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Government of Rajasthan's



आदर्श विद्यालय

आदर्श शिक्षा, उज्ज्वल भविष्य

Adarsh Yojana

Public School System Transformation

Place: Rajasthan, India

Agency: Government of Rajasthan's RCSE (Rajasthan Council of Secondary Education) and Directorate of Secondary Education

Sector: Public School Education

Year of launch: 2015 (program will continue till end 2018)

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1. Background of Rajasthan's school education (2014)

Under the leadership of the current Chief Minister of Rajasthan, Smt. Vasundhara Raje, Rajasthan has embarked on an ambitious project to improve the quality of public school education in the state.

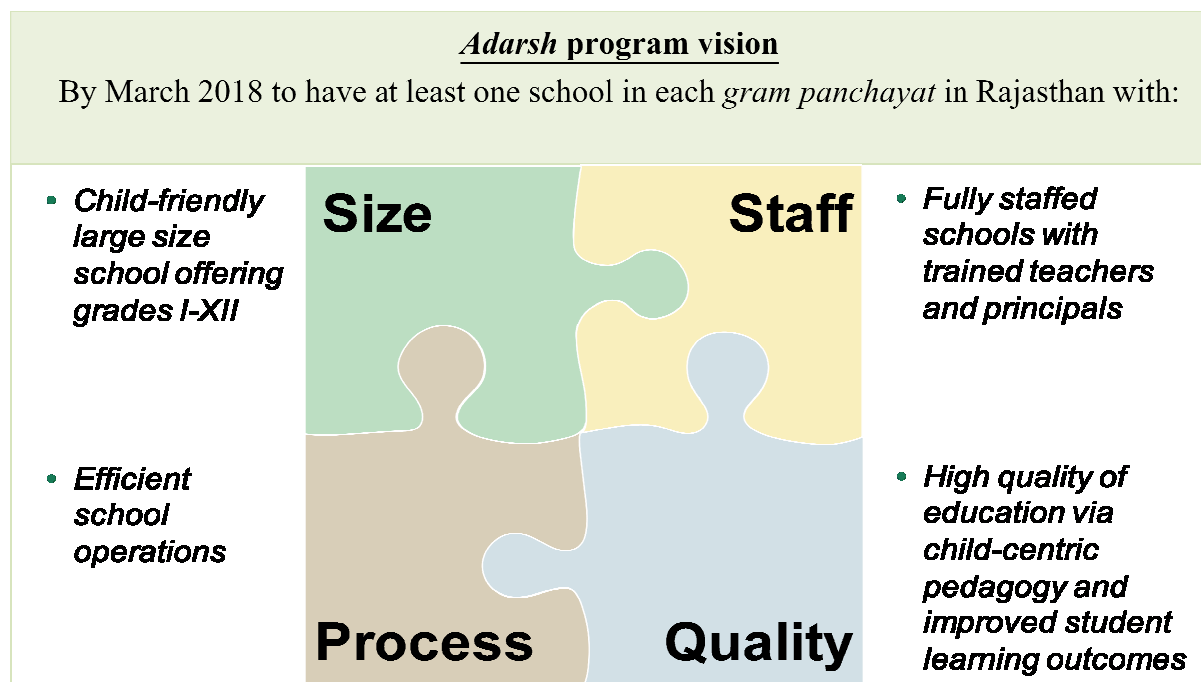
Like most states in the country, Rajasthan too – laden with fragmented schools, teacher vacancies and insufficient governance – has seen low achievement in student learning outcomes. Until 2014:

- Rajasthan had over 80K schools, of which ~35% were sub scale (i.e. less than 30 students per grade) and hence often multi-graded
- The state had over 50% vacant teacher positions and over 40% principal vacancies
- Elementary schools suffered from lack of governance, oversight and academic support
- Quality of education in elementary schools thus suffered; Rajasthan was ranked low in both ASER and NAS across grades and subjects
- Pass percentage in grade X was as low as ~66%, and in grade XII was ~73%
- Student transition rate from secondary to senior secondary in Rajasthan was as low as 48.94%, primarily due to lack of access to senior secondary schools



2. Adarsh Yojana vision, transformation roadmap and governance structures

With the above listed issues in the background, *Adarsh Yojana* was launched by Rajasthan's Chief Minister, Smt. Vasundhara Raje with the vision of ensuring that by academic year 2018-19, each of the 9,895 *Gram Panchayat*'s (Now 9894) in the state has at least one grade I-XII, fully staffed and fully functioning, quality government school. Collectively these schools would have the potential to reach ~4.6M government school children in the state by academic year 2018-19.



Rajasthan's school education department undertook a detailed diagnostic to assess Rajasthan's potential for success with *Adarsh* program. Based on this diagnostic a three-pronged strategic roadmap was developed for the program, with a focus on

- A. Establishing large and functioning schools
- B. Strengthening department capacity and capability
- C. Improving education quality

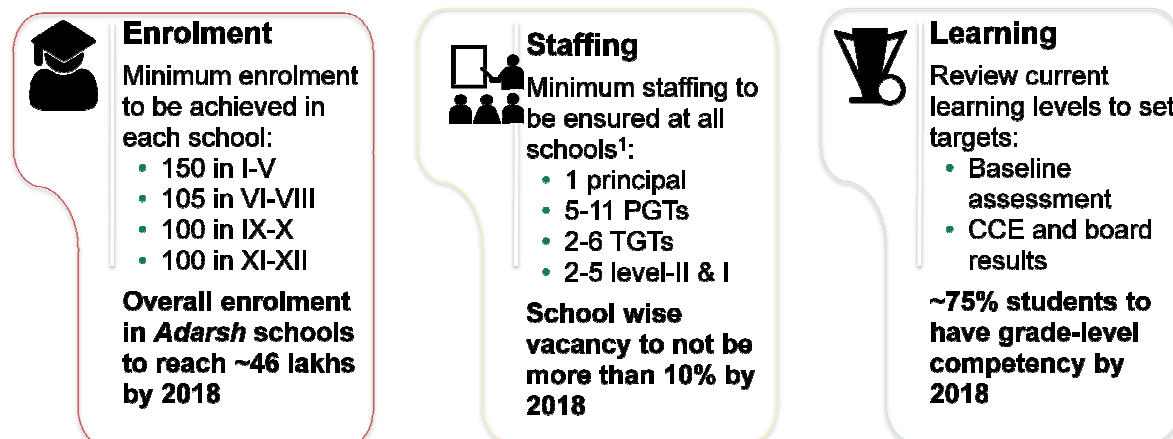
The exhibit below provides an overview of this strategic roadmap with key initiative, categorized as "minimum requirements" and "quality improvement".

Govt. School system transformation roadmap developed for Adarsh Yojana in 2016

Establish large and functioning schools	Strengthen department structure	Improve education quality
<ol style="list-style-type: none"> 1. Integrate and extend schools to grade XII 2. Ensure quality infrastructure in each school 3. Build school staff strength 4. Increase enrolment and reduce dropout 	<ol style="list-style-type: none"> 5. Build department and field office staff strength 6. Design and establish a robust, real-time, online MIS system i.e. Shaala Darpan 7. Streamline internal communication processes 8. Establish school administrative monitoring to assess infrastructure and resource/staffing needs 	<ol style="list-style-type: none"> 9. Establish external assessment for baseline and impact analysis 10. Establish education quality intervention for grades I-VIII 11. Assess & establish remedial interventions across grades 12. Assess and establish education quality and vocational programs for grade IX-XII 13. Provide technology enabled supplementary learning interventions 14. Ensure parent and community engagement 15. Build academic accountability at all levels 16. Academic and leadership training for schools principal and district officers

While, multiple goals drive towards the Adarsh vision, key priority overarching goals were defined for the program focused on – improving enrolment in these government schools; ensuring sufficient & quality teaching staff in these schools; and most importantly improving student learning outcomes. These goals are detailed in the exhibit below. Multiple-sub goals, especially initiative specific goals (eg: infrastructure, attendance, etc.) will impact one or more of these priority goals.

Priority goals to be reached by 2018:



Multiple, initiative-specific sub-goals will drive towards these three overarching goals

In 2015, department set up an **Adarsh Yojana PMU** (Project Management Unit) with initiative-specific leaders identified. Initiative leaders were identified from multiple offices to create stronger ownership of the program across RMSA, SSA, SIERT and both Elementary & Secondary Directorates.

A **Steering committee** was established – with senior members from RMSA, Directorate, SIERT, elementary department and partner organizations – under the chairmanship of Secretary, School Education, Government of Rajasthan. This committee plays a leadership role in driving Adarsh Yojana and does a regular stop taking of the scheme and provides inputs.

A monthly SCM (Steering Committee Meeting) has been instituted for the steering committee to review the Adarsh PMU, wherein all initiative leaders provide a progress update and discuss their plans / next steps.



3. Adarsh Yojana progress upto academic year 2015-16

Adarsh Yojana's priority focus until now was on:

- Establishing integrated, staffed functioning schools- streamlined process for reduction in staffing vacancies and real time tracking of enrolment
- Designing and implementing Department systems – designing and rolling out MIS, school inspection, implementation management processes; as well as reform/strengthen existing organizational structures of all key bodies
- Building governance structures and ownership- regular and streamlined data driven reviews at CM, Department (State and district) levels
- Initiating accountability- two channels were prioritized namely, (i) community accountability by strengthening PTA and SMDC bodies (ii) academic accountability at all levels using Board examination results

A summary update on the overarching achievements of Adarsh Yojana in 2016 are provided in the exhibit below.

Overarching Adarsh achievements in 2016 and immediate implication for 2017 and 2018			
Establishing integrated, staffed, functioning schools	Designing and implementing department systems	Building governance structures and ownership	Initiating accountability
<ul style="list-style-type: none"> • Integrated 1-10/12 schools established in 95% gram panchayats • Teaching staff vacancies reduced from ~50-60% (2014-15) to ~25% • Increase in enrollment – reverse migration from private schools 	<ul style="list-style-type: none"> • Systemic enablers designed and implemented – Shaala Darpan, communication channels and inspections • Capacity building- teachers & principals training, orientation of field staff 	<ul style="list-style-type: none"> • Governance structures established at all levels- CMAC, PMU, District EC, Block committees under SDMs. • Growing Program ownership at all levels 	<ul style="list-style-type: none"> • Community/ Parental engagement <ul style="list-style-type: none"> ○ SMDCs established ○ School Development plan ○ Regular PTA meetings- 30-40% attendance • Initiated focus on academic outcomes <ul style="list-style-type: none"> ○ Board exam results ○ District ranking ○ School star rating

(A) Establishing integrated, staffed & functioning schools:

In 2014 Rajasthan had over 82K government schools. There were 8-9 elementary schools per gram panchayat i.e. in excess of RTE norms. However, as students progressed through school they found fewer schools with senior grades. Less than 40% gram panchayats had senior secondary schools. This led to poor student transition through school and high dropout in senior grades, especially girl students. The 82K government schools in Rajasthan were sub-scale, offering varied classes and often resource (staff & infrastructure) constrained.

The department hence decided to undertake a school integration and extension exercise to ensure all students have access to all classes; better management of schools by the department and optimum utilization of resources across schools. 17K elementary schools were integrated with secondary and senior secondary schools to establish 13.5K integrated schools across the state. Additionally, 5K class X schools were extended to class XII. From these 13.5K integrated schools, one was selected in each gram panchayat to be established as an Adarsh school. Today, of the 9,894 gram panchayats in Rajasthan, 8,294 have at least one class I-XII Adarsh School and 1,231 have at least one class I-X Adarsh schools.

The other bigger issue that Government schools in Rajasthan were experiencing in 2014 is high teacher and principal vacancies; as high as 50-60%. Additionally teacher distribution by region, subject, cadre etc was not optimized for school needs. The department, hence defined staffing norms for each integrated school, linked to the schools enrollment, to ensure sufficient and subject-cadre specific teachers in each school and better utilization of teachers within schools. Based on these staffing norms, existing teaching staff was rationalized across schools. Additionally, a back-log of promotions and teacher placement was cleared and additionally new teachers were recruited. Overall over 1 lakh teachers have been promoted since then and over 50K have been recruited. All schools up to class XII now have a principal and all other schools have a head master. Additionally teaching staff vacancies have been reduced to 23-24%. Plans are in place to reduce it to less than 15% by September 2017.

Lastly, school infrastructure was poor in most government schools. Almost 80% schools did not have one-classroom-per-class and hence were forced to manage multi-grade teaching. ICT, electricity, water, playground and sanitation facilities were equally poor in these schools. Since then nearly Rs. 1,000 cr have been invested in school infrastructure. Multiple initiatives have also been launched to mobilize community contribution to schools – the key being Mukhyamantri Jan-Sahabhagita Vidyalaya Vikas Yojana which is a 60:40 state:community funding matching program. The department has also leveraged multiple other schools to improve school infrastructure, such as MNREGA, BADP, MPLAD, MLALAD, MSDP, TAD, etc.

Please click on the video to see what an Adarsh school looks like with these improvements.

https://www.youtube.com/watch?v=5D_BFn8G_HA

(B) Designing and implementing department systems:

Like most government system's Rajasthan's school education system had redundant department structures with high vacancies; broken communication channels; no real-time & accurate data for decision making; weak school support & monitoring systems and overall poor project management & implementation skills at the school at district level.

In 2014-15 department and district office vacancies were high. Directorate of secondary education had 61% vacancy; Rajasthan's RMSA had 11% vacancies and district offices had 30% vacancies. The academic units were worse off with 53% vacancies in SIERT's administrative departments; 67% vacancies in SIERT's academic departments with almost all PGT and TGT positions empty; and 45% vacancies in DIETs with 29 of 33 DIETs not have a DIET principal.

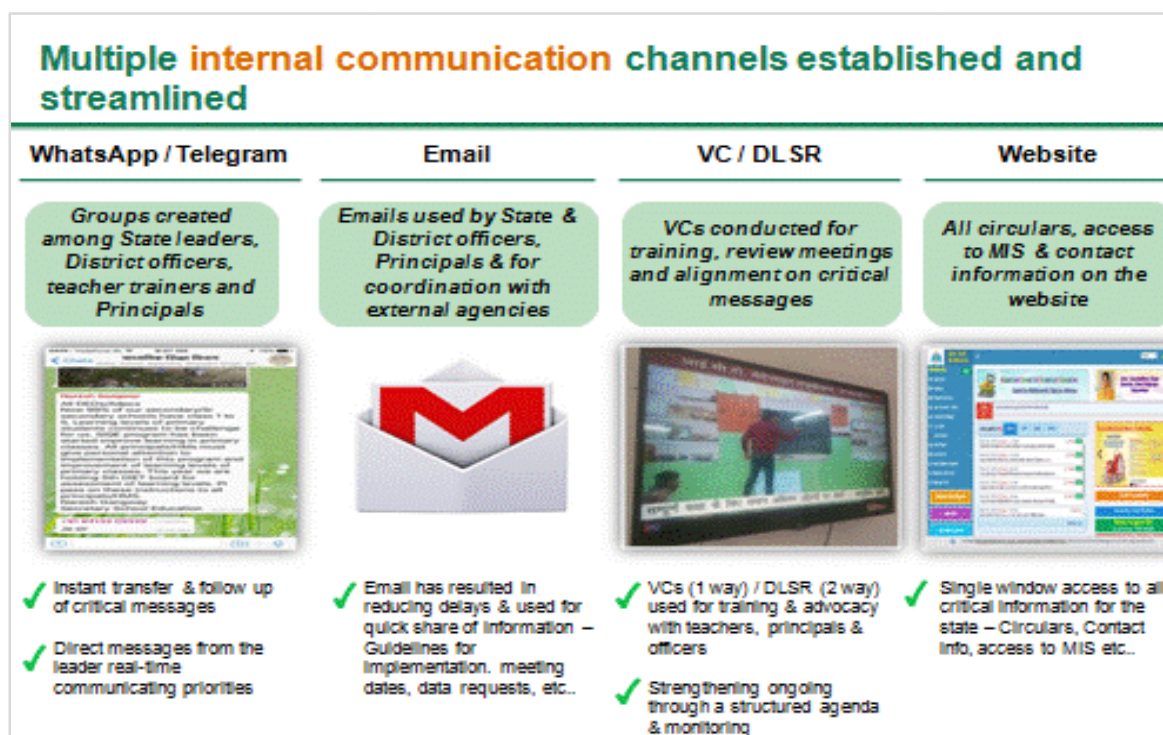
As a first step, the new government focused on fixing this vacancy issue. Within a year Directorate vacancies were reduced to 37% and subsequently to less than 10%; Rajasthan's RMSA vacancies were reduced to zero and two deputy commissioner posts were created; and district office vacancies were reduced. External partners were brought on board to add capacity in the academic units and this year a large focus is on fixing vacancies in these organizations.

Additionally, on detailed diagnosis, the current structures- DEO, SIERT and DIET were found to be ineffective and need for strengthening was identified,

- DEO offices to be functionally aligned to RMSA and Directorate offices so that they can be the implementation agencies for RMSA and Directorate strategies & programs.
- With SIERT it was decided that it be converted to SCERT so that it is an autonomous unit; can receive more funding and instead of just focusing on class I-VIII it can focus on the academics of all classes i.e. I-XII. Additionally, it was decided this SCERT should have academic focused functional units aligned to subjects and the pedagogical needs that a school education system should deliver on.
- Similar to DEO offices, it was decided that DIETs be functionally aligned to SCERT. The primary objective of DIETs was rethought and the focus was shifted to teacher training & mentoring and student academic assessment. More so detailed plans were developed for DIET capacity and capability building over the years.

These plans for DEO, SIERT and DIETs' restructuring and capability building are still on-going. The effort so far has been just for one year and change management of this magnitude will take another 3-5 years.

Like most government systems in India, communication channels in school education in Rajasthan were weak. Instructions sent to schools had to go through multiple levels (directorate to district office to nodal principal and then to principal), and often in a manual format, because of which communication was often lost or delayed. Over the past two years the department has established multiple communication channels as detailed in the exhibit.

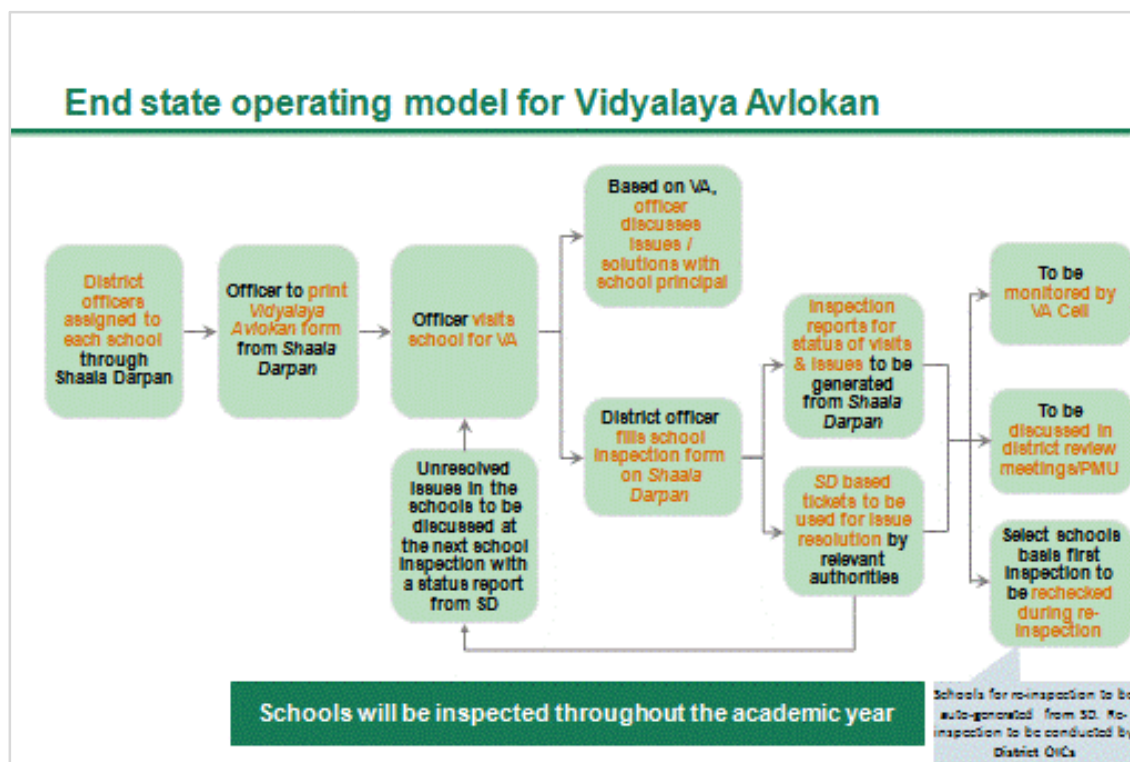


Today, over 90% integrated schools are reading the communication received within a week of it being sent and over 30% are reading it on two or more channels. Email, website and whatsapp have the largest impact with a reach of over 50% Adarsh integrated schools achieved by each of these channels.

To solve for lack of accurate and real-time data for decision making as well as performance tracking at the school, staff and student level; and online MIS system called Shaala Darpan was setup. This MIS system today has all details of every integrated school and its students and teachers. It is being used online and real-time for tracking student performance & movement; teacher movement; and improvement in school performance. Given audit systems incorporated into this MIS system (e.g. staff payments; student report cards; Adhaar details of staff & students; cross checking via school inspection; pop-ups for regular updates; etc.) the data in this MIS system is kept real-time and is more accurate than UDISE and other data sources.

Lastly an MIS system linked, school support and monitoring process called Vidyalyaya Avalokan has been launched. This allows for all schools to be inspected at least once a year while, poor performing schools to be inspected 3 times a year. The process ensures that the inspection is focused on improving schools with an online

issue assignment and resolution system being launched. Additionally the process leverages the MIS systems so that all data is viewed real-time and no duplication of effort is required by the school principal or district officials.



(C) Building governance structures and ownership

Multiple governance structures established in the systems to ensure that all levels of the department are focused on achieving outcomes.

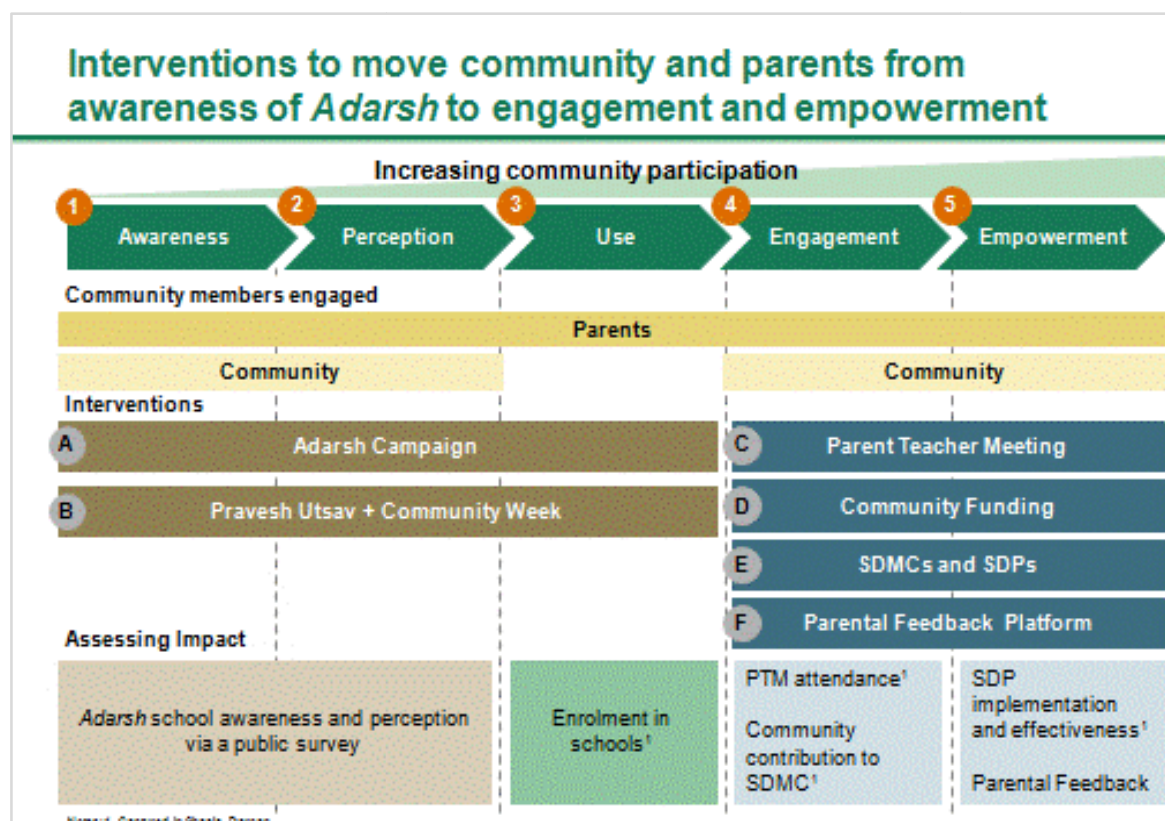
- A **Project Management Unit** has been established at the State level to develop the strategy for all initiatives in the Adarsh roadmap and to subsequently drive its implementation.
- A **Steering Committee** was established under the chairmanship of the Secretary School education to review the project management unit on a monthly basis.
- **Education sub-group of CM Advisory Committee** reviews the progress and provides advisory support on quarterly basis.
- The CM and her Advisory group review the department's performance every 6 months.
- To manage for on-ground implementation **District Executive committees** under the chairmanship of District Collectors have been constituted wherein review with District officers from education and other departments meet every month. Similar committees work at the block level under the chairmanship of SDMs.

(D) Initiating accountability

In addition to the above staff accountability systems as well as community engagement interventions were initiated last year and are further being strengthened and implemented over academic year 2017-18 and 2018-19.

Staff accountability systems will focus on ensuring reviewing, public facing metrics and rewards and recognition for teachers, principals, DIETs and District officials – as these are the stakeholders directly responsible for school improvement. The interventions that are being designed / strengthened are: revision of the ACR process & metrics; review meetings at school, district and state level; reward & recognition systems for staff; and public facing school ranking.

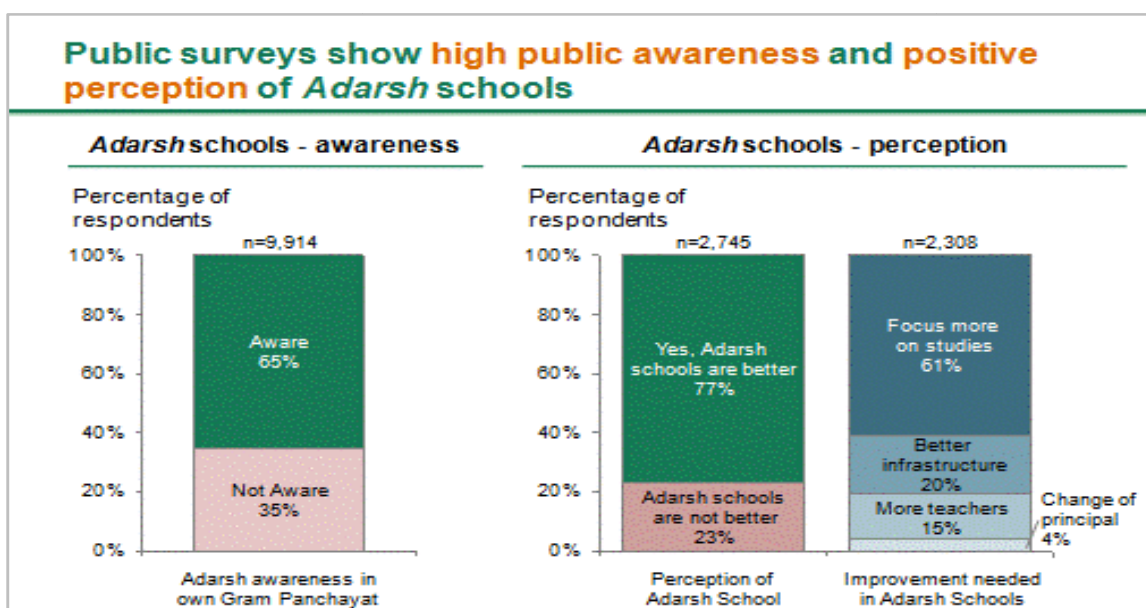
Community engagement interventions on the other hand will focus on moving parents and community from the awareness of Adarsh schools towards engagement in improving these schools. These interventions have hence focused on public Adarsh campaign; *praveshotsav* and community week; parent teacher meetings; community funding; setting up and strengthening School Development and Management committees; and establishing a parental feedback platform.



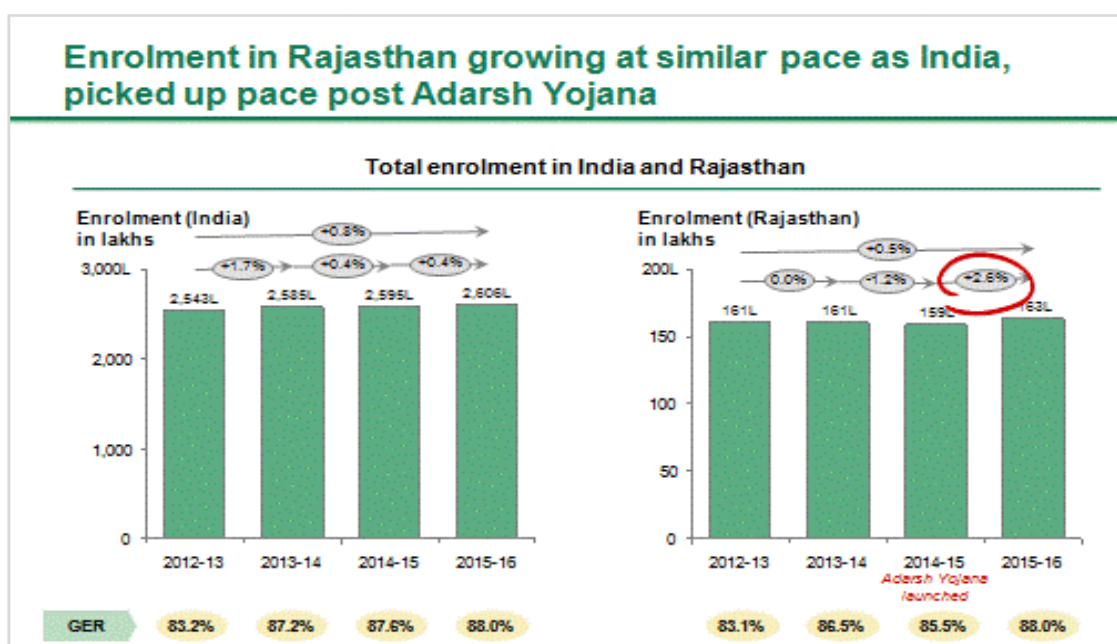
4. Adarsh Yojana impact so far

School integration has led to a reduction in the number of school-level management units from 82K to 63.4K, resulting in better supervision and monitoring of schools; increased school size & average number of students per class; and better availability & optimum utilization of resources.

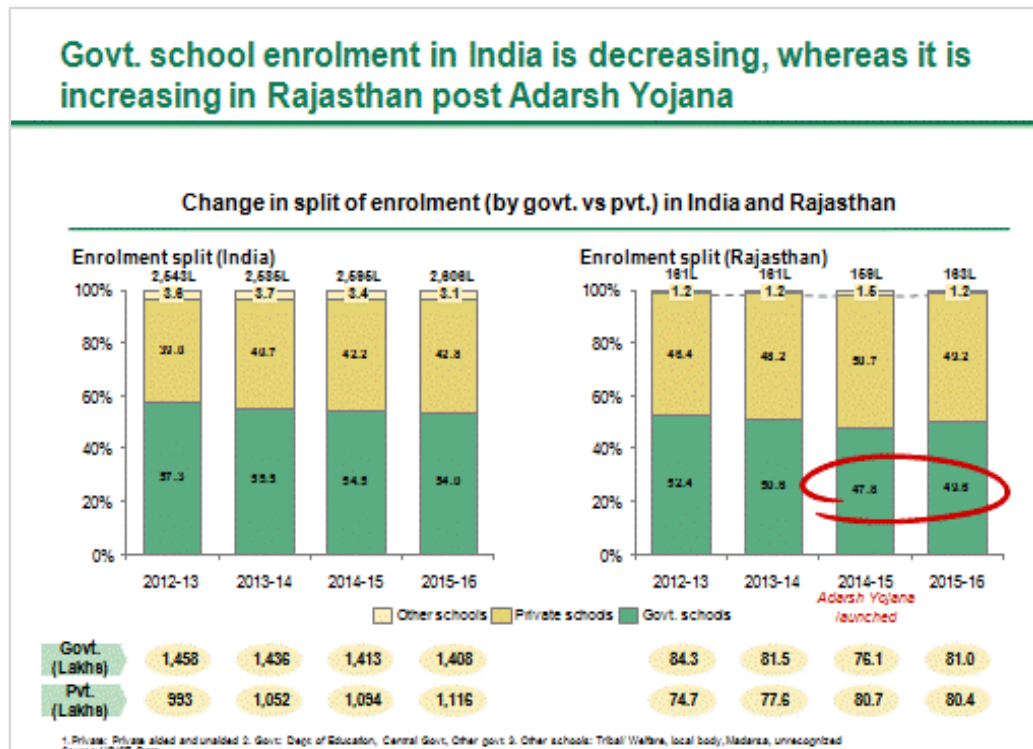
Public awareness of Adarsh schools achieved in just one year is as high as 65% and over 77% of those aware of these schools believe them to be better than private schools and other government schools in their area.



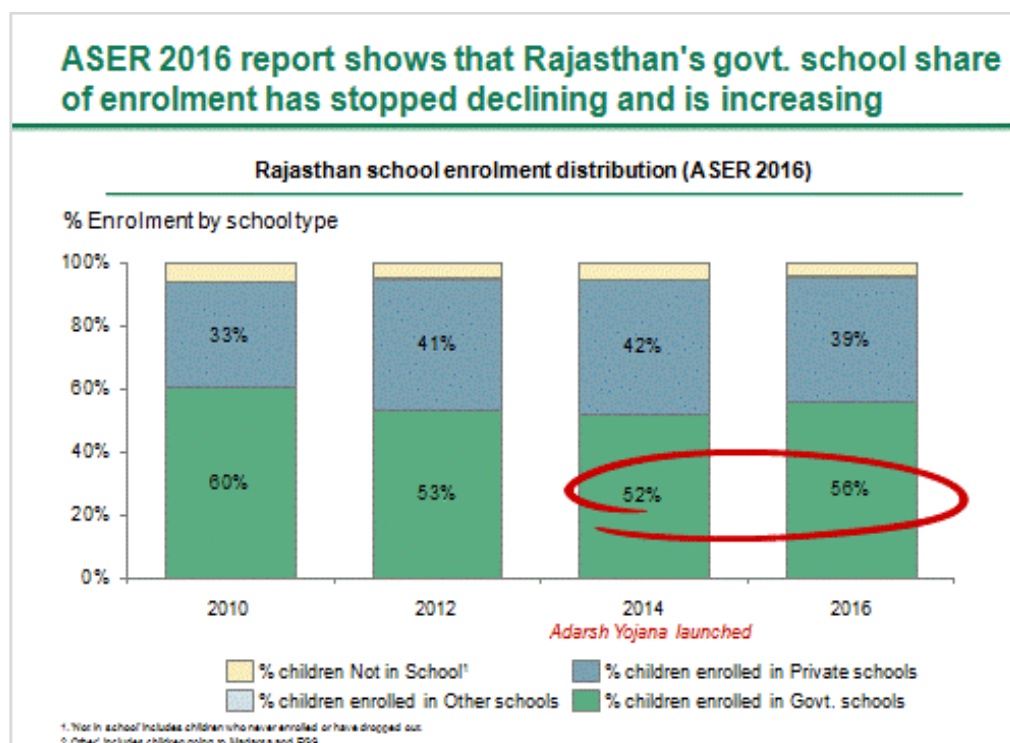
UDISE data indicates that since the launch of the Adarsh Yojana, overall school student enrolment in Rajasthan (across all schools) has picked up pace and is growing faster than that of India. The state's Gross Enrolment ratio has improved to 88% as per UDISE 2015-16.



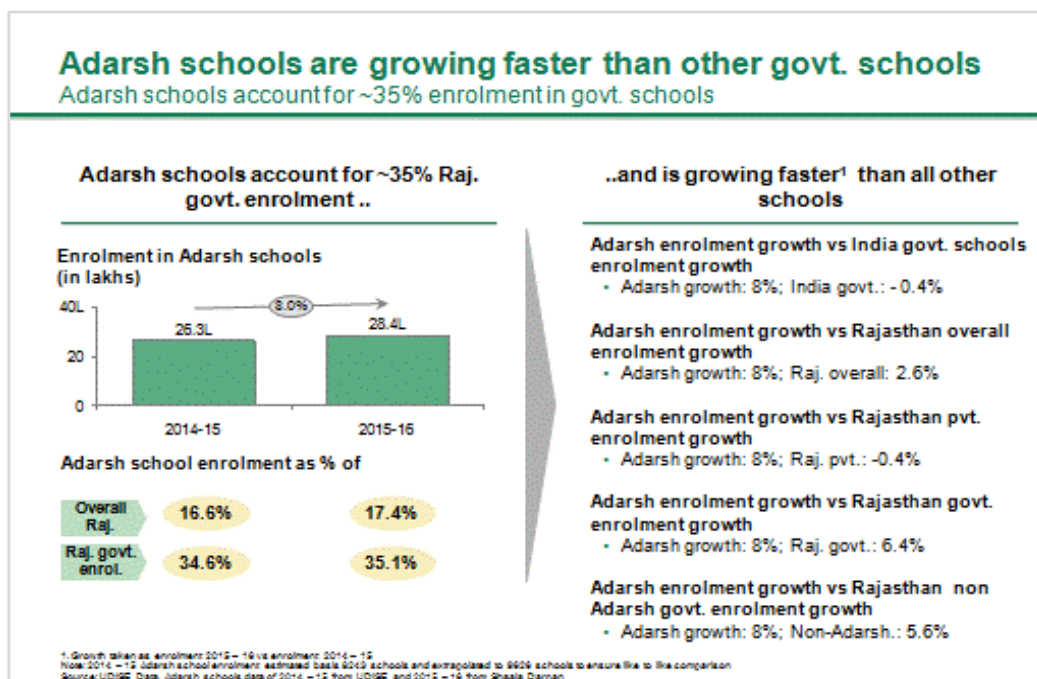
More specifically, enrolment in government schools in Rajasthan had been historically falling as it had been in the rest of India and students were moving to private schools. While this trend continues in the rest of India, this trend has changed in Rajasthan post the launch of the Adarsh Yojana.



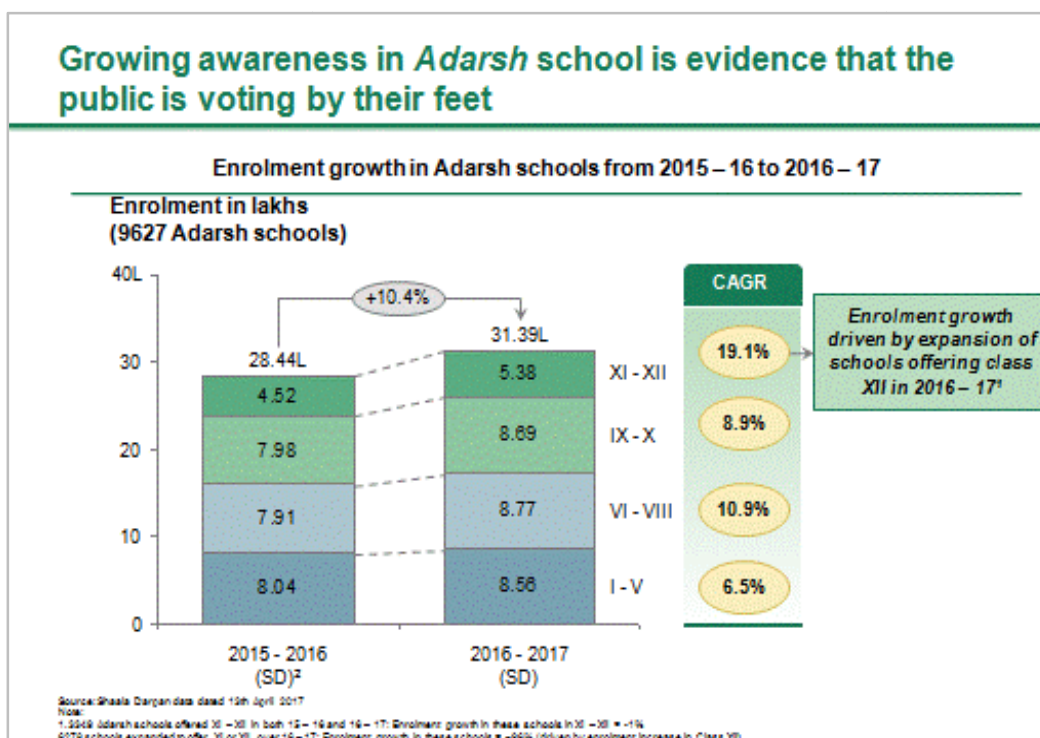
ASER 2016 report also shows that private schools in Rajasthan are losing share to government schools, post the launch of the Adarsh Yojana.



As far as Adarsh integrated schools are confirmed in the first year post the launch of the program, i.e. from 2014-15 to 2015-16 UDISE data shows that these schools have seen an enrolment growth faster than other government schools in Rajasthan, private schools in Rajasthan and other government or private schools across India.



In the last two year, Rajasthan has tracked every government school student in Shaala Darpan (the department's MIS system) and made student Adhaar details compulsory to avoid fake or duplicate students. This has allowed Rajasthan to have accurate student-level data for the last two years and even basis such data Adarsh schools have seen a 10.4% increase in enrolment between 2015-16 and 2016-17.



While enrolment increase is proof that the public is voting for Adarsh schools with their feet, other outcomes / impact achieved by the program are: improvement in senior secondary school access; reduction in teaching staff vacancies; establishing a real-time online MIS system; ensuring direct to school communication; establishing a school improvement focused school inspection process; streamlining training to teachers; engaging parents and ensuring 30-40% parental attendance at Parent

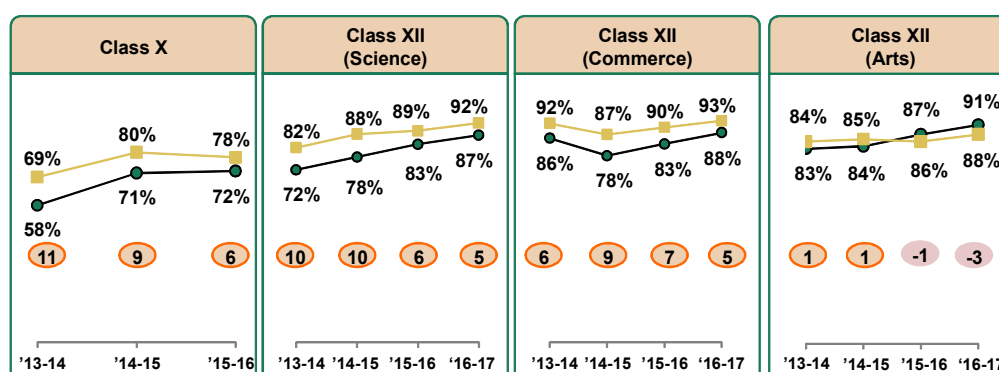
However the most promising of all outcomes is the improvement in student academic performance as seen in both improvement in board exam pass rate as well as improvements seen in external assessments.

Student's board exam pass rate in government schools in Rajasthan are improving and is nearing that of private school students. In 12th board exam for Arts, for consecutive second year the government schools have outperformed private schools in terms of pass rate.

Overall improvement seen in academic results in Rajasthan's government schools



Rajasthan Board Exam Results –percentage students passing



- Students securing >75% marks increased to 7% (3.6% in 2013-14) for XII Commerce and 11.5% (4% in 2013-14) in XII Science
- Results for VIII and X for 2016-17 awaited
- Uniform Assessment (Board exam) introduced for Class V from **2016-17**

Source: Rajasthan State Board of Secondary Education

ASER 2016 report also shows that declining student performance in Rajasthan has been reversed and that in terms of improving student learning outcomes Rajasthan is one of the fastest growing states.

- Rajasthan in top 4 states for increase in reading levels of Class III students in last 2 yrs.
- Nationwide ranking of Rajasthan in Learning Levels of Class-5 students (Hindi) has improved from **23 (2014)** to **17 (2016)**



5. Case Study – Government Senior Secondary School, Partapur, Banswara, Rajasthan

Banswara district belongs to the tribal belt of Rajasthan and the availability of resources and overall developmental condition is poor as compared to other districts. Thus, case study of a school from this district is being shared to show how the Adarsh Yojana has had equal impact across the State regardless of the general condition. The school was integrated into the Adarsh Yojana from Academic Year 2015-16 onwards and has undergone transformation and seen significant improvement across multiple fronts.



Student Enrollment

- In 2014-15, before being incorporated in the Adarsh Yojana program, the school had overall 732 students in classes IX to XII (Boys: 577 and girls: 155). **After being selected as an Adarsh Vidyalaya, the overall enrollment increased by almost 40% and enrollment of girls in the school increased by more than 50%**
 - 2014-15: Overall 732 (Boys 577, Girls 155)
 - 2015-16: Overall 1037 (Boys 786, Girls 251)

Academic Performance

- Academic performance of the school increased significantly across years:

	2014-15	2016-17
Class X	60.6%	Awaited (90.0% in 2015-16)
Class XII (Arts)	37.59%	97.06
Class XII (Com.)	87.5%	96.97%

- 2 students from the school (Class XII, Science) were listed in the District merit list in 2014-15, and 5 students in 2015-16.
- Class 1 to 5 teachers have been trained on SIQE pedagogy and processes, CCE, formative and summative assessments, and were provided with the books and Teaching Learning Material which significantly helped in addressing the issues of multi-level teaching in the primary grades.

Infrastructure

- There were insufficient number of classrooms in the school in 2014-15, and the furniture available was insufficient for the enrolled student strength. **2 new classrooms were built in the school from 2015 onwards and new furniture was provided to the school.**
- There were sufficient drinking water facilities, but the water had high fluoride content. The **school installed 3 water purifiers** to provide students with clean water, free of fluorides.
- After selection as an Adarsh school, special focus was given to strengthening the role of SDMCs who put in significant efforts for fundraising. **The school received funds worth Rs. 10 Lakh, which were used for – building extra classrooms, installing 8 CCTV cameras in classes, biometric machines, 3 water purifiers (R.O.), smart boards and projectors.**
- The school did not have any other IT infrastructure apart from ICT Phase-1 computers (which were slightly outdated). **Smart classes were then introduced in the school**, providing computers, internet, projector and other IT relevant facilities. This provision and usage of IT infrastructure has significantly improved the quality of teaching in the classroom.



Community Engagement

- Till 2014-15, the school had an inactive School Management Committee, and the school did not receive a lot of active support from the community and members of the SMC.
- However, **after being selected as an Adarsh Vidyalaya, there was a strong focus to strengthen the role of SMC.** SMCs were reconstituted, their responsibilities were clearly defined and more active participation was ensured. Attendance of parents in PTAs was made compulsory.
- The reconstituted SMCs then actively sought funding and support from the community. They were **successful in raising 10 lakh funds for the school**, which were then used for improving the school infrastructure.
- Community members and volunteers also supported creation and **launch of a school website**, and helped with collation and uploading of all relevant information for Shaala Darpan, Shaala Darshan, MDM Yojana, Pay Manager, SIPF, etc.

Special Achievements

After selection of the school as an Adarsh Vidyalaya, the school made many achievements and received many awards:

- 4 students got selected for the Indira Exhibition award, and received Rs. 1 lakh each
- 52 students cleared the criteria and were selected for laptop distribution scheme, out of which 35 students were recognized at the State level and 17 at national level in 2015-16
- 30 students were awarded the Gargi award In 2015-16
- School got selected for Swatchh vidyalaya award (only one from Banswara district; among the top 40 schools in the State)
- Under the MNREGA scheme, the school received a budget of 23 lakh for upgradation of sports facilities and playground in the school



6. Key learnings / takeaways from Adarsh Yojana

Some of the key takeaways from Rajasthan Adarsh Yojana are:

- Program implemented within the current policy and available funds
- All stakeholders aligned to one roadmap
- System strengthening critical for ensuring effective implementation
- Shifting of Department's focus from inputs to outcomes
- Alignment across administrative and political units
- Continuous outcome tracking and accountability measures

However, some challenges still persist:

- Funding gaps for school infrastructure
- Quality of teachers at in-take
- Bringing out-of-school children to schools
- Assessment and accountability systems-further strengthening required



7. Setting a higher vision and a reformed roadmap for Adarsh Yojana in 2017 and 2018

At the end of 2016, it was felt that progress had been made in establishing integrated, staff & functioning schools as well as designing and implementing government systems. Additionally; department ownership of the same had increased. In detailed reviews it was felt that 2017 and 2018 needed to create a larger focus on improving learning and hence interventions focused on pedagogy strengthening and accountability need to be designed/strengthened. Additionally, school establishment and system strengthening work to continue, towards sustainability. Hence a revised vision has been laid out for academic year 2017-18 and 2018-19.

Following the revised vision of Adarsh Yojana, the exhibit below lays out the revised roadmap for the next two years.

