Class XII) in 2018. Similarly, in the year 2015-16, 12,277 students were enrolled in 220 schools (Class IX) of which only 6,114 (49.80 *per cent*) students completed level III (Class XI).

GoR stated (December 2018) that due to non-availability of higher classes in all three streams (Arts, Commerce & Science) in the Government Senior Secondary School and due to lack of awareness among the parents/students about Vocational courses, children dropped out after level II (i.e. after class X). GoR further stated that while selecting Vocational Education schools, preference would be given to schools where all three streams are available.

(i) *Payment for Vocational Training providers without verification*

RCSE contracted 20 private Vocational Training Providers (VTP) in four phases³⁷ for implementation of the scheme “Vocationalisation of Secondary/ Senior Secondary Education (VSHSE)” in alignment with National Skills Qualifications Framework in Government Schools in the State. As per clause 1.1 to 1.2 of contract agreements, the VTP would pay gross honorarium of ₹ 1.80 lakh per annum (at the rate of ₹ 15,000/- per month) and of ₹ 3 lakh (at the rate of ₹ 25,000/- per month) to each Vocational Trainer (VT) and Vocational Coordinator (VC) respectively by crediting the honorarium directly to the bank account of VT/VC’s through ECS/RTGS. Further, as per clause 1.3 to 1.4 of the agreements, the RCSE shall reimburse an equal amount of honorarium which was paid by VTPs to VTs/VCs after proper verification of the bills.

Scrutiny of records of RCSE revealed that RCSE reimbursed ₹ 36.65 crore to 20 Vocational Training Providers on account of honorarium paid to Vocational Trainer/Vocational Coordinators during April 2014 to September 2017 without verification of bills and ECS/RTGS sheet duly verified by the banks.

It was also noticed that VTs and VCs made complaints against VTPs regarding non receipt of payment for various months and various issues at district and State level. It was further noticed that 15 out of 20 VTPs paid honorarium to VTs at different rates ranging from ₹ 12,345 to ₹ 14,800 per month against contract agreement, for which no supporting documents were attached with the bills. However, RCSE reimbursed at the full rate (i.e. ₹ 15,000 per month to VTs) without verification of bank’s certified NEFT/ RTGS/ECS sheets which was violation of the agreement. GoR accepted the facts and stated (December 2018) that the supporting documents are being obtained with bills before making payment to VTPs. The fact remains that no action was taken to check the genuineness of earlier payments.

³⁷ Scheme was implemented in 70 schools in 2014-15 (Phase-I), 220 in 2015-16 (Phase-II), 380 schools in 2016-17 (Phase-III) and 50 schools in 2017-18 (Phase-IV).

Further, RCSE released advance payment of ₹ 40.32 lakh to M/s Alies Enterprises for the period of July 2017 to September 2017. However, despite the fact that there is no provision in the agreement for advance payment. The firm did not make any payment to VTs/VCs as of August 2018 resulting in undue benefit to the firm to the tune of ₹ 40.32 lakh.

While accepting the fact, GoR stated (December 2018) that firm has been directed to make payments to VTs/VCs and Government also proposed to take legal action against the firm and provision for performance guarantee has since been made in all the agreements executed in current year.

(ii) *Engaging Vocational Trainers without establishment of Vocational Labs in the schools*

It was observed that Vocational Education scheme was being implemented in 720 Government Senior Secondary Schools (two trades per school) and two VTs per school were engaged in the state. Against 1,440 labs to be established, only 1,285 labs were established in these schools. Thus, 155 Vocational Trainers (1,440-1,285) were engaged as of June 2018, without having trade labs.

GoR stated (December 2018) that 1,408 Vocational labs have been established against 1,440 labs as of December 2018 and remaining labs are being established. Services of Vocational Trainers are being used for theoretical as well as practical classes of vocational trades.

2.2.10.7 *Information and Communication Technology*

The main objectives of ICT was to create (a) an environment to develop a community knowledgeable about ICT and (b) ICT literate community which could deploy, utilize benefit from ICT and contribute to nation building. Under ICT, all schools should eventually become smart, connected through a common resource internet based platform. The shortcomings noticed in implementation of ICT are discussed in the succeeding paragraphs.

(i) *Non-conduct of classes as per prescribed syllabus*

It was observed that as of July 2018 the ICT scheme (a GoI scheme) was introduced in 8500 Government Secondary Schools (GSSs)/Government Senior Secondary Schools (GSSSs) in the State. Out of test checked 225 schools, ICT was being implemented in 156 schools only, of which ICT classes were being conducted without any prescribed syllabus in the 155 test-checked schools. Only in one school in Baran district classes being conducted as per prescribed syllabus. GoR stated (December 2018) that ICT classes are being conducted as per prescribed syllabus. However, GoR did not offer comment on the conduct of ICT classes without prescribed syllabus in 155 test checked schools.

(ii) *Non establishment of smart schools*

As per Paragraph 4 of the Amended Guidelines of ICT in Schools Scheme (February 2011), the emphasis would not only be on the use of Information Technology but also on the use of skills and values that will be important in future and at least one section (of 40 students) in each classes IX-XII will be

fully computerized. Thus, a school having 160 computers at the rate of 40 computers for each IX to XII classes may be called a smart school under the scheme. Five Government Senior Secondary Schools (GSSSs) in Rajasthan State were to be converted into smart schools during XI Five Year Plan up to March 2012. Under this scheme, a non-recurring grant of not more than ₹ 25 lakh per smart school for purchase of 40 computers and recurring grant of ₹ 2.50 lakh per annum per smart school as maintenance, consumable, inter usages and monitoring costs was to be given.

Scrutiny of records revealed that SPD, RCSE submitted a proposal to MHRD for establishment of seven smart schools in Rajasthan in AWP&B for the year 2013-14. MHRD did not approve the proposal stating that the State Government is yet to implement ICT in 4,000 schools approved up to 2010-11. Audit further observed that Project Approval Board approved ICT scheme in 6500 schools³⁸ during 2007-08 to 2010-11. Out of these, the State Government implemented ICT in 2500 schools in Phase I in August 2008 only. Though ICT phase II started in 2000 schools in August 2010, but due to delay in tender process and Rajasthan Assembly Election in 2008-09, it could not be implemented in 2010-11.

GoR stated (December 2018) that instead of smart schools, smart virtual classrooms have been established in 770 schools during 2016 under Education & Research Network (ERNET). Thus, due to non-implementation of ICT in 4,000 schools on time, MHRD rejected the proposal for establishment of seven smart schools in 2013-14.

2.2.10.8 Inclusive Education for Disabled at Secondary Stage

Inclusive Education for disabled at Secondary Stage (IEDSS) scheme was introduced with a view to provide educational opportunities for children with disabilities in general schools and to facilitate their retention in the school system. The scheme provides facilities like free books and stationery, uniform, transport allowance, reader allowance, escort allowance, hostel accommodation, actual cost of equipment and payment of stipend to disabled girl child. The scheme also supports appointment of special educators and provision for resource room in each block. Special educator would be appointed in resource centres³⁹ in the ratio 1:5. Every school where more than five disabled children are enrolled would have the services of at least one special teacher. The shortcoming noticed in implementation IEDSS are discussed in the next paragraphs.

(i) Shortfall in enrolment in resource centres

It was observed that 295 resource centres were opened in the selected Government Secondary Schools (GSSs) and Government Senior Secondary Schools (GSSSs) to cater to the need of disabled children identified in the entire block. During 2017-18, as per the UDISE data 12,111 Children with Special Needs (CWSN) were identified in 295 blocks. Out of them, only 8,051

³⁸ 2007-08: 2,500 schools, 2008-09: 2,000 schools and 2010-11: 2,000 schools.

³⁹ One resource centre would be opened in a Government school in each block and to cater the need of disabled children identified in the entire block by facilitating them with aids and appliances to impart proper training.

(66.48 *per cent*) CWSN were enrolled in resource centres resulting in shortfall in enrolment of 33.53 *per cent* (4,060 CWSNs). Further, in 12 resource centres, there was zero enrollment inspite of 411 CWSNs identified in that area. This indicates that necessary efforts were not being made by the Special Educators/Principals of the schools concerned to enroll these identified CWSN at the resource centres.

GoR stated (December 2018) that only needy CWSN students are required to enroll in the resource centres. The reply is not convincing as there was no mechanism available to identify that all the 411 CWSN students were not needy.

(ii) Resource Centres in test checked schools

In 225 test checked schools, 45 resources centers were test checked, out of which in three resource centres⁴⁰, 16 to 66 CWSN were enrolled but no special educator was posted since opening of these resources centers.

(iii) Stipend to CWSN girl children

IEDSS scheme envisaged payment of stipend to all disabled girl children at the rate of ₹ 200 per month at the secondary level to encourage their participation upto senior secondary level. The position of stipend paid to CWSN girl children during 2013-18 is given in **Table 14** below.

Table 14: Stipend paid to CWSN girl children

Year	Total identified CWSN girl children as per UDISE	No. of CWSN girl children to whom stipend paid	Shortfall
2013-14	2,090	Nil	2,090 (100%)
2014-15	2,319	2,085	234 (10.09%)
2015-16	2,123	1,278	845 (39.80%)
2016-17	3,040	1,971	1,069 (35.16%)
2017-18	5,005	3,040	1,965(39.26 %)
Total	14,577	8,374	6,203 (42.55%)

It was observed from the table above that SPD, RCSE did not consider actual data of UDISE while sending the proposal to MHRD for approval for payment of stipend to CWSN girl children. There was shortfall ranged from 10.09 *per cent* to 100 *per cent*. This resulted in deprival of benefits to 6,203 (42.55 *per cent*) identified CWSN girl children during 2013-18.

Audit Objective 4: Whether the financial management, internal control, monitoring and evaluation of the scheme were adequate and effective

2.2.11 Financial Management

The funding of the schemes (RMSA, ICT and Vocational Education) was in the ratio of 75:25 between the GoI and the GoR up to 2014-15 (except of 90:10 for Girls' hostel and 100 *per cent* for IEDSS). It was in the ratio of

⁴⁰ GSSS Tibii (66 children enrolled), GSSS Sangaria (16 children) and GSSS Bidasar (24 children).

60:40 for all components from 2015-16 onwards. The shortcomings noticed during Audit in financial management of RMSA are discussed in the succeeding paragraphs.

2.2.11.1 Receipts of funds and expenditure under RMSA

As per the audited annual accounts of RCSE the position of funds released by the GoI and the GoR under RMSA and expenditure incurred there against during 2013-18 is given in the **Table 15** below:

Table 15: Position of funds released and expenditure incurred

Year	Approved Outlay	Opening Balance	Funds released by		Other Receipt	Total availability of funds	Expenditure incurred	Unspent Balance (percentage)
			GoI	State				
1	2	3	4	5	6	7 (3+4+5+6)	8	9 (7-8)
2013-14	263.98	142.23	274.13	89.82	49.37	555.55	125.37	430.18 (77.43%)
2014-15	148.98	432.25	475.36	307.01	29.40	1,244.02	944.72	299.30 (24.06%)
2015-16	940.53	292.90	382.65	278.11	45.20	998.86	776.53	222.33 (22.26%)
2016-17	1,300.64	219.42	356.49	237.66	26.70	840.27	840.55	(-) 0.28 (0.03%)
2017-18*	1,211.41	(-) 0.28	412.21	213.51	0	625.44	822.90	(-) 197.46 (31.57%)
Total	3,865.54		1,900.84	1,126.11	150.67		3,510.07	

Source: Certified UCs of relevant years and figures given by RCSE in respect of the year 2017-18.

**Provisional figures as the annual accounts for the year 2017-18 have not been audited.*

It can be seen from the table above that:

- (i) During 2013-17, there were differences between closing balance of a financial year and opening balance of the corresponding next financial year. While accepting the fact GoR stated (December 2018) that reasons for difference would be intimated after obtaining information from concerned Chartered Accountants.
- (ii) During 2017-18 the expenditure of ₹ 197.46 crore (31.57 per cent) was incurred more than available fund.

2.2.11.2 Delay in release of funds by GoR to State Implementing Society

RMSA framework envisages that the participating state would contribute its cost in the agreed ratio within 30 days of the receipt of GoI contribution as per the sharing arrangement.

Review of the information provided by RCSE revealed that during 2013-18 there were delays ranging from five to 249 days in release of matching share by GoR amounting to ₹ 700.75 crore to RCSE beyond the prescribed 30 days of the receipt of GoI contribution.

GoR stated (December 2018) that the funds are being released timely after 2013-14. The reply is not tenable as there were delays ranging from five to 249 days in release of matching share by GoR during 2013-18.

2.2.11.3 Failure to open separate bank accounts

As per Paragraph 3.18.4 of RMSA framework, separate bank accounts shall be opened for funds under RMSA at the State, district and schools levels.

It was observed in Audit that funds under RMSA were being kept in separate bank accounts at the state level (SPD, RCSE) and with selected nine District Project Coordinators. Separate bank accounts were not opened for RMSA funds in 139 test checked schools⁴¹. The funds at the school level are being kept in the bank accounts along with funds received under other schemes. Keeping funds of all schemes in one account at the school level often leads to misutilization of funds relating to one scheme in another scheme. GoR stated (December 2018) that separate ledger was maintained in schools but did not furnish reply of non-maintenance of separate bank account.

2.2.12 Monitoring and evaluation

2.2.12.1 Internal audit arrangements

As per Paragraph 6.9.1 of Manual of Financial Management and Procurement (MFMP), the internal audit of State Project Director (SPD) and District Project Coordinators (DPCs) offices would be carried out every year. Internal audit of schools would be conducted on a percentage basis, so as to cover five *per cent* of schools in each district.

It was observed in Audit that, internal audit was conducted only from the year 2014-15 onwards, whereas RMSA project was started from the year 2008-09. Scrutiny of the Internal Audit Reports of RMSA for the years 2015-16 and 2016-17 revealed that the internal audit only covered financial activities (bank reconciliation, advances to employees and accounts) and not any operational activities. Thus, the scope of internal audit was limited.

The internal audit for the year 2016-17 pointed out significant difference between cash balance as per cash book and bank book but the same had not been reconciled even as of August 2018. Further internal audit reports were not placed before Executive Committee of RCSE during 2013-18 as required in Paragraph 6.9.9 of MFMP.

During scrutiny of payment vouchers of Vocational Education, it was observed that payments to Vocational Training Providers was made without following the conditions of agreement as commented earlier in **paragraph 2.2.10.6 (i)**.

GoR accepted the facts and stated (December 2018) that action would be initiated after reconciliation of differences in cash book and bank balances, the internal audit report would be placed in next Executive Meeting and separate internal audit arrangements would be made in respect of Vocational Education.

2.2.12.2 Monitoring by SMDC

As per guidelines for Community Mobilisation and School Management and Development Committee (SMDC) issued by GoI, every Secondary school will

⁴¹ Baran: 13 schools, Chittorgarh: 11 schools, Churu: 10 schools, Dholpur: 17 schools, Hanumangarh: 14 schools, Jaipur: 19 schools, Jaisalmer: 22 schools, Jalore: 20 schools and Tonk: 13 schools.

constitute a SMDC at the school level. SMDC plays a vital role in monitoring and is also responsible for preparation of school level Annual Plan and perspective plan. So, proper training and capacity building of SMDC members about their roles and responsibilities is extremely critical towards ensuring their active and effective participation in planning, plan preparation, monitoring & supervision of the school level activities. With regard to the monitoring and training of SMDCs, it was observed that:

(i) Deficiency in training of SMDC members

RMSA guidelines provide for two days training in a year to SMDC members including the members of both the committees (Academic & School building) at the rate of ₹ 300 per person per day.

Scrutiny of records of RCSE revealed that out of 2,53,854 SMDC members⁴² in the entire state, RCSE proposed training for only 1,687 SMDC members (0.66 per cent). Further, out of targeted 1,687 SMDC members, training were imparted to only 1,487 members for two days only in one year. Thus, coverage of training for SMDC members was grossly inadequate.

(ii) Shortfall in conducting SMDC & PTA meetings

RMSA guidelines provide for conducting SMDC meetings twice in a month and Parent Teacher Association (PTA) meeting once in a month.

As per information provided by 175 test checked schools of seven selected districts, shortfall in conducting meetings of SMDC ranged between 61.97 per cent and 80.90 per cent and shortfall in conducting PTAs ranged between 70.27 per cent and 88 per cent during 2013-18. Test checked schools of Baran (25 schools) and Chittorgarh (25 schools) districts did not provide the information.

GoR stated (December 2018) that compliance would be made after collecting information from districts offices.

2.2.13 Evaluation of RMSA by external agency

As per Paragraph 9.2 of RMSA framework, verification and quality audit by external and independent institutions must be conducted at State and district level. It was observed in Audit that the evaluation work for RMSA activities was assigned to an external agency only in 10 districts during 2014-15. Thereafter, no work has been assigned to any agency to carry out evaluation of RMSA activities in the State.

2.2.14 Conclusion

Government of India (GoI) launched Rashtriya Madhyamik Shiksha Abhiyan (RMSA) in March 2009 to make good quality education available, accessible and affordable to all young persons in the age group of 14-18 years. Though there has been steady progress in the implementation of secondary education in the state during the period 2013-18 through better enrolment, higher

⁴² Calculated on the basis of minimum 18 member per school for 14,103 schools (being 2,53,854 members).

transition between classes and lower dropout, the physical infrastructure and the availability of teachers in secondary schools was still not adequate.

Audit noticed that 22.55 per cent habitations (34,065 out of 1,51,042) did not have access to Secondary schools within prescribed limit of five kms, indicating that the vision of RMSA to ensure universal access of secondary education by 2017 was not fully achieved.

In 44 per cent (99 out of 225) of the test checked schools, Pupil Teacher Ratio (PTR) ranged between 31:1 to 190:1. This pointed to the asymmetrical distribution of teachers amongst schools, which was not reflected in the overall state level PTR which was within the prescribed limit of 30:1. Government could not provide basic infrastructure facilities in every school even after lapse of nine years of implementation of RMSA.

Though Gross Enrolment Ratio (enrolment in class IX and X as a percentage of total population of age group 14-15 years) in Classes IX and X in the State increased from 71.12 per cent (2013-14) to 78.87 per cent (2017-18), yet it could not attain the goal of universal access of Secondary Education by 2017. The transition rate from Class IX to X during 2014-15 and 2015-16 in 225 test checked Government Schools was up to 80 per cent as compared to State average of 90 per cent of all management schools points to the need for the government schools to improve quality of education imparted.

The above deficiencies are indicative of the fact that the vision of RMSA to ensure universal access of secondary education by 2017 was not fully achieved.

Recommendations:

GoR should

- 1. Streamline the planning process as envisaged in the RMSA framework duly updating the GIS mapping exercise and follow bottom up planning approach for effective implementation.*
- 2. Ensure maintaining prescribed PTR in all individual schools and posting of minimum five subject teachers for secondary classes as per the RMSA norms to improve the quality of teaching.*
- 3. Ensure that all schools must comply with infrastructural norms for an effective learning environment.*
- 4. Identify the root cause for low enrolment at the village, block and district level by mandatorily conducting a household survey through the core group already envisaged under the RMSA framework.*
- 5. Ensure mandatory training to teachers and regular monitoring and evaluation of the scheme at all levels for effective implantation of RMSA in the state.*