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## Status Of Secondary Education In Uttar Pradesh, India: An Assessment Of Rashtriya Madhyamik Shiksha Abhiyan

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### Abstract

This paper is an attempt to evaluate progress made by the Rashtriya Madhyamik Shiksha Abhiyan, which aims to improve the quality of secondary education in India. It intends to access the progress made toward achieving the overall goals of this programme in Uttar Pradesh, the largest child populous state of the nation, namely, providing access to secondary education, declining drop-out rate, repetition rate and increasing internal efficiency rate. It also accesses the extent to which gender disparities and differences between social groups such as scheduled castes and tribes and others have been reduced in respect of the outcome. Also, interventions to facilities, access to schooling, to ensure social equity, quality of education and more importantly allocation of plan expenditure in the state appear to have had an impact.

**Keywords - Secondary Education, Gender, Quality, Equity, Fund Allocation.**

### Introduction

After providing access to elementary education through successful implementation of several interventions such as Sarva Siksha Abhiyan (SSA) and Right to Education Act (RTE); Government of India (GOI) has realized the importance of Universalization of Secondary Education (USE). The secondary stage has been viewed as a crucial stage mainly on two counts; (a) providing opportunities to children for vertical mobility in the ladder of formal education; and (b) to enable them to enter the world of work. Also, the effective secondary education, inter-alia enable the children for active participation in the national development process as well as open the doors for them for their further education. This stage, therefore, becomes the base for meeting the human resource requirement of the country. In view of the above as well as based on the recommendation of the Central Advisory Board of Education (CABE), a country-wide secondary education development programme called the “Rashtriya Madhyamik Shiksha Abhiyan (RMSA)” has been launched since 2009-10. The main objective of the RMSA is to achieve USE in a given time frame and to bring about change in the system to ensure overall qualitative improvement in secondary education in a cost-effective manner and on a sustainable basis. It is a Centrally Sponsored Scheme (CSS) of GOI to be implemented at state level to achieve the following objectives: (i) to reduce gap in enrolment, dropout and learning outcomes among social group and gender wise at secondary level; (ii) to reduce overall secondary

dropout rates for all students; (iii) to provide school level training and skills to teachers, capacity building and moreover, incentives in terms of scholarship, uniforms, free textbooks and notebooks etc.; (iv) to provide access to educational facilities in schools, libraries, girl's toilets, playgrounds and drinking water facilities.

## Motivation of the Study

Under the Constitution of India, education was a state matter until 1976. The central government could only provide guidance to the states on policy issues. In 1976, the constitution was amended to include education in the concurrent list. The initial attempts of designing a national Education policy were made in 1968 but it was only in 1986 that India as a whole has a uniform National Policy on Education (NPE). Later on, the GOI has made numerous efforts and launched a number of initiatives for qualitative improvement in secondary education, for instance; Inclusive Education of the Disabled at Secondary Stage (IEDSS); Incentives to Girls for Secondary Education (IGSE); National Policy on Information and Communication Technology (ICT) in school education and National Vocational Education Qualification Framework (NVEQF), etc. However, RMSA is the most recent initiative of Government of India to achieve the goal of USE. The framework for the implementation of RMSA has been prepared by the GOI, and has been circulated to all the States with the principal objective to enhance quality of secondary education and increase the total enrolment rate from 52% in 2005-06 to 75% in 2009-14. It aims to provide universal education for all children between 15-16 years of age. The main objectives of this scheme are as follows: (i) establishing secondary school within a radius of 5kms; (ii) achieving 75% access by 2012-13 and 100% access by 2017-18; (iii) achieving 100% retention by 2020; (iv) providing necessary physical facilities, teaching and non-teaching staff in every secondary school; (v) to ensure that no student shall be deprived of secondary education because of gender disparity, socioeconomic reasons, disability or any other reasons.

However, the achievement in these aspects, stated above, widely varied across Indian states. The situation is to be found much worse in the poor and backward states of the country such as Uttar Pradesh (UP). It is one of the most backward states of India performs badly in access to secondary education in terms of quality as well as quantity. The state has a high poverty incidence with low monthly per capita consumption expenditure (MPCE)<sup>1</sup> which results into the poor affordability of education of certain groups of society. Hence, it is the need of hour to overcome the existing problems and gaps between different classes, for instance, achievement and the quality of education among the disadvantage children. This scheme is being implemented by Uttar Pradesh Rashtriya Madhyamik Shiksha Abhiyan (UPRMSA) Society. In UP, under this provision 254 schools in 2009-10, 318 in 2011-12 have been sanctioned and 449 schools approved for construction in 2011-12. Though, the condition of existing schools at lower and higher secondary level, both are unsatisfactory. In this background, it is very urgent to look at the status of overall secondary education in the state, i.e., access, quality, equity and expenditure. It is not possible to achieve the agenda of inclusive growth without educational reform. In this background the present study is an attempt to analyses important challenges that have been discussed under the objectives of RMSA which is one of the significant flagship schemes and social sector reform of GOI.

To achieve USE in UP, and keeping in mind various problems and issues like the uneven distribution of secondary schools, high cost of material, access and retention problem due to poor administration and the failure of government policy in terms of implementation of the plan and structure of institutional set-up, a number of efforts have been made by state, however, acute disparity is visible. In the context of USE, large-scale inputs in terms of additional schools, additional classrooms, teachers and other facilities need to be provided to meet the challenge of numbers, credibility and quality. Therefore, the

<sup>1</sup>In rural UP, MPCE and poverty ratio is Rs 1072.93 and 30.40 per cent while in urban areas, it is Rs 1942.24 and 26.06 per cent respectively in 2011-12 (NSS 68<sup>th</sup> round).

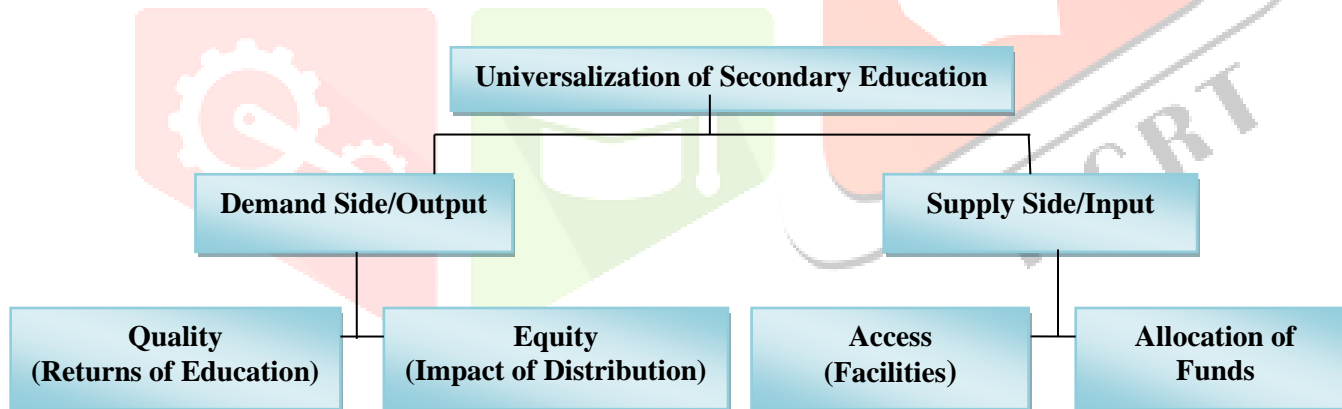
present study is an attempt to analyses USE in terms of demand<sup>2</sup> and supply side, for instance, access, equity, quality and fund or expenditure on secondary education in UP (figure 1).

## Study Objectives

In order to meet the challenge of USE, there is a need for a paradigm shift in the conceptual design of secondary education. The guiding principles in this regard are; Universal Access, Equality and Social Justice, Relevance and Development and Curricular and Structural Aspects. Going with the issue, the present study is an attempt to analyze progress made towards achieving the significant goals of RMSA, such as providing access to secondary education for out-of-school children, and increasing the retention rate in India in general and for UP in particular. Secondly, to access the extent to which gender disparities and disparities between social groups like scheduled castes (SCs), scheduled tribes (STs) and others have been reduced in respect of enrolment and dropout rates and overall outcomes. Thirdly, to address the quality of secondary education in the UP and how RMSA has been able made improvement in this sector. The last is to overcome the problem of financial, distribution and fund allocation which enables states richer in educational development. The data for the study has been cited from National University of Educational Planning and Administration (NUEPA). For expenditure on secondary education, Analysis of Budgeted Expenditure, GOI has been taken and for calculating 14-18 years child those are fall under the secondary education has been taken from Census of India, 2011.

Thus, the study is divided into five sections. The sections I examine access to secondary education in terms of facilities. Section II focuses on equity, such as outcome or gender-wise and class-wise enrolment. Section III points out the quality of secondary education, for instance, drop-out rate, promotion rate and transition rate and outcome related performance. Section IV gives details about allocation of secondary education UP and the last section gives conclusions and policy implication.

**Figure 1: Secondary Education: Different Dimension**



<sup>2</sup> On the supply side, GER, school facilities, teacher availability, fund allocation etc are visible while demand side refers to the returns to education for individuals indicate that there is still labour market for secondary education graduates despite the increasing number of them in knowledge age population. Quality and equity are the examples of demand side approach.

**Table 1: Equity and Access: Gender and Social Group Wise**

Sl.No.	Objectives	Required Data	Data Source
1	To access the progress made towards achieving the overall goals of RMSA, namely, providing access to secondary education for out-of-school children increasing retention rate and improving the quality of education	School and classroom infrastructure, enrolment, dropout and tracking of achievement (Grade completion)	DPO, SPO, UDISE (Unified District Information System for Education, NUEPA),
2	To access extent to which gender disparities and disparities between social group such as SC/ST and others have been reduced in respect of enrolment, drop-out rates and grade completion as envisaged in the programme	Sex-wise profile of enrolment, dropout rates, grade completion, indices of gender and social equity	UDISE, SEMIS (Secondary Education Management Information System, NUEPA)
3	To examine the quality of secondary education in India in general and in UP in particular	Contract-regular teacher, qualification of teacher, etc. and performance in flow rates, i.e. promotion rate, repetition rate and drop-out rate.	UDISE, SEMIS (Secondary Education Management Information System, NUEPA)
4	To evaluate the allocation of fund/resources for secondary education	Expenditure on secondary education, different levels of secondary education	Analyses of Budgetary Expenditure, GOI

### 1. Access/Input Approach

The most important approach of universalizing secondary education is providing access. The literature has tried to perceive the development of education from the perspective of access and USE. The official view looks upon access in terms of *availability* and *affordability* i.e., the progress reflected in the form of increase in literacy rate, enrolment ratio, availability of educational infrastructure etc. and making these affordable for the masses. The Government has realized that the mere availability of educational facilities will not ensure access unless the population, especially the vulnerable and marginalized section, has requisite financial means to utilize these facilities. Thus, first creates the facilities and then make them available free of cost. In this regard, a number of scholars (Govinda & Verghese, 1992; Tilak, 1996; Dreze & Kingdon, 2001; Basant & Sen, 2010) emphasized the role of infrastructural facilities in ensuring access. However, one is encouraged to include the opportunity cost, i.e., the loss of wages to parents when the child is sent for schooling as a component of affordability. One is also forced to consider *acceptability* i.e., ensuring that those who are entrusted with imparting/administering education have the right attitude towards promoting the participation of all social inter-groups of students and commitment and dedication to do it (Vasavi, 2006 & Bordia, 2005). In addition to the above supply side aspects, there is a perspective that gives importance to the issue of *adaptability* i.e., the recipient's real demand for education, their motivation, will and attitude towards education (Govinda & Bandyopadhyay, 2008). Parents' cooperation is essential to ensure the full utilisation of government facility. Children should also be taught to consider education as an economic good and then adapt to the school environment.

Furthermore, the access to secondary education in UP is very low as compare to national level (table 2). RMSA has provided certain indicators that have been taken under the provision of access to secondary education. However, according to this provision, a very few schools of India have been able to fulfill these facilities. The condition of UP in these indicators is not as good as in other states of India, for instance; Tamil Nadu, Kerala, Punjab etc. UP is not only poor performer in secondary education, but also it is much lower than national average in terms of many indicators such as, single classroom schools, single teacher schools, electricity in schools, girl's hostel, pupil-teacher ratio (table 2). Percentage of female teachers and



girl's enrolment these two indicators show gender-wise participation in secondary education that are quite lower in UP rather than All India figure. A need for overall improvement of the state is to be done in access indicators so that it would be able to universalize secondary education and quality of education of its masses.

**Table 2: Facilities at Secondary level in UP and All India**

Access	UP		India	
	Secondary	Higher Secondary	Secondary	Higher Secondary
% single classroom schools	0.73	0.00	1.16	0.49
% single teacher schools	21.52	5.56	5.03	1.89
% schools with building	96.22	100.00	96.78	98.96
% schools with girls toilets	93.11	100.00	86.29	64.62
% schools with drinking water facility	94.99	100.00	95.09	92.93
% schools with electricity	67.19	77.78	69.55	86.73
% schools with library	66.95	94.44	69.18	84.35
% schools with boundary walls	89.90	100.00	68.34	84.21
% schools with headmaster room	77.04	83.33	54.41	52.88
% schools with hostels for girls	7.59	5.56	3.30	22.08
% schools having internet facility	17.03	16.67	23.37	38.81
% schools with ICT laboratory	13.19	27.78	15.29	19.74
% schools with indoor games room	20.65	33.33	9.89	23.01
% schools with auditorium	16.10	5.56	11.09	27.15
Pupil-teacher ratio	58.00	58.00	28.00	50.00
Student classroom ratio	32.00	27.00	53.00	48.00
Average number of teachers per school	3.00	7.00	5.00	7.00
% female teachers	26.21	23.08	32.05	31.53
% girls enrolment	43.19	39.87	48.33	46.09

Source: State Report Card, NUEPA

The central aim of RMSA is to achieve 90 per cent GER and 100 per cent retention rate by 2020. Despite some improvements in the last few years, the GER and NER are still low in India. The status of UP in GER and NER at higher secondary level is better than national average, however, it is far behind of targeted estimate of RMSA. Its position is below than the national average at secondary level. For instance, GER and NER are 55.97 and 33.29 in UP while these are 67.35 and 41.93 respectively at national level at secondary level (table 3).

**Table 3: GER and NER at Secondary level**

State	GER		NER	
	Secondary	Higher Secondary	Secondary	Higher Secondary
UP	55.97	42.80	33.29	25.68
All India	67.35	40.03	41.93	23.79

Source: SEMIS Flash Statistics, NUEPA

## 2. Equity or Distribution Approach

A significant feature of India's secondary education school system is the emphasis on inclusion of the disadvantaged sections of the society. It will be noticeable to address the concept of equity that exists in the education system. Equity refers to the even attainment of educational outcome to the all segments and groups in the society. The issue has been discussed at the broad level, including equity in access, participation, opportunity, gender and social-class in all the endeavor of the education sector. Nonetheless, girl's participation in secondary stage in UP is not satisfactory. Significant gaps in enrolment of girl's at the secondary levels as compared to boys are evident. Therefore, the main objective of the revised scheme of RMSA is to bring the girl child to school and to retain her in school. The scheme thus envisages setting up of hostels with lodging and boarding facilities in the Educationally Backward Blocks (EBBs) and areas nearing concentration of above target groups so that the girl students are not denied the opportunity to continue their study due to societal factors. The state's girls enrolment ratio is below than All India level in their male counterparts in both, secondary and higher secondary (table 4). It is a worrying sign for the state in terms of poor quality of education as well as gender biases in secondary education. Needless to observe that without bringing all remaining girl's under the umbrella of education, the goal of universal secondary education will be far away to achieve. It is also possible that many children of age group 14-18 are still out of school or a few of them are in above to higher secondary classes.

**Table 4: Girls (gender equity) Enrolment in Secondary Schools (in Per cent)**

State	Secondary	Higher Secondary	Total
UP	46.25	45.94	46.11
All India	47.11	46.51	46.89

Source: SEMIS Flash Statistics 2012-13, NUEPA

The caste-wise disparities in terms of enrolment still persist in the backward states, particularly among the disadvantaged communities like SCs, STs, OBCs and Minorities. Caste-wise enrolment in secondary education shows that UP is doing well in SCs and Other Backward Classes (OBCs), still it is poorer than national level in terms of STs and Muslims enrolment in both, secondary and higher secondary (table 5). Studies commissioned by MHRD show that SCs/STs/Muslim children and girl's are at a disadvantage. The important reasons cited could be broadly classified into school-related factors (dysfunctional schools, irrelevant teaching, learning, etc.) and those related to socioeconomic barriers (such as migration, ill-health, discrimination within schools and classrooms and social distance). Thus, the state need to review their strategies towards SCs/STs/OBCs/Muslims in order to move away from a piecemeal to comprehensive approach, addressing all issues simultaneously: community-related issues such as constraints faced in attendance, parental perceptions, community perception about diversity and quality; and teacher and school-related issues such as inclusive schooling processes, respectful behavior, reflection of their language and knowledge in materials and processes etc.

**Table 5: Equity in Enrolment, by Social Category (in per cent)**

Caste	UP			All India		
	Secondary	Higher Secondary	Total	Secondary	Higher Secondary	Total
SCs	22.64	21.44	22.12	18.24	17.33	17.90
STs	0.82	0.68	0.76	8.42	6.19	7.60
OBCs	48.78	48.62	48.71	43.15	40.90	42.33
Muslims	3.26	2.97	3.13	9.05	7.14	8.35

Source: SEMIS Flash Statistics 2012-13, NUEPA

### 3. Quality or Impact Approach

Enrolling children in secondary education is not a sufficient way to achieve USE. In order to generate a *level playing field*, the term ‘access’ should be interpreted as “real opportunities for everyone to avail themselves of high quality, meaningful education at affordable rates” (Ramberger, 2014). Enrolment by management type is significant. There are equity and quality dimensions to the enrolment in different types of schools. In general, private schools have significantly higher proportion of students, in both secondary and higher secondary. The share is higher in private unaided schools in UP in comparison to the national average; for example, 57.61 per cent in secondary and 52.92 per cent in higher secondary in UP while 28.04 per cent and 35.36 per cent respectively in All India average (table 6). It is noticeable to point out that in UP, more than half of students are in secondary and higher secondary study in private unaided-managed schools. Unaided schools, which receives no public funds. Similarly, private-aided have also had high enrolment of students, in both secondary and higher secondary level. This ratio is again higher in UP in comparison to All India figure. It appears that private-aided schools, which receive recurrent funding from state governments, usually through paying teacher’s salaries and some other costs, but where the school management is responsible for capital costs and investment. Thus, it affects the quality of education as well as effective learning of the student in the state. It is also worth noting that, the better access to education in private schools and their best performance is mostly explained by the family background of the student attending schools. On the other hand, private schools have significantly lower proportion of students from STs and SCs background that is not fair in terms of policy perspective.

**Table 6: Enrolment in Secondary Education, by Management (in per cent)**

State	Secondary				Higher Secondary			
	Government	Private Aided	Private Unaided	Others	Government	Private Aided	Private Unaided	Others
UP	12.07	28.70	57.61	1.62	10.75	34.88	52.92	1.47
India	45.94	22.69	28.04	3.32	37.49	24.70	35.36	1.84

Source: SEMIS Flash Statistics 2012-13, NUEPA

Similarly, the appointment of contract teachers result the low quality of education and learning of students. Contract teachers are also known as para-teachers in literature. Critics point to para-teachers lower qualifications and lack of professional training as the reason for the poor quality of teaching in secondary schools. A recent study by Kingdon and Rao (2010) discuss the inadequate training given to para-teachers in UP. They say respondents were “unanimous in voicing the opinion that the training given to them is far from adequate for performing their job effectively”. This finding was reiterated in studies by Pandey and Rani (2007) and Pandey (2006), who found that contract-teacher training programmes were ineffective in focusing on the actual training needs of the teachers and that the training was supplied rather than demand-driven. The training curricula did not cater to the realities of the classroom that most contracts-teachers faced, namely a multi-grade situation with large class sizes. Supporters argue that introducing para-teachers have helped to reduce the number of single-teacher schools at an affordable cost. Table 7 shows gender-wise teachers at secondary and higher secondary level in UP and All India. In UP, the percentage of contract female teachers are higher than that of the national level at secondary level as well as aggregate level, both. While, the ratio is lower in UP in comparison to All India in terms of regular female teacher at all levels. It shows the poor participation and low availability of female teachers in their male counterpart in overall secondary education.

**Table 7: Regular and Contract Teacher in Secondary Schools(in per cent)**

State	Secondary				Higher Secondary				Total		
	Regular		Contract		Regular		Contract		Regular	Contract	Total
	Total	Female	Total	Female	Total	Female	Total	Female			
UP	261392	32.26	51236	55.68	25620	25.31	458	37.99	84.74	15.26	100.00
All India	1174245	37.80	72754	51.84	493969	40.90	26289	40.15	94.40	5.60	100.00

Source: SEMIS Flash Statistics 2012-13, NUEPA

One of the key objectives of the RMSA is to provide quality education at secondary level. It is also well known fact that educational qualification plays a vital role in the overall quality of education. It has been found that UP has a high ratio of below graduate teacher in secondary (27.05) and higher (8.71) secondary level, both. It has not only high ratio but higher than national average (19.14% in secondary and 6.47% in higher secondary) at the same time. Similarly, the percentage of professionally trained teachers is lower in the state in comparison to All India level (table 8). It is a worrying sign for the state which returns poor quality of education and high drop-out ratio. There is a need for reform in educational planning and more training of teachers so that improvement can be made in the educational system in the state.

**Table 8: Teacher by Educational Qualification(in per cent)**

State	Secondary		Higher Secondary		Secondary	Higher Secondary
	Below Graduate	Postgraduate	Below Graduate	Postgraduate	% Professionally trained teachers	
UP	27.05	39.06	8.71	73.95	68.25	77.2
All India	19.14	37.87	6.47	63.85	79.89	86.18

Source: SEMIS Flash Statistics 2012-13, NUEPA

The RMSA has targeted to reduce repetition and drop-out rate in secondary education and aims to shrink caste-wise and gender-wise repetition rate at the state level. Though, UP has low repetition rate in SCs/STs and Muslims rather than national average figure. However, it has a high repetition rate in OBCs in comparison to All India level in both, secondary and higher secondary level (table 9).

**Table 9: Caste-wise Repetition Rate at Secondary Level (in per cent)**

Caste	UP			All India		
	Secondary	Higher Secondary	Total	Secondary	Higher Secondary	Total
SC	18.34	16.63	17.60	18.27	16.35	17.73
ST	1.49	1.22	1.37	14.52	8.68	12.89
OBC	37.19	35.09	36.29	31.08	30.42	30.90
Muslim	9.05	7.14	8.35	12.54	9.93	11.82

Source: SEMIS Flash Statistics 2012-13, NUEPA

Enrolling all children is a necessary condition, but the sufficient condition is that whosoever enters into the education system must continue and transit from one level to the next level of education. It has been noted that the transition rate of UP is far better than that national average at secondary level, in spite of progress, still need to get its act to other states to retain children in school and ensure their completion of 14-18 years of secondary cycle. It will be praiseworthy to note that the concept and definition of 'drop-out' are different across the states. For instance, in Rajasthan, no child is considered as drop-out unless the child is absent from school continuously for more than 45 days, whereas in Kerala, children who are absent for two weeks consecutively is considered as drop-out (Singh, 2014). The transition rate from upper primary to



secondary level is higher than the transition from secondary to higher secondary in UP and as well at the national level except girl's transition rate in UP (table 10). Also, gender-wise analysis shows that the girl's transition rate (86.03) is low in UP in comparison to All India (90.25) figure.

**Table 10: Gender-wise Transition Rate**

State	Upper Primary to Secondary Level		Secondary to Higher Secondary Level	
	Boys	Girls	Boys	Girls
UP	97.51	86.03	90.38	91.44
All India	94.95	90.25	58.29	58.4

Source: SEMIS Flash Statistics 2012-13, NUEPA

#### 4. Allocation or Financing Approach

Expenditure in terms of fund allocation is quite interlinked to better quality of secondary education and it is a real significant indicator coming in the way of quality improvement in this sector. It is not only associated with quality of education, but also better access as well as equity in the education system. The allocation in the budget for education has been spent through different schemes. These range from large system-wide interventions, such as SSA, to particular organizations and institutions such as the Kendriya Vidyalaya Sangathan (KVS), to targeted scholarship schemes for girl students. Most schemes have a particular motivation, a funding structure and a delivery mechanism. These range from direct expenditure by the central government (expenditure through state governments, and pooling resources between the Centre and the States (SSA and RMSA).

The investment in physical and financial resources under the agenda of RMSA is considerable. The plan approval under RMSA in UP has increased from 2009-10 to 2011-12 and then declined continuously in both, recurring and non-recurring and more than at all-India level (table 11).

**Table 11: Plan Approval under RMSA in UP and All India (Rs in lakh)**

State	Category	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
UP	Recurring	770.8	4976.03	22359.5	21982.2	8473.3	13479.9
	Non-recurring	14762.5	22011.3	32435.4	-	13937.2	107.9
	Total	15533.3	26987.3	54794.9	21982.2	22410.5	13587.8
All India	Recurring	47911.9	108753	315768	268278	294571	265637
	Non-recurring	313575	532459	615219	-	87899.4	61512.1
	Total	361487	641212	930987	268278	382470	327149

Source: SEMIS Flash Statistics 2012-13, NUEPA

Level-wise expenditure pattern of UP and all-India has been presented in table 12. The percentage expenditure on government secondary school to a total expenditure of secondary education is very low and more than four times lower than national average. It is not only low but also declined over the time. In UP, expenditure on scholarship is nil in 2010-11 while 0.41 per cent of all-India level at the same time. Also, expenditure on text books to the total expenditure on secondary education is missing that is showing neglected condition in this sector.

**Table 12: Expenditure on Secondary Education in Different Sub-items**

% Expenditure on Secondary Education in Different Sub-items	Uttar Pradesh			India		
	2010-11	2011-12	2012-13	2010-11	2011-12	2012-13
Direction, inspection and administration of total secondary education	1.24	1.15	1.11	1.33	1.43	1.29
Government secondary school to total expenditure of secondary education	7.26	7.61	6.64	32.92	33.25	33.71
Assistance to non-government secondary schools	NA	NA	NA	40.20	37.90	35.83
Assistance to local bodies for secondary education to total expenditure on secondary education	65.10	66.38	54.89	16.93	17.29	16.87
Scholarship to total expenditure on secondary education	0.00	0.02	0.02	0.41	0.97	0.93
Teachers training to total expenditure on secondary education	0.01	0.00	0.00	0.61	0.51	0.47
Textbooks to total expenditure on secondary education	-	-	-	0.39	0.41	0.40
Other expenditure on secondary education to total secondary education	26.39	24.84	37.35	7.21	8.24	10.50

Source: Analysis of Budgeted Expenditure 2012-13, MHRD, Government of India,

Note: Year 2011-12 and 2012-13 are revenue receipt and budgetary receipt respectively.

The percentage share of expenditure in secondary education is lower in UP in comparison to All India level (table 13). It also illustrates the weaker and neglected so far in the education sector. Further, it also indicates that in cases where states do not have enough funds to support all levels of education, they are concentrating on the provision of the secondary education and thus trying to achieve the goal underlined in the National Policy on Education (1986). Along with expenditure on secondary education other expenditure, for instance, expenditure on scholarship, technical education and general education is quite below than all-India figure in all the reference year. It shows the inattention and failure of policy regarding educational development which term into poor performance of tertiary education in the state.

**Table 13: Expenditure on Different Educational Level (in per cent)**

% of Expenditure on	Uttar Pradesh			India		
	2010-11	2011-12	2012-13	2010-11	2011-12	2012-13
Elementary Education	59.49	64.19	58.78	49.71	50.1	49.96
Secondary Education	31.25	28.73	31.71	35.1	35.09	35.03
Adult Education	-	-	-	0.2	0.23	0.19
University/DL/Scholarship	7.17	5.33	7.85	11.04	10.51	10.76
Technical Education	0.94	0.74	2.8	2.59	2.75	2.84
General Education	0.47	0.44	0.32	0.84	0.97	0.88
Language Development	0.68	0.56	0.54	0.52	0.35	0.34

Source: Analysis of Budgeted Expenditure 2012-13, Year 2011-12 and 2012-13 are Revenue Estimate(RE) and Budgetary Estimate(BE) respectively.

The present study focuses attention on how, access, equity, quality and allocation of resources are mutually dependent on each other and affected to the overall secondary education system. However, the result is not conclusive and uneven in the state of Uttar Pradesh. The objective of RMSA has not been fulfilled in removing the quality as well as availability of facility due to fund deficiency.

## 5. Conclusion and Policy Implication

In this paper, an attempt has been made to explore the assessment of RMSA and how it has been able to provide access, equity and quality of secondary education in India in general and UP in particular using several related indicators. The outcome is determined and influenced by access, especially in UP, a large and heterogeneous state. As far as access is concerned, UP is far behind than national average. Equity is visible in terms of social as well as gender-wise, for example, in both, caste and gender-wise disparity is quite high at secondary school level. Equity in caste-wise postulated that the percentage of OBCs enrolment is lower in UP than All-India figure. Similarly, the approach to quality improvement in the RMSA, like the RTE, is input-focused and not outcome-oriented. The learning achievement at the secondary level is poor, and the prevailing evaluation mechanism is not robust. The percentage of private-unaided schools and the availability of contract teachers are high in UP in comparison to the national average which harnesses the quality of education in the state. The quality aspect at secondary level is even more challenging for various aspects. The contract teachers are less skilled which in turn poor learning outcomes, coupled with high retention rates at the elementary school level leads to poor quality of students entering the secondary level. Government expenditure that is a key instrument of educational development is very poor in UP in comparison to All-India level. The expenditure on scholarship, textbook are nil in the state which widened the disparity in educational attainment in social groups and disadvantaged children. There is the need of hour to reform in the secondary education and relook the on-going policies related to this educational stage. It is very urgent need to improve the existing school before going to the opening of new schools that is one of the significant aims of RMSA.

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