

# CHAPTER - I

## INTRODUCTION

*“The destiny of India is now being shaped in her classrooms” –*

Education Commission, 1964-66.

### 1.0 INTRODUCTION

‘Education plays an important role in the progress of an individual’s mind and country. People are made aware of what is going on in the world and can understand these issues and take necessary measures if they are educated. Education tames the astray mind, nurturing its capabilities the same way training builds a clever dog’.<sup>1</sup> Webster defines education as the process of educating or teaching. ‘Educate’ is further defined as “to develop the knowledge, skill, or character of the individual.” Thus, from these definitions, we might assume that the purpose of education is to develop the knowledge, skill or character of students. Education, being one of the most important factors responsible to shape the personality of an individual, has manifold functions. It is the potent source of material and human development.

Secondary education serves as a link between elementary and higher education and plays a very important role in this respect. A child's future can depend a lot on the type of education she/he receives at the secondary level. Apart from grounding the roots of education of a child, secondary education can be instrumental in shaping and directing the child to a bright future. This stage of education provides the base for the child to move on to higher secondary stage as well as to provide generic competencies that cut across various domains of knowledge and skills. Secondary Education prepares the child for work and equips him or her for life in general. The rapid changes in the dynamics and economics of society, impact of globalisation and rapid growth of new technologies have led to reassessment of India’s preparedness to

---

<sup>1</sup> Institute for Studies in Industrial Development,(2015) *“Final Report on Quality in School Education”* for Quality Council of India, New Delhi <http://www.qcin.org/PDF/Comman/Quality-in-School-Education.pdf>

generate required technical manpower, develop new knowledge and skills, and remain competitive at global level.<sup>2</sup>

Secondary education is the turning point for a large majority of students. Not only the certificate one earns after schooling crucial for opening doors to higher education and to jobs, but the actual learning during schooling is a lifelong resource also. The Twelfth Five Year Plan had articulated the need for improving quality of education at all stages of education as a key instrument for achieving faster, sustainable and inclusive growth.

### **1.1 UNIVERSALIZATION OF SECONDARY EDUCATION**

Since free and compulsory education to all children up to the age fourteen is a Constitutional commitment in India, all efforts in the past were focused on achieving the goal of Universal Elementary Education. It is well recognised that eight years of education are insufficient to equip a child for the world of work as also to be a competent adult and citizen. The success of Sarva Shiksha Abhiyan (SSA), which has resulted in a huge increase in the enrolment of children in elementary school and with the Right to Education 2009 (RTE) laying down the ‘no detention rule’ in elementary school, all this has put pressure on the availability and accessibility of Secondary Education.<sup>3</sup> Therefore, while Secondary Education is not constitutionally compulsory, it is necessary and desirable that access to Secondary Education is universalised leading to enhanced participation and its quality to improve for all.

In response to all the inputs, Government of India, in 2009, launched the Centrally Sponsored Scheme, Rashtriya Madhyamik Shiksha Abhiyan (RMSA), in March 2009. The objective of RMSA is to enhance access and improve quality of education at secondary stage, while ensuring equity. This was sought to be achieved

---

<sup>2</sup> Chaudhari, Priti ,“Secondary Education in India: Issues and Concerns,” International Journal of Social Science and Humanities Research (online) Vol. 4, Issue 1, pp: (300-305), January - March 2016, [www.researchpublish.com](http://www.researchpublish.com)

<sup>3</sup> The Cabinet Approval in August 2017 of the proposal to do away with the ‘No detention’ provision of the original RTE has paved the way for the government to amend the RTE Act, which it is intending to put to the Parliament, thus allowing the States/Schools to detain students at Class V and at Class VIII, if it is felt that students have not attained the levels to go to the next higher Class.

through measures such as enrolment in classes IX-X by providing a secondary school within a reasonable distance of every habitation, improving quality of education imparted at secondary level through making all secondary schools conform to prescribed norms, and removal of gender, socio-economic and disability barriers, universal access to secondary level education by 2017 and universal retention by 2020.

The scheme is being implemented by the State government societies established for implementation of the scheme. The important physical facilities provided under the scheme apart from sanctioning new schools are: (i) Additional class rooms, (ii) Laboratories, (iii) Libraries, (iv) Art and crafts room, (v) Toilet blocks, (vi) Drinking water provisions and (vii) Residential Hostels for Teachers in remote areas, (viii) Integrated Maths and Science Labs including Maths and Science Kits (ix) Sports Equipments, etc. Under the programme, nationwide, 12682 new Secondary Schools have been sanctioned out of which 12025 Schools have become functional.<sup>4</sup> In Haryana, 56 new secondary schools (1 in Gurugram) have been sanctioned and 52 have become functional.

Apart from the physical facilities and support for interventions to expand and improve infrastructure, RMSA also supports interventions for quality improvement such as (i) Funds for recruitment and appointment of teachers for newly approved schools, (ii) Funds for recruitment and appointment of additional teachers to meet the prescribed teacher student ratio, (iii) Teacher training at Induction Stage for Secondary School Teachers, (iv) In-service teacher training for Secondary School Teachers, including teaching Principals and Head-Masters/Head-Mistress,<sup>5</sup> (v) Training on School Leadership and Administration for Principals and School Heads (vi) Remedial teaching, (vii) Funds for Organizing Science Fairs at the State level and Science Exhibitions and competitions at the district level, (viii) Excursions for students, (ix) Self- Defense Classes for girls, (x) Establishment of and training the School Management and Development Committee, (xi) School Grant, etc. Later on,

---

<sup>4</sup> Source: MHRD RMSA TSG

<sup>5</sup> The training intervention for teachers includes training for Key Resource Persons for development of training modules and content and training of Master trainers for delivery of training of teachers in the districts on a cascade model.

more quality interventions like cultural festivals for schools at the district level (Kala Utsav), Self-assessment on school standards as per the NUEPA School Standards framework (Shaala Siddhi) were also added as part of the quality intervention activities under RMSA. All of these are ideally to be incorporated as part of the School Improvement Plan. Thus the State Annual Work Plan should ideally input all the requirements of the schools and districts and should amalgamate these requirements as part of the State's Annual Work Plan & Budget.

At the start of the RMSA implementation, it was envisaged that with the twin goals of expanding access and quality improvement in mind, the State Implementation Societies, the district implementation societies, the teacher training and research institutes, in fact, all units of education administration, should develop perspective five year plans on the basis of which Annual Implementation plans would be made. Similarly, each school should develop an Annual School Development or School Improvement Plan and undertake activities each year towards fulfilling these goals, some activities of which could be funded under RMSA. The focus of all these interventions would be the school.

In a well-functioning education system, children would arrive in a new grade with the required competence to handle grade specific material. However, given that in a majority of schools India, till now, with the no detention policy till class eight, a large proportion of students reach class nine without adequate preparation and not ready to cope with secondary stage curriculum. Secondary Education is when the child gets ready for the rigour of higher academics as well as gains the life skills and knowledge to equip him / her for the world of work. Thus, it is all the more crucial that the learning and teaching in Secondary school stage be of good quality. This is a well-recognized issue, the response to which is sought to be addressed by some interventions under RMSA.

## **1.2 QUALITY CONCERN IN SECONDARY EDUCATION**

Quality is the most cherished goal in human endeavour especially in the field of education. The aims of education reflect the current needs and aspirations of a society or country, its lasting values, the immediate concerns of a community as well

as a critical core of broad human ideals. Locating the term quality in educational discourse is now a universal concern today. Feigenbaum (1951) argued that the quality of education means accumulation of values in education. Whereas developing countries have till now measured it by proxy of examination results, it shows that student achievement is one of the major indicators of quality education. However, many factors are responsible for shaping the quality in education”. Though it is well known that there are many factors and many indicators of quality education in India, examination results have been the default benchmark or indicator of quality education in schools. Prasanthi Kokkeragadda, in an article on ‘Quality in School Education’ points out: “For the parents and students, improving the quality of education invariably means raising the levels of academic performance usually measured in the test scores in the various subjects which form part of school curriculum”. With reference to education, quality is a relative term and hard to define and even more difficult to measure.<sup>6</sup>

We are now transiting to a knowledge society where the quality and relevance of education would play a crucial role in economic development. Poor quality of teaching, learning and systemic level inefficiencies affects the learners as well the society in many ways. The long-term implications include lower productivity levels of the perspective workforce, resistance to modernization and perpetuation of inefficient production systems where cost benefit ratio adversely affect the economic sustainability of production processes.

For a long time, the primary thrust of education policy in India has been on achieving universal access and retention at the elementary level. According to the Annual Status of Education Report (ASER 2013), the percentage of in-school children in the age group of 6-14 is over 96%. As per the UDISE, the GER for the year 2015-16 for primary school is 99.21 and upper primary school is 92.81<sup>7</sup>. In Secondary sector, the GER stands at 80.01. However, the question that sounds and reverberates

---

<sup>6</sup>Kokkeragadda, Prasanthi ‘Quality in School Education: A Conceptual Understanding’ *International Journal of Advanced Research in Education & Technology (IJARET)* Vol. 4, Issue 1, Jan. - Mar. 2017, pages71-73,<http://ijaret.com/wp-content/themes/felicity/issues/vol4issue1/prasanthi.pdf>

<sup>7</sup>[http://udise.in/Downloads/Publications/Documents/Flash\\_Statistics-2015-16\\_\(Elementary\).pdf](http://udise.in/Downloads/Publications/Documents/Flash_Statistics-2015-16_(Elementary).pdf)

all around now- a-days is: what is the quality of elementary and secondary education in India?

### **1.3 STATEMENT OF THE PROBLEM**

RMSA is one programme of the Government of India which specifically seeks to improve quality of education in Secondary Schools, while addressing access and availability issues too. It was felt that there is a need to study how the implementation of quality interventions under the RMSA Programme is being carried out and whether they are making a difference at the ground level, i.e. , in the schools.

The available literature shows that though various aspects of education have been studied in the context of the quality issues, there is no study carried out yet to look at whether the interventions provided under RMSA, which have been taken up by the States to improve the quality in government and government- aided schools since 2009 have had any effect in the schools, in the classrooms, among the teachers, among the students and whether these interventions have been felt at the school level.

Out of the various interventions provided under the category of quality interventions, it is felt that teacher training is one intervention which single-handedly improves the quality classroom interaction and lesson transaction. The Joint Review Mission also agrees that teacher training is one of the core quality inputs of the RMSA.

At present, there is already a sufficient body of work and studies with regard to the implementation of SSA, and a number of organizations and researches whose work has focussed on primary schooling and elementary education have resulted in a large number of research studies which have thrown light into the processes and the results of interventions through government programmes in elementary education. These results and reports have contributed in informing and influencing policy for elementary education.

With regard to Secondary Education, RMSA is the only large scale government programme for universalizing and for improving the quality of secondary education. With its subsuming the erstwhile schemes of ICT@Schools, IEDSS, Girls Hostels and Scheme for Vocationalizing of Education at Secondary level, it has

assumed a very comprehensive characteristic of a scheme with multi- pronged objectives, the implementation of which, focus on the school as a unit for intervention and for improvement. Mechanisms have been established to monitor, evaluate and assess the progress of the implementation of the programme through various instruments and tools at the State and National level such as Monthly and Quarterly Civil Works Progress Statements, Quarterly Financial Expenditure Statements, Audit Reports, as also by 3<sup>rd</sup> Party Monitoring Institutions. Apart from monitoring the quantitative aspects such as how many schools have been opened, how many buildings and classrooms constructed , how many teachers recruited, how many trainings held and how many teachers trained, how many students given remedial teaching, how many science laboratories set up and science and maths kits procured, etc, there has been not been any study or any assessment to look qualitatively into the implementation of the softer elements of quality interventions under the RMSA. There has been no study to examine the effect of RMSA interventions at the school level.

The RMSA JRM<sup>8</sup> reports have raised a number of issues with regard to quality aspects of RMSA implementation; from teacher training, to learning assessments, curriculum reforms, etc. The RMSA Technical Co-operation Agency (RMSA-TCA) did conduct a summary comparative evaluation of RMSA teacher in-service training in the States of Assam, Bihar, Delhi, Gujarat, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh and Odisha in 2015 to examine the extent to which the teacher training intervention is being implemented and to assess the variation in training design and delivery across states and regions in order to identify strategies for improving training under RMSA. However, there has been no study as such of the effect of RMSA training at the school level itself.

#### **1.4 REVIEW OF LITERATURE**

A review of existing literature is a first step in the process of research as it provides a context and a framework to guide research into the study on implementation of quality interventions under RMSA in Haryana- more specifically,

---

<sup>8</sup> The Joint Review Mission of the RMSA consisting of the MHRD, the World Bank and the DFID and their representatives and nominated experts.

the implementation of the teacher training and its effect in Gurugram Government Schools. The details of literature reviewed are given in Chapter II. One clear gap that emerges from this literature review is the absence of any research or study on the implementation of interventions targeted to improve the quality of education in secondary schools under the Programme RMSA. There is also no evidence of any study carried out to evaluate and examine the effect and impact of RMSA quality interventions at the school level. This study is an attempt to look at implementation of RMSA in Haryana and especially the aspect of the quality interventions and teacher training as supported by RMSA in the government schools in the district of Gurugram, Haryana.

## **1.5 RESEARCH OBJECTIVES**

The initial intention in this project was to look at how the quality interventions under RMSA, especially teacher training, training of Principals, School Leadership Programme for Principals, science lab improvements and remedial teaching interventions have been carried out and implemented in Haryana and specifically in Gurugram, whether these have made a difference and have raised the quality of learning / teaching in schools. However, when the work was started, it became more clear that to examine and study the implementation of these interventions to determine whether they have made a impact on the quality, first would require a baseline to be established on the basis of which a study could be conducted . This would necessitate a bigger time window and also require more resources than an individual study. This was not possible in this study. Therefore, it was decided to look at the 10 government secondary schools as a case study to examine some specific features of these schools in the context of RMSA interventions and in the framework of RMSA quality interventions to determine if RMSA activities have made a mark and have contributed to quality improvement in school.

There are several commonly accepted indicators which define quality of education in schools such as school infrastructure, school leadership, classroom processes or transactions, teacher's professional development, pupil- teacher ratio, student achievement through learning assessments, community support and



involvement, etc. Because of its fundamental significance, **this study reiterates ‘teacher training’ as a core quality factor and has majorly focused on this aspect.**

With regard to quality schools, though RMSA’s philosophy is for improvement of the whole school framework, however, till now, the approvals for the interventions in the schools are given in a piecemeal way, in bits and pieces, which thus makes it unrealistic to expect that the school quality would improve in all aspects by virtue of RMSA intervention. Though there is no established gold standard on the quality of schools, the NUEPA has developed a School Standards and Evaluation Framework now known as Shaala Siddhi, on which schools are encouraged to evaluate themselves and strive for continuous improvement on given parameters and indicators.

## **1.6 RESEARCH QUESTIONS**

Thus, in the present study, in view of the limited time and scope of the research, the researcher has focused on looking for answers to the questions as enumerated below:

*What has been the effect of RMSA quality interventions at the school level as seen in the context of School Infrastructure, School Leadership, Teacher Professional Development, Classroom Curriculum Transaction, Student Achievement and Community Participation?*

*The study also attempted to find out the number of secondary school teachers who have received training under RMSA in Haryana, how were the teacher training activities carried out? What do the teachers do in these trainings? Did the teachers learn anything new? Did they have any pertinent problems in their classroom teaching and were these addressed in these trainings? Have teachers changed their teaching techniques in classrooms and implemented any new skill/ method in classroom teaching? Are there any improvements in their classroom practices? Have students noticed any changes/ improvements in teachers teaching behaviour?*

In addition to the above Research Questions, during the field work, observations on School Infrastructure, School Leadership, Teacher Professional Development and Teacher's classroom methods, Student Achievement, Community involvement and participation as per the framework of RMSA intervention was made.

## **1.7 RESEARCH METHODOLOGY**

The Research Methodology adopted is both exploratory and descriptive, involving document study of RMSA Annual Work Plans and Budget Proposals (AWP&B), Appraisal notes of the MHRD RMSA TSG, RMSA Project Approval Board (PAB) meetings minutes, RMSA Joint Review Mission (JRM) Reports, the Unified District Information on School Education (UDISE), SEMIS and field visits to SCERT, Gurugram, Haryana.

The details of the documents are as below:

(i) MHRD RMSA PAB Minutes<sup>9</sup> - The MHRD has constituted the Project Approval Board of the Rashtriya Madhyamik Shiksha Abhiyaan, headed by the Secretary of the Department of School Education, Ministry of Human Resources Development, is empowered to appraise Annual Work Plans prepared for the upcoming year by the State RMSA Implementation Societies and approve or reject the plans on the basis of RMSA provisions and available budget. The meetings take place to discuss the AWP&B and decisions of the PAB form the basis for the implementation action for that year. The minutes of the PAB meetings record the discussions and approvals for interventions under RMSA for that year. Copies of these minutes are available on the MHRD website.

(ii) MHRD RMSA TSG Appraisal Notes on the AWP&B<sup>10</sup> - The MHRD RMSA PAB is supported by a Technical Support Group consisting of consultants who look after different aspects of RMSA, such as Finance, UDISE data, Access aspects of RMSA, Gender aspects, Quality aspects, etc. They appraise the plans and examine the proposals in the context of UDISE data, financial, budget and audit records, previous

---

<sup>9</sup> <http://rmsaindia.gov.in/en/programme-components/planning-and-appraisal/pab-minutes.html>

<sup>10</sup> These documents are available with the RMSA Technical Support Group

approvals and work progress against previous approvals and make recommendations to the PAB for decisions of the PAB.

(iii) State RMSA Annual Work Plan & Budget<sup>11</sup> - These are the Annual Work Plan proposals the states prepare which contain their plan of action under the programme for that year. These plan proposals are sent to the MHRD RMSA PAB for discussion and consideration of the PAB.

(iv) 3<sup>rd</sup> Party Monitoring Institutes' Reports<sup>12</sup> - Autonomous 3<sup>rd</sup> Party Monitoring Institutes, contracted by the MHRD to monitor the implementation of RMSA at the district level.

(v) MHRD RMSA JRM Reports<sup>13</sup> - The Joint Review Mission is a six monthly review mission convened jointly by MHRD, World Bank and the DFID.

(vi) Information /data shared by SCERT, Haryana.

(vii) Information/data shared by RMSA State Implementation Society.

(viii) School Report Cards (UDISE)<sup>14</sup>

(ix) School Diary

Visits to 10 Government Secondary schools in Gurugram were undertaken, during which students, teachers, Principals and School Management Committee members were interviewed.

Guided interaction was also carried out with a State level official of the RMSA Haryana State Implementation Society and information was acquired from the training branch at the SCERT, Haryana. Questionnaires were used to get information from the Principals, teachers and students and also to guide interaction in Focussed Group Discussions with other teachers.

---

<sup>11</sup> These documents are available with MHRD

<sup>12</sup> <http://rmsaindia.gov.in/en/programme-components/monitoring1/reports.html>

<sup>13</sup> [http://rmsaindia.gov.in/administrator/components/com\\_pdf/pdf/RMSA](http://rmsaindia.gov.in/administrator/components/com_pdf/pdf/RMSA)

<sup>14</sup> <http://udise.in>

The SCERT in Haryana carries out all the teacher training activities under RMSA whereas the School Leadership Programme was being implemented under the aegis of NUEPA. SCERT plans, organizes and carries out the training of teachers under RMSA in all aspects. The information for teachers training was gathered from documents from MHRD TSG, Haryana State's AWP&B, monitoring reports, PAB Minutes and from the Haryana SCERT.

To get the teachers feedback and perspective, a selection of teachers from 10 schools were interviewed, given questionnaires to fill and 3 focussed group meetings at the government Secondary schools in Gurugram.

## **1.8 LIMITATIONS OF THE STUDY**

The short time span, lack of resources, individual nature of research have limited the research to a convenience sampled 10 government schools in the nearby district of Gurugram.

The present work is an attempt to get insights as to whether teacher training interventions under RMSA has had any effect on the classroom practices and in the schools. It is also an attempt to see what kind of improvement or changes in teaching and learning in the classrooms have taken place at the school level because of RMSA activities. Though it would have been a significant learning to look at teacher training in a way that the study would enable linking of teacher / class room practices / teacher training and improved learning, it was not possible in this study.

It is evident, however, that there is a need for an impact evaluation of teacher training under RMSA, the insights and reports of which should inform policy changes under the programme, the evaluation, which may also consider impact in terms of teacher satisfaction with the trainings provided, teacher learning at the training event, factors and conditions that help or hinder the transfer of knowledge and skill, the actual transfer of such learning, and ultimately the impact of changed classroom practice on student learnings.

## **1.9 STRUCTURE OF THE DISSERTATION**

This study is an attempt to look at how the RMSA intervention of teacher training through the implementation of RMSA approved activities in the schools of Gurugram in Haryana was carried out in Gurugram with a view to understand if the implementation of the RMSA interventions are in line with the intended philosophy and objectives of the scheme and whether any effect is seen of the interventions at the school level.

The work is divided into five chapters.

Chapter 1 provides an introduction to the study, the problem statement, the research questions, rationale of the study, objectives and delimitation of the study.

In Chapter II, along with review of literature, an attempt is made to define quality in education and quality as understood in RMSA.

Chapter III, the research design and methodology and details of the research is given.

Chapter IV presents the findings from the study, based on both document study and from field observations.

Chapter V provides the summary and main conclusions of the present research. The chapter also includes recommendations for the improvement of the implementation of the programme. The chapter also suggests areas for further research.

Finally, there is the section with bibliography and appendix which includes the tools and annexures.