Rashtriya Madhyamik Shiksha Abhiyan (RMSA) is Government of India’s (GoI) flagship secondary education programme. The scheme was launched in March 2009 to augment access to, and improve the quality of secondary education.

In FY 2013-14, four existing schemes were subsumed into RMSA to create RMSA (Integrated). These are:
- Information and Communication Technology in School (ICT)
- Girls’ Hostel (GH)
- Inclusive Education for Disabled at Secondary Stage (IEDSS)
- Vocational Education (VE)

This brief uses government data to analyse RMSA performance on:
- Overall trends in allocations, releases and expenditures
- State-wise fund flow and expenditure performance
- Coverage and outcomes

Cost share and implementation: Funds are shared between GoI and state governments in a 60:40 ratio. For the eight Northeastern states and three Himalayan states, this ratio is 90:10.

GoI allocations for secondary education in FY 2018-19: ₹12,297 cr

GoI allocations for RMSA (Integrated) in FY 2018-19: ₹4,213 cr

SUMMARY & ANALYSIS

- GoI allocations for secondary education have increased by 38 per cent between Financial Year (FY) 2011-12 and FY 2018-19.
- In FY 2018-19, GoI allocated at ₹4,213 crore for RMSA (Integrated), an 8 per cent increase in nominal terms from the previous financial year.
- Total release of funds (GoI and state shares) out of approved budget has been low and declining since FY 2013-14. In FY 2013-14, 99 per cent of the total approved budget was released. This decreased to 78 per cent in FY 2015-16 and further to 54 per cent in FY 2016-17. In FY 2017-18, till 5 December 2017, 54 per cent of the approved budget had been released.
- As a result of lower releases, expenditure as a proportion of funds available (opening balances and GoI and state releases) has been improving. In FY 2016-17, 94 per cent of funds available were spent, up from 74 per cent in FY 2015-16. In FY 2017-18, till 30 November 2017, 78 per cent of funds available were spent.
- There are differences across states in the proportion of approved budget allocated to different components within RMSA (Integrated). In FY 2017-18, Tamil Nadu and Uttar Pradesh allocated over 90 per cent of their funds to core-RMSA. In contrast, Himachal Pradesh and Punjab allocated more to vocational education at 45 per cent and 35 per cent, respectively.
- Learning levels remain low. As per the National Achievement Survey (NAS), 2015 only 16 per cent of Class X students answered more than 50 per cent questions in Mathematics correctly.
Rashtriya Madhyamik Shiksha Abhiyan (RMSA) is a Centrally Sponsored Scheme (CSS) under the Ministry of Human Resource Development (MHRD), which aims to enhance access to secondary education and improve its quality.

From FY 2013-14, RMSA subsumed four existing secondary education schemes and was rechristened RMSA (Integrated). These are: a) Information and Communication Technology in School (ICT), (b) Scheme for Construction and Running of Girls’ Hostels (GH), (c) Inclusive Education for Disabled at the Secondary Stage (IEDSS), and (d) Vocational Education (VE). This brief analyses trends in RMSA(Integrated) unless otherwise specified.

Allocations

GoI allocations for secondary education have increased by 38 per cent in the last seven years from ₹8,885 crore in FY 2011-12 to ₹12,297 crore in FY 2018-19 Budget Estimates (BE). During this same period, allocations for RMSA (Integrated) increased by 28 per cent. In FY 2018-19, GoI allocated ₹4,213 crore to RMSA (Integrated), an 8 per cent increase from the previous financial year.

TRENDS IN GOI ALLOCATIONS AND EXPENDITURES

■ Rashtriya Madhyamik Shiksha Abhiyan (RMSA) is a Centrally Sponsored Scheme (CSS) under the Ministry of Human Resource Development (MHRD), which aims to enhance access to secondary education and improve its quality.

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Releases

■ The release of funds by GoI has been high. In both FY 2015-16 and FY 2016-17, more than 99 per cent of GoI allocations for RMSA (Integrated) were released. There has also been an improvement in the timing of fund release by GoI. In FY 2016-17, GoI released 67 per cent of its releases in the first two quarters of the financial year.
(April to September 2016), up from 43 per cent in FY 2015-16. However, the pace of release then slowed down, with 20 per cent of funds released in the last quarter of FY 2016-17, up from 11 per cent the previous year. Till 5 December 2017, 81 per cent of GoI allocations for FY 2017-18 had been released.

![EVEN THROUGH RELATIVELY HIGHER PROPORTION OF FUNDS WERE RELEASED IN THE SECOND QUARTER OF 2016-17 COMPARED TO 2015-16, STILL 20% WAS LEFT TO BE RELEASED IN THE LAST QUARTER](image)


Note: The figures do not include Sikkim and Union Territories (apart from Puducherry).

- While GoI’s release of funds as a proportion of GoI allocations has been high, total releases (GoI and state shares) out of approved budget is low and has been declining since FY 2013-14. In FY 2013-14, 100 per cent of the total approved budget was released. This decreased to 78 per cent in FY 2015-16 and 54 per cent in FY 2016-17. In FY 2017-18, till 5 December 2017, 54 per cent of the approved budget had been released.

**Funds released as a share of total approved allocations for RMSA (integrated) declined from 78% in 2015-16 to 54% 2016-17**

Source: (1) Approved allocations: For FY 2012-13 figures are from Lok Sabha unstarred question 253 dated 22 July 2015. From FY 2013-14 till latest year the figures are from RTI response received from MHRD as on 22 December 2017. The same data for FY 2016-17 and FY 2017-18 can also be accessed from RMSA PAB minutes for individual states from RMSA portal. Available online at: http://rmsaindia.gov.in/en/programme-components/planning-and-appraisal/pab-minutes.html. (2) Funds released: Figures till FY 2013-14 is from Joint Review Mission 6. Figures from 2014-15 onwards are based on RTI response received as on 5 December 2017.
Expenditures

Expenditures as a share of total approved budgets have been declining in recent years. Between FY 2013-14 and FY 2015-16, due to large opening balances, more funds were spent than the approved budget. This decreased in FY 2016-17 to 76 per cent. During the first half of FY 2017-18 (till 30 November 2017), states had spent 57 per cent of the total approved budget. Given that not all funds approved are released, this decline in spending could be a consequence of low releases.

As a consequence of low expenditures of RMSA funds in the initial years of its inception, large unspent balances had been accumulating over the years. As a result, total funds available with states have been consistently higher than the approved budgets. For instance, in FY 2013-14, while the total approved budget was ₹4,370 crore, states had accumulated an opening balance of ₹5,380 crore. Similarly, in FY 2016-17, while the total approved budget was ₹10,125 crore, opening balances were high at ₹2,702 crore. Over time however improvements in expenditure has resulted in a decrease in cumulative opening balances. In the beginning of FY 2017-18, opening balances for RMSA (Integrated) were ₹1,314 crore.

While RMSA (Integrated) has had large opening balances, these have declined over the years due to better expenditure performance.

A better way for measuring spending is thus looking at expenditure as a proportion of total funds actually available to states. This includes funds released by both GoI and states and the opening balance available at the start of the financial year.

As a proportion of funds available, there has been a steady improvement in spending of RMSA (Integrated). In FY 2014-15, 60 per cent of funds available were spent. This increased to 94 per cent in FY 2016-17. In FY 2017-18, till 30 November 2017, 78 per cent of the funds available with states had been spent.

Source: (1) Opening balance: Figures till FY 2013-14 is from Joint Review Mission reports available on the RMSA portal. Figures from FY 2014-15 onwards are based on RTI response received as on 5 December 2017. (2) Approved allocations: For FY 2012-13, data is from Lok Sabha unstarr question 253 dated 22 July 2015. From 2013-14 till latest year, data is from RTI response received from MHRD as on 22 December 2017. Last accessed on 10 January 2018.

Note: The same data for FY 2016-17 and FY 2017-18 can also be accessed from RMSA PAB minutes for individual states from the RMSA portal. Available online at: http://rmsaindia.gov.in/en/programme-components/planning-and-appraisal/pab-minutes.html.
IN 2016-17 94% OF FUNDS AVAILABLE WERE SPENT, UP FROM 74% IN 2015-16

STATE-WISE ALLOCATIONS AND EXPENDITURES

Per-student allocations

- Per-student allocations for FY 2017-18 were calculated by dividing total approved budgets by the number of children enrolled in government schools at secondary (Classes IX and X) and higher secondary levels (Classes XI and XII) as on 30 September 2016 (mid of the academic year 2016-17). In FY 2017-18, per-student allocations for RMSA (Integrated) for the country (excluding Telangana) stood at ₹2,817.

AMONG THE LARGE STATES, PER-STUDENT ALLOCATIONS FOR RMSA (INTEGRATED) WAS HIGHEST IN MAHARASHTRA AND LOWEST IN WEST BENGAL IN 2017-18

There are however, wide state variations. Among the large states, Maharashtra had the highest per-student allocation of ₹9,259 in FY 2017-18, followed by Haryana with an allocation of ₹8,209 per student. Among all 36 states and union territories (UTs), Manipur had the highest per-student allocation for RMSA (Integrated) at ₹19,780.

In contrast, per student allocations were low in West Bengal, Kerala and Bihar. West Bengal had a per-student allocation of ₹609, which is 78 per cent less than the all-India average. Similarly, per-student allocation in Kerala was ₹1,559, which is 45 per cent less than the all-India average.

**Expenditures**

There are significant state variations in spending as a proportion of funds available. During FY 2016-17, among the large states, Odisha, Rajasthan, Madhya Pradesh and Haryana spent more than the funds available with them. This resulted in a negative opening balance for Haryana at the start of FY 2017-18. For the other states additional expenditure was possibly incurred from interests earned on funds available.

Expenditure as a proportion of funds available in Odisha increased from 102 per cent in FY 2015-16 to 158 per cent in FY 2016-17. Similarly, in Rajasthan it increased from 86 per cent in FY 2015-16 to 114 per cent in FY 2016-17.

On the contrary, proportion of funds available spent during FY 2016-17 was among the lowest in Gujarat (33 per cent), followed by Bihar (44 per cent) and West Bengal (47 per cent). Unlike most other states, the share of funds spent was considerably higher in Gujarat and Bihar during FY 2015-16 as compared to that in FY 2016-17.

**IN FY 2016-17, BIHAR AND GUJARAT SPENT ONLY 44% AND 33% OF THEIR AVAILABLE FUNDS**

![Bar chart showing percentage spent as a share of funds available for different states in 2015-16 and 2016-17]

Source: (1) Expenditure: Figures are based on RTI response from MHRD as on 22 December 2017. (2) Funds available: Figures are based on RTI response received from MHRD as on 5 December 2017.

Note: For FY 2015-16, the same data is also available from Lok Sabha starred question no. 219 answered on 9 May 2016. For FY 2016-17, expenditure is also available at Rajya Sabha unstarred question no. 2147 answered on 3 August 2017.

In FY 2016-17, Andhra Pradesh and Punjab were two states with significantly large negative opening balances in comparison with funds released for RMSA (Integrated). While opening balances for Andhra Pradesh and Punjab were (-) ₹71 crore and (-) ₹86 crore, respectively, funds released were ₹103 crore for Andhra Pradesh and ₹90 crore for Punjab. As a result, net funds available were much lower, leading to disproportionately high ratios of expenditure to funds available. For instance, expenditures were 11 times the net funds available in Andhra Pradesh and 60 times the net funds available in Punjab. However, when compared with the approved allocations, proportion of funds spent by Andhra Pradesh and Punjab were lower at 40 per cent and 88 per cent, respectively.
COMPONENT-WISE BREAK UP OF ALLOCATIONS AND EXPENDITURES

Allocations

- As mentioned earlier, RMSA (Integrated) is an umbrella scheme that encompasses five CSSs that existed as separate schemes until FY 2013-14. The specific objectives and activities under each sub-scheme are different. These are:

  - The core **RMSA** component focuses on various recurring and non-recurring grants for school/classroom construction and maintenance, teachers/staff, activities related to quality and equity aspects, and Management, Monitoring, Evaluation and Research (MMER).
  
  - The **Information and Communications Technology in School (ICT)** scheme aims to promote computer-aided learning with a particular emphasis on the rural sector to bridge the digital divide between rural and urban.
  
  - The scheme for **Girls’ Hostels (GH)** aims to create hostel facilities for secondary-level girl students in educationally backward blocks.
  
  - The **Inclusive Education for Disabled at Secondary Stage (IEDSS)** scheme is designed to assist in inclusive education of children with disabilities in Classes IX to XII.

  - **Vocational Education**, aims to strengthen vocational education in Classes XI and XII.

- Overall, the core RMSA component captures the majority of the allocations for RMSA (Integrated). During FY 2017-18, the core RMSA component accounted for 69 per cent to the total approved allocations.

- However, states have prioritised different components under RMSA (Integrated). During FY 2017-18, Tamil Nadu allocated one of the highest shares (95 per cent) of total funds to the core RMSA component. Uttar Pradesh and Bihar also allocated relatively higher shares to the core RMSA component at 90 per cent and 83 per cent respectively. On the other hand, states such as Gujarat and Himachal Pradesh allocated much lower shares to the core RMSA component, at 26 per cent and 32 per cent, respectively. While Gujarat allocated majority (59 per cent) of its funds to IEDSS, Himachal Pradesh allocated half of its funds to vocational education.

- While 7 per cent of the funds was allocated to ICT at the all-India level during FY 2017-18, states such as Odisha and Assam allocated relatively higher shares to ICT at 45 per cent and 33 per cent, respectively. In contrast, many of the larger states including Uttar Pradesh, Madhya Pradesh, Tamil Nadu and West Bengal allocated less than 1 per cent of their funds to ICT.

- Unlike most other states, Himachal Pradesh and Punjab seem to be focussing more on vocational education at the secondary level. While Himachal Pradesh allocated 50 per cent of RMSA (Integrated) funds to vocational education, Punjab allocated 43 per cent on the same.

- On the other hand, Jharkhand and Andhra Pradesh allocated relatively higher proportions of funds for construction and running of girls’ hostels in educationally backward blocks during FY 2017-18. Jharkhand and Andhra Pradesh allocated 32 per cent and 22 per cent respectively, to construction of girls’ hostels.
NATIONALLY, 69% OF TOTAL RMSA (INTEGRATED) BUDGETS IN 2017-18 WERE FOR CORE RMSA COMPONENT; 13% FOR VOCATIONAL EDUCATION

![Graph showing component-wise breakdown of core RMSA](image)


Component-wise breakdown of core RMSA

- Since a large proportion of the total RMSA (Integrated) budget has been allocated to the core RMSA component, it is important to analyse how funds are distributed across sub-components of RMSA core. MMER has been excluded from this analysis since it is a standard 3.5 per cent of total allocations for each state. For the purpose of this analysis, the RMSA core budget can be broadly classified into four categories:
  
  o **Teachers & Learning Resources**, which includes teachers’ quarters, staff for new and existing schools, training, annual recurring grants, salary reimbursement, Project-IT/e-Governance, online support to teachers and media, library and documentation;
  
  o **School Infrastructure**, which includes construction of new schools, upgradation of schools, strengthening of existing schools, repairing and renovation, hostels and other non-recurring expenditures;
  
  o **Quality**, which covers activities to improve learning, such as projects on Science, Mathematics, English, Hindi, and sports; initiatives for improvement in functional English of students, teachers’ performance assessment, guidance and counselling, and innovative activities for enhancement of learning achievement;
  
  o **Equity**, which includes activities for empowerment of girls and other educationally disadvantaged groups and, community mobilisation.
Overall, the ‘Teachers & Learning Resources’ component constitutes the highest share of RMSA core allocations. In FY 2017-18, Haryana allocated 97 per cent of core RMSA funds to ‘Teachers & Learning Resources’ followed by Uttar Pradesh at 95 per cent. In contrast, allocations under this component were one of the lowest in Bihar (14 per cent), followed by Assam (28 per cent) and West Bengal (28 per cent).

For a majority of the states, the next biggest share of RMSA core funds is allocated to ‘School Infrastructure’. In FY 2017-18, Bihar allocated 81 per cent of its core RMSA funds to ‘School Infrastructure’, one of the highest shares allocated to this component. On the other hand, Uttar Pradesh and Haryana allocated less than 1 per cent of their core RMSA funds to ‘School Infrastructure’ unlike most other states. Thus, it is evident that while states like Uttar Pradesh, Haryana and Tamil Nadu prioritised ‘Teachers & Learning Resources’ over ‘School Infrastructure’, the reverse is true for states like Bihar, West Bengal and Assam.

Under the ‘Quality’ component, the states that have allocated relatively higher proportions of their core RMSA funds are Kerala (24 per cent) and Assam (17 per cent). On the other hand, states such as Haryana, Uttar Pradesh and Rajasthan allocated some of the lowest shares to ‘Quality’.

The share of RMSA core funds allocated to the ‘Equity’ component is low across most states. Some of the other states that allocated relatively higher shares are Odisha (7 per cent), Gujarat (6 per cent) and Assam (6 per cent). Most other states allocated in the range of 1 to 5 per cent of their core RMSA funds to this component.

### IN 2017-18 WHILE BIHAR ALLOCATED ONE OF THE LOWEST SHARES OF RMSA CORE FUNDS TO TEACHERS, WHILE UTTAR PRADESH AND HARYANA ALLOCATED ONE OF THE HIGHEST

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<th>Equity</th>
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<td>Bihar</td>
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OUTCOMES

- **RMSA’s key objectives are:** (a) To achieve near-universal enrolment in secondary education (Classes IX and X) with the Gross Enrolment Ratio (GER) exceeding 90 per cent by 2017; (b) To improve the quality of education imparted by making schools conform to prescribed norms; (c) To reduce gender, social and regional gaps in secondary education; (d) To achieve universal retention by 2020. This section attempts to analyse the extent to which these objectives have been achieved. Disaggregated data for many indicators on secondary education across types of school management (government versus private) is not available. Therefore, the status of secondary education in this section pertains to all secondary schools irrespective of management and does not necessarily reflect the impact of RMSA alone.

- **Access to secondary schooling:** There are two ways to measure coverage of enrolments: (a) Gross Enrolment Ratio (GER) and (b) Net Enrolment Ratio (NER). While GER looks at the total enrolment in a class (irrespective of the age appropriateness), NER refers to the enrolment of children in the relevant age bracket. Overall, GER for secondary classes (Classes IX and X) increased from 67 per cent in 2009-10 to 80 per cent in 2015-16 (latest year for which data is available). However, there remains a significant gap between GER and NER. While GER was 80 per cent in 2015-16, the corresponding NER was only 51 per cent. This reflects enrolment of children beyond the ideal age limit (16 years) at the secondary level.

- **Pupil-Teacher Ratio (PTR):** As per the latest available data, average PTR for secondary classes at the national level was 27:1 in 2015-16, which is at par with the norms set (30:1) under RMSA. However, there were still 3 states having PTR at or above 50:1.

- **Improving retention in secondary education:** The transition rate at all-India level from upper-primary to secondary stage in 2015-16 (Students admitted in secondary stage in 2015-16 as a share of those enrolled in upper-primary in 2014-15) was 91 per cent. However, 11 states recorded transition rates that were lower than the national average. Annual average drop-out rate in 2015-16 at secondary level was 17 per cent for both boys and girls. This indicates that 17 out of 100 students who enter Class IX dropped out before they completed secondary education.

- **Bridging gender and social gaps:** The gender gap in GER has reduced considerably from 8 percentage points to 2 percentage points between 2009-10 and 2015-16. Similarly, the gender gap in NER was only one percentage point in 2015-16. There are, however, differences across social groups in terms of enrolment rates as well as transition rates. The transition from upper primary to secondary education remains relatively lower for ST students compared to other social groups.

- **Infrastructure:** There is considerable improvement in provision of infrastructure facilities in secondary and higher secondary schools between the academic years 2010-11 and 2015-16. Schools with ramps for students with disabilities increased by 36 percentage points, and those with separate girls toilets improved by 35 percentage points. However, despite substantial improvement, only 75 per cent of all secondary schools had ramps in 2015-16. Other infrastructure facilities currently lacking in a number of secondary and higher secondary schools are computers and integrated science laboratories. In the academic year 2015-16, 68 per cent and 46 per cent of secondary schools had computers and integrated science laboratories respectively.
INFRASTRUCTURE FACILITIES SUCH AS COMPUTER, SCIENCE LABORATORIES AND RAMPS ARE YET TO BE MADE AVAILABLE IN A LARGE PROPORTION OF SECONDARY AND HIGHER SECONDARY SCHOOLS

Source: Data for 2015-16 are from ‘The Secondary Education in India, State Report Cards, 2015-16’, U-DISE, National University of Educational Planning and Administration (NUEPA). For all facilities except computers and integrated science laboratories. Data for these two facilities are from ‘Secondary Education in India, Flash Statistics: 2015-16’. Data for 2010-11 are from ‘Secondary Education in India, SEMIS Flash Statistics. 2010-11’, U-DISE, NUEPA.

Note: Data for integrated science laboratory for both years are for secondary classes only (Classes IX and X). For all other facilities, the data correspond to both secondary and higher secondary classes (Classes IX to XII). 2010-11’, U-DISE, NUEPA.

LEARNING LEVELS

With the objective of assessing learning levels of students at the secondary level, the National Council of Educational Research and Training (NCERT) conducted the ‘National Achievement Survey’ (NAS) for Class X students for the very first time in 2014-15. This was conducted across 34 states and UTs excluding Bihar and Manipur. NAS for Class X attempted to assess learning levels in five subjects English, Mathematics, Science, Social Science and one Modern Indian Language (MIL).

Nationally, only 16 per cent of Class X students across all types of schools could correctly answer more than 50 per cent of the questions for Mathematics and 15 per cent could do the same for English. Percentage of students who provided more than 50 per cent correct answers for Science and Social Science was 22 per cent and 29 per cent, respectively.

Considerable variations were observed in learning levels across states. For instance, Gujarat, and Tamil Nadu were observed to be some of the worst performing states in Mathematics assessment, with only 4 per cent students in each state able to give more than 50 per cent correct answers. In contrast, Odisha performed relatively better with 26 per cent students providing more than 50 per cent correct answers.

Among the large states, Karnataka performed relatively better in English with more than one-third (37 per cent) students correctly answering more than 50 per cent of questions. On the contrary, none of the surveyed students in Gujarat could correctly answer more than 50 per cent questions in English, and only one per cent could do that in Madhya Pradesh.
Most of the states did better in Social Science and Science than in Mathematics. In Social Science, Karnataka was ranked at the top with 52 per cent students in Class X correctly answering more than 50 per cent questions, followed by Kerala with 42 per cent. The positions were reversed for the percentage of students correctly answering more than 50 per cent questions in Science: Kerala ranked the highest at 43 per cent, followed by Karnataka at 36 per cent. Some of the worst performing states in Science were Madhya Pradesh and Gujarat.