

REPORT NO.

267



सत्यमेव जयते

**PARLIAMENT OF INDIA  
RAJYA SABHA**

**DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE  
ON HUMAN RESOURCE DEVELOPMENT**

**TWO HUNDRED SIXTY SEVENTH REPORT**

**Demands for Grants 2015-16 (Demand No. 59) of the  
Department of School Education and Literacy  
(Ministry of Human Resource Development)**

*(Presented to the Rajya Sabha on 23rd April, 2015)  
(Laid on the Table of Lok Sabha on 23rd April, 2015)*



**Rajya Sabha Secretariat, New Delhi  
April, 2015/Vaisakha, 1937 (Saka)**

Hindi version of this publication is also available

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COMPOSITION OF THE COMMITTEE  
(Constituted w.e.f. 1<sup>st</sup> September, 2014)

- #1. Shri Jagat Prakash Nadda — *Chairman*
- \*2. Dr. Satyanarayan Jatiya

**RAJYA SABHA**

- 3. Prof. Jogen Chowdhury
- 4. Prof. M.V. Rajeev Gowda
- 5. Shri Anubhav Mohanty
- 6. Dr. Bhalchandra Mungekar
- 7. Shri Vishambhar Prasad Nishad
- 8. Shri Basawaraj Patil
- 9. Shri Sharad Pawar
- 10. Shrimati Sasikala Pushpa
- 11. Shri Tiruchi Siva

**LOK SABHA**

- 12. Shrimati Santosh Ahlawat
- 13. Shri Bijoy Chandra Barman
- 14. Shri C.R. Chaudhary
- 15. Shrimati Bhawana Gawali Patil
- 16. Shrimati Kothapalli Geetha
- <sup>s</sup>17. Dr. Ramshankar Katheria
- 18. Prof. Chintamani Malviya
- 19. Shri Bhairon Prasad Mishra
- 20. Shri Chand Nath
- 21. Shri Hari Om Pandey
- 22. Dr. Bhagirath Prasad
- 23. Shri N.K. Premachandran
- 24. Shri K.N. Ramachandran
- 25. Shri Mullappaly Ramachandran
- 26. Shri Sumedhanand Saraswati
- 27. Shri M.I. Shanavas
- 28. Dr. Nepal Singh
- 29. Dr. Prabhas Kumar Singh
- 30. Shri P.R. Sundaram
- 31. Shri Ajay Tamta
- 32. Shrimati P.K. Sreemathi Teacher
- <sup>@</sup>33. Shri Anant Kumar Hegde

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# Shri Jagat Prakash Nadda was elevated to Minister of Health and Family Welfare on 9.11.2014.

\* Dr. Satyanarayan Jatiya nominated as a member and Chairman of the Committee w.e.f. 26.11.2014.

<sup>s</sup> Dr. Ramshankar Katheria was elevated to Minister of State, Human Resource Development on 9.11.2014.

<sup>@</sup> Shri Anant Kumar Hegde nominated as a member of the Committee w.e.f. 25.3.2015.

(ii)

**SECRETARIAT**

Shri N.K. Singh, *Additional Secretary*

Shri N.S. Walia, *Director*

Shri Vinay Shankar Singh, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

## PREFACE

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorised by the Committee to present the Report on its behalf, do hereby present this Two Hundred Sixty-seventh Report of the Committee on the Demands for Grants (Demand No. 57) of the Department of School Education and Literacy for the year 2015-16.

2. The Committee considered the various documents and relevant papers received from the Department of School Education and Literacy and also heard the Secretary and other Officials of that Department on the said Demands for Grants in its meeting held on 25<sup>th</sup> March, 2015.

3. The Committee considered the Draft Report and adopted the same in its meeting held on the 22<sup>nd</sup> April, 2015.

NEW DELHI;  
*April 22, 2015*  
*Vaisakha 2,1937 (Saka)*

DR. SATYANARAYAN JATIYA  
*Chairman,*  
*Department-related Parliamentary*  
*Standing Committee on Human Resource Development*



## ABBREVIATIONS

AIE	:	Alternate and Innovative Education
BITE	:	Block Institute of Teacher Education
BRC	:	Block Resource Centre
CEE	:	Comprehensive Continuous Evaluation
CRC	:	Cluster Resource Centre
CTE	:	College of Teacher Education
CWSN	:	Children with Special Needs
D.El. Ed	:	Diploma in Elementary Education
DIET	:	District Institutes of Educational Training
DISE	:	District Information System for Education
EBB	:	Educationally Backward Blocks
EGS	:	Education Guarantee Scheme
FAQ	:	Fair Average Quality
FCI	:	Food Corporation of India/Food Craft Institute
GER	:	Gross Enrolment Ratio
IAS	:	Indian Administrative Service
IASE	:	Institute of Advanced Studies in Education
IVRS	:	Interactive Voice Response System
ICT	:	Information and Communication Technology
IDMI	:	Infrastructure Development in Minority Institution
IEDSS	:	Inclusive Education for Disabled at Secondary School
IHM	:	Institute of Hotel Management
JNV	:	Jawahar Navodaya Vidyalaya
KGBV	:	Kasturba Gnadhi Balika Vidyalaya
KVS	:	Kendriya Vidyalaya Sanghathan
MDM	:	Mid Day Meal Scheme
MHRD	:	Ministry of Human Resource Development
MIS	:	Management Information System
MPLADS	:	MP Local Area Development Scheme

NAS	:	National Achievement Survey
NCERT	:	National Council for Education Research and Training
NCFTE	:	National Curriculum Framework for Teacher Education
NCLP	:	National Child Labour Project
NCTE	:	National Council for Teacher Education
NEP	:	National Policy on Education
NER	:	Net Enrolment Ratio/North-East Region
NLMA	:	National Literacy Mission Authority
NRHM	:	National Rural Health Mission
NVS	:	Navodaya Vidyalaya Samiti
PAB	:	Project Approval Board
PGT	:	Post Graduate Teacher
PTR	:	Pupil Teacher Ratio
RMSA	:	Rashtriya Madhyamik Shiksha Abhiyan
RTE	:	Right to Education
SCERT	:	State Council for Education and Research Training
SIE	:	State Institute of Education
SMC	:	School Management Committee
SPQEM	:	Scheme For Providing Quality Education in Madarasas
SRI-IMRB	:	Social and Rural Research Institute-Indian Market Research Bureau
SSA	:	Sarva Shiksha Abhiyan
TET	:	Teachers Eligibility Test

## REPORT

### I. INTRODUCTION

1.1 The Department of School Education and Literacy is responsible for the promotion and development of elementary education, secondary education and adult education. Overall, the Department is responsible for the universalisation of education for all.

1.2 With a view to ensuring universal access, retention and improving the quality of elementary education, the Department has launched the ambitious programmes of Sarva Shiksha Abhiyan (SSA) and Mid-Day-Meal Scheme (MDM). The goal of these programmes is universal elementary education with special focus on the education of girls and disadvantaged social groups across the country. To ensure that every child in the age group of 6-14 years is provided with compulsory elementary education upto class VIII, the Department has implemented the Right of Children to Free and Compulsory Education Act, 2009 *w.e.f.* 1 April, 2010. With the enactment of this Act, elementary education has become a fundamental right for all children in the age group of 6 to 14 years. Consequently, Sarva Shiksha Abhiyan (SSA) has also been amended as a Centrally Sponsored Scheme in partnership with the State Governments/UTs for universalizing elementary education across the country in accordance with the mandate and provisions of the Right of Children to Free and Compulsory Education Act, 2009 (RTE Act, 2009).

1.3 The Department, with a view to enhance access, equity and improve quality of education at secondary stage, has also launched another flagship programme, namely, Rashtriya Madhyamik Shiksha Abhiyan (RMSA). In order to make Rashtriya Madhyamik Shiksha Abhiyan (RMSA) programme outreach more comprehensive, the other Centrally Sponsored Schemes of secondary education *viz.* Information and Communication Technology in Schools (ICT), Girls' Hostel, Inclusive Education for Disabled at Secondary School (IEDSS) and vocational education have also been subsumed with RMSA since 2013-14.

1.4 The Department has also been focussing on adult education with the launch of Saakshar Bharat Scheme with prime focus on the literacy of women.

1.5 The Secretary, Department of School Education and Literacy, while making a presentation on Demands for Grants 2015-16 informed the Committee that around 83 per cent of the allocated budget of the Department will go to its centrally sponsored schemes of Sarva Shiksha Abhiyan (SSA), Mid-Day-Scheme (MDM), Rashtriya Madhyamik Shiksha Abhiyan (RMSA), support to Education Development including Teacher Training and Adult Education, Scheme for providing Quality Education in Madaras (SPQEM) and the scheme for Infrastructure Development in Minority Institutions (IDMI). The remaining 17 per cent of the allocated budget of the Department will go to its Central Sector Schemes *i.e.* School Assessment Programme, Navodaya Vidyalaya Samiti (NVS), Kendriya Vidyalaya Sangathan (KVS), National Bal Bhawan, National Council for Educational Research and Training (NCERT), Central Tibetan School Administration, Directorate of Adult Education, National Literacy Mission Authority (NLMA) and support to NGOs. The Secretary further submitted that for the year 2015-16, the Department has been allocated ₹39038.50 crore, an amount significantly lesser than the BE and RE allocations of the year 2014-15, which was ₹51828.00 and ₹43517.90 crores respectively.

1.6 The Secretary then dwelt upon the substantive progress made under the RTE/SSA in terms of infrastructure and other facilities, improved enrolment ratio and transition rate in elementary education, improved enrolment of SC/ST groups and girl students, and the reducing level of annual average dropout rate both at primary and upper primary level. Among the new initiatives of the

Department, Swachh Vidyalaya envisaging separate toilets for girls and boys in each school, Padhe Bharat Badhe Bharat, a quality initiative to improve early reading and writing with comprehension and early mathematics and introduction of vocational education from class IX onwards with greater participation of industry were cited.

1.7 Among the problem areas, the Secretary referred to the shortage of teachers and their redeployment, problem of out of school children and their concentration in certain States, status of education of tribal and border areas, inadequate toilets facilities for both girls and boys and the problems relating to drinking water facilities in the schools. The Committee was also given an idea about the quality initiatives under SSA and RMSA, status and achievement under RMSA, revamping of Teacher Education, Status of Jawahar Navodaya Vidyalayas, Kendriya Vidyalayas, National Means-cum-merit Scholarship Scheme, National Scheme of Incentive to Girls for Secondary Education and Adult Education. The Committee was also informed of the new initiatives relating to monitoring and evaluation mechanisms under SSA, RMSA and MDM Schemes and their overall impact on the implementation of the Schemes.

## II. BUDGETARY ALLOCATION

2.1 The plan allocation for the Department of School Education and Literacy is ₹39038.50 in BE 2015-16 which is ₹12789.50 and ₹4479.40 crore less than both the BE and RE allocations of the year 2014-15. A comparison of both Plan and Non-Plan allocations of the Department for the years 2014-15 and 2015-16 is given below:-

	2014-15 B.E.	2014-15 R.E.	2015-16 B.E.
Plan	51828.00	43517.90	39038.50
Non-Plan	3287.10	3287.10	3181.00
<b>Total</b>	<b>55115.0</b>	<b>46805.0</b>	<b>42219.50</b>

(₹ in crore)

From the above table it is evident that there was a decrease of ₹8310.10 crore in Plan allocation at RE stage during 2014-15 whereas RE allocation in non-plan was retained at the BE level of ₹3287.10 crore. The budget provision of the Department, for 2015-16 has shown an overall decrease of ₹12895.60 crore in Plan and Non-Plan as a whole in comparison to the budget provisions of 2014-15. The Plan budget for 2015-16 has decreased by ₹12789.50 crore in comparison to BE 2014-15. The Non-Plan budget has also decreased by ₹106.10 crore in BE 2015-16. The per centage increase/decrease both under Plan/Non-Plan allocation during the year 2015-16 in comparison with BE 2014-15 is as given below:-

	2014-15 B.E.	2015-16 B.E.	Decrease/Increase when compared to B.E. 2014-15
Plan	51828.00	39038.50	(-) 24.68%
Non-Plan	3287.10	3181.00	(-) 3.23%

(₹ in crore)

The Committee was also informed that an amount of ₹3925.20 crore has been earmarked for the North Eastern Region (NER) which is 10.05 per cent of the Plan allocation. Besides this, an amount of ₹7816.40 crore has been earmarked for the special component plan for Scheduled Castes which is 20.02 per cent of the plan allocation. A provision of ₹4297.25 crore has also been

made for special component for the Scheduled Tribes which is 11.00 per cent of the plan allocation. The Committee observes that the Plan allocation of the Department in BE 2015-16 has been reduced by more than 24 per cent in comparison to the BE allocation of 2014-15 which is a huge cut. Given below is the Plan and Non-Plan expenditure of the Department for the years 2013-14 and 2014-15:-

(₹ in crore)

Year	Budget Estimates			Revised Estimates			Actual Expenditure		
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total
2013-14	49659.00	3042.00	52701.00	47159.00	3022.30	50181.30	43803.98	3171.76	46975.74*
2014-15	51828.00	3287.10	55115.10	43517.90	3287.10	46805.00	36594.01	2752.05	39346.06**

\*Expenditure upto 31.3.2014.

\*\*Expenditure upto 31.1.2015.

From the above details it emerges that the actual expenditure of the Department during 2014-15 was lower by 16.25 per cent in comparison to the actual expenditure of 2013-14.

2.2 The break-up of the plan allocation for some major schemes of the Department for the year 2015-16 in comparison to RE allocation of 2014-15 is as follows:-

(₹ in crore)

Schemes	2014-15 R.E.	2015-16 B.E.	Increase/decrease	% of increase/ decrease over R.E. of 2014-15
SSA	24380.00	22000.00	(-) 2380.00	(-)9.76
MDM	11050.00	9236.40	(-) 1813.60	(-)16.41
RMSA	3480.10	3565.00	(+) 84.90	(+)2.43
SPQEM & IDMI	143.78	375.50	(+) 231.72	(+)161.16
Teacher Training and Adult Education	1121.35	1257.60	(+) 136.25	(+)12.15
NVS	1456.55	1550.00	(+) 93.45	+6.41
KVS	742.00	875.00	(+) 133.00	+17.92

The Committee finds that in case of the flagship programmes of the Department *i.e* Sarva Shiksha Abhiyan and the Mid-Day-Meal Scheme, allocations have been reduced by 9.76 per cent and 16.41 per cent respectively in comparison to RE allocation of the previous year. Even though all other remaining schemes/sectors of the Department have been allocated slightly higher funds in BE 2015-16, however, if this per centage increase is translated into absolute figures higher allocations appear to be marginal for other schemes as well. The maximum per centage increase has been in the Scheme for Providing Quality Education in Madarsas (SPQEM) and the Scheme for Infrastructure Development in Minority Institutions (IDMI) followed by Teacher Training and Adult Education, KVS and NVS. There has been a marginal increase of 2.43 per cent for RMSA

programme also. The two flagship programmes of the Department *i.e.* RTE/SSA and the Mid-Day-Meal Scheme have got the total budgetary provision of ₹31236.40 crore which comes to around 80 per cent of the total plan budget of 2015-16 of the Department.

2.3 The Committee was informed that enhanced allocation under the Scheme for providing Quality Education in Madarsas (SPQEM) and the Scheme for Infrastructure Development in Minority Institutes (IDMI) was on account of providing financial assistance to Madarsas to introduce modern subjects for classes I-XII and augmenting and strengthening of school infrastructure in minority institutions. Enhanced allocation for Teacher Training and Adult Education is for implementation of the revised scheme of teacher's education during the Twelfth Five Year Plan.

2.4 The Committee also took note the budgetary allocations made to the Department of School Education and Literacy as a whole during the last three years and the allocation made in the year 2015-16 so as to have an idea about per centage increase/decrease in allocation over the years which are as indicated below:-

(₹ in crore)						
Year	Plan	% Increase	Non-Plan	% Increase	Total	% Increase
2012-13	45969.00	18.00	28.12.07	12.75	48781.07	17.68
2013-14	49659.00	8.03	3042.00	8.18	52701.00	8.04
2014-15	51828.00	4.37	3287.10	8.06	55115.10	4.58
2015-16	39038.50	(-)24.68	3181.00	(-)3.23	42219.50	(-)23.40

2.5 The Committee finds that the increase in plan allocation during 2012-13 was 18 per cent. Thereafter, it started declining to 8.03 and 4.37 per cent in 2013-14 and 2014-15 respectively. However, in the year 2015-16 the plan allocation has been reduced by a whopping 24.68 per cent. The Committee further observes that the major portion of the allocated budget of the Department goes to its two very important flagship programmes of Sarva Shiksha Abhiyan and the Mid-Day-Meal Scheme. The allocation and utilization of funds for these two schemes for the last three years has been given below:-

(₹ in crore)				
Name of the Scheme	Year	B.E.	R.E.	Actuals
<b>RTE /SSA</b>	2012-13	25555.00	23875.83	23858.01
	2013-14	27258.00	26608.01	24820.93
	2014-15	28258.00	24380.00	22641.13 (as on 2.3.15)
<b>Mid-Day-Meal Scheme</b>	2012-13	11937.00	11500.00	10867.90
	2013-14	13215.00	12189.16	10927.21
	2014-15	13215.00	11050.90	10400.57 (as on 2.3.15)

The Committee's attention was drawn to the fact that the approved outlay for SSA during the Twelfth Plan period (2012-17) as indicated by the Planning Commission is ₹1,92,726 crore. BE allocations of the years 2012-13, 2013-14 and 2014-15 have always left a gap between the projected requirement of the funds and allocations at BE Stage for all these years of the Twelfth Plan period. Further at RE stage for all these financial years, the allocation had always been reduced. Similarly, for the Mid-Day-Meal and other schemes also actual allocation was far less than the projected requirement of the Department which is evident from the tables given below:-

**Sarva Shiksha Abhiyan (SSA)**

<i>(₹ in crore)</i>			
Years	Projected Demand	Actual Allocation	Variations
2012-13	40100.00	23875.83	(-)16224.17
2013-14	47735.14	26583.01	(-)21152.13
2014-15	50000.00	24380.00	(-)25620.00

**Mid-Day- Meal Scheme (MDM)**

<i>(₹ in crore)</i>			
Years	Projected Demand	Actual Allocation	Variations
2012-13	13359.21	11937.00	(-)1422.21
2013-14	14503.00	13215.00	(-)1288.00
2014-15	17594.50	13215.00	(-)4379.00

**Rashtriya Madhyamik Shiksha Abhiyan (RMSA)**

<i>(₹ in crore)</i>			
Years	Projected Demand	Actual Allocation	Variations
2012-13	15000.00	3124.00	(-)11876.00
2013-14	6785.00	3983.00	(-)2802.00
2014-15	8000.00	5000.00	(-)3000.00

**Model School**

<i>(₹ in crore)</i>			
Years	Projected Demand	Actual Allocation	Variations
2012-13	2300.00	1080.00	(-)1220.00
2013-14	1000.00	1000.00	-
2014-15	1200.00	1200.00	-

**KVS**

(₹ in crore)

Years	Projected Demand		Actual Allocation		Variations
	Plan	Non-Plan	Plan	Non-Plan	
2012-13	669.62	2719.20	350	2104.34	(-)934.48
2013-14	550.70	3040.40	350	2424.97	(-)816.13
2014-15	853.00	3025.00	742	2501.15	(-)634.85

**The Committee finds that there has always been a gap between the projected requirement of funds and allocations to the Department for its various schemes. Taking into account the fact that SSA/RTE, MDM and other Programmes of the Department are major social sector schemes meant to create a network of educational facilities for all sections of the society across the country with focus on universal access, retention, social and gender parity, greater amount of funds is required for each of these schemes/programmes. However, lower allocation of funds for each of these programmes does not match the objectives to be achieved. Inadequacy of funds would certainly adversely impact the outreach of the schemes to the remote and tribal/border areas lacking school infrastructure and other facilities, unserved habitats, disadvantaged groups, backward and poor people having no access to school facilities defeating the very objectives of the schemes.**

2.6 On a specific query by the Committee on the continuing trend of decreased allocations over the years and the drastic budget cut at RE last year and also in BE allocations for 2015-16 of the Department, the Secretary, Department of School Education and Literacy informed the Committee that in view of the recommendations of the 14<sup>th</sup> Finance Commission for greater devolution of the funds to the States, it is expected that they (States) would be in a position to meet the large share of funds which is necessary for SSA/RTE and other major schemes of the Department. The Secretary also submitted that in view of the recommendations of the 14<sup>th</sup> Finance Commission, the funding pattern for various schemes of the Department will also undergo a change. **The Committee, in the new scenario, feels worried about the pace as well as scale of the on-going schemes. Picture about the time and amount as well as manner in which gaps are to be filled by the States is not clear. They might take quite a while before they are able to finalise/priorities their activities. Department also does not know anything about it. What will happen to these very important schemes is a big question. Department sounded helpless and did not know what to do in this situation. It, of course, pleaded with the Committee to recommend for releasing at-least some funds to sustain its schemes till things are in place.**

2.7 Further, in view of the replacement of the Planning Commission, which was an intermediary agency between the Centre and the States and also acted as monitoring agency, it is not clear what monitoring mechanism of the centrally sponsored or central sector schemes would be put in place. In the light of the above, the Committee shares the concern expressed by the Department about the future of important schemes like SSA, MDM etc. and strongly recommends that the Ministry of Finance should earmark some funds for these schemes to that they do not come to a halt thereby resulting in humongous social cost.

2.8 The Committee finds that during 2013-14 the plan allocation for some of the schemes was enhanced at RE stage and the actual expenditure also showed considerable utilization. However, for



the year 2014-15 the Committee finds that the plan allocation had to be reduced at the RE stage for number of schemes. Even with the reduced allocations at RE stage, the expenditure reported showed a shortfall. The following table indicates the schemes/programmes of the Department where allocated funds remained under-utilized:-

(₹ in crore)

Schemes	2013-14			2014-15		
	B.E.	R.E.	Actuals	B.E.	R.E.	Actuals as on 28.2.15
1	2	3	4	5	6	7
Rashtriya Madhyamik Shiksha Abhiyan	3983.00	3123.00	3045.90	5000.00	3480.10	3042.18
Strengthening of Teacher Training Institutes	500.00	525.00	507.45	550.00	500.00	474.60
National Bal Bhawan	8.00	7.14	6.09	10.00	8.29	4.99
Scheme for providing quality education in Madarsas	175.00	200.00	182.81	375.00	143.78	97.23
Adult Education and Skill Development	572.00	354.00	297.28	450.00	371.35	345.60
Support to NGOs Institutes SRs for Adult Education	100.00	118.00	114.41	100.00	79.99	46.99
National Literacy Mission Authority	2.00	0.69	0.36	2.00	0.70	0.04
Directorate of Adult Education	–	–	–	9.00	5.19	4.38
NCERT	–	–	–	20.00	18.40	14.15
KVS	–	–	–	853.00	742.00	649.84
Scheme for setting up of 6000 Model Schools	–	–	–	1200.00	1022.00	792.48
Central Tibetan School Administration	6.00	6.00	6.00	6.00	2.83	1.10

1	2	3	4	5	6	7
National Scheme for Incentive to Girls for Secondary Education	–	–	–	100.00	100.00	91.42
Appointment of language Teachers	5.80	103.91	103.24	80.00	80.00	68.38
National Means cum Merit Scholarship Scheme	–	–	–	70.00	70.00	60.53
School Assessment Programme	–	–	–	30.00	4.20	0.00

2.9 The Committee observes that on the one hand there is shortage in fund allocations and on the other hand there is under-utilization of funds in respect of some schemes. The Committee expressed its concern about it and feels that the factors responsible for under-utilization of funds under the above mentioned schemes need to be addressed on an urgent basis as these schemes are meant to provide essential educational infrastructure, facilitating expansion of education by improving access, quality and educational opportunities to different social groups and regions of the country. The Committee further recommends that the Department should make concerted efforts to optimally utilize the allocated funds if the desired goals of various schemes were to be achieved. The Committee has been showing its concern about funds remaining under-utilized year after year terming it as an unacceptable position. Being the nodal Department for School Education and Literacy, it is the responsibility of the Department not only to get the required funds allocated but also to ensure their optimum and judicious utilization at least as per the spending formula laid by the Ministry of Finance in this regard.

#### **Pending Utilization Certificates and availability of Unspent Balances**

2.10 The problem of pending utilization certificates and availability of unspent balances with the implementing agencies has been an area of major concern for the Committee. The Committee, through its Reports has been drawing the attention of the Department towards this continuing trend. As per the information made available by the Department, there were 1191 Utilization Certificates amounting to ₹15479.12 crore pending as on 31<sup>st</sup> January, 2015. Similar position existed with regard to unspent balances available with the State Governments/UTs and other implementing agencies. As on 31-12-2014 unspent balance of ₹15888.85 crore was available both under Plan and non-plan segment. More surprising was that while unspent balances available with the other implementing agencies amounted to ₹79.37 crore only, unspent balances with the State Governments/UTs was as high as ₹15809.48 crore.

2.11 The Committee is fully aware of the fact that various schemes of the Department are implemented in accordance with the Annual Action Plan. Pending Utilization Certificates are indicative of the non-adherence of the financial norms of the schemes and availability of unspent balances indicates slow pace leading to targeted beneficiaries not being covered fully as also physical targets for various schemes remaining unachieved. The Committee reiterates that the Department has to be more vigilant in realizing its fiscal responsibility

and that the Department should initiate steps for liquidating old pending Utilization Certificates expeditiously and facilitating the implementing agencies to submit the same in time. The Department should also pursue the issue of unspent balances with the State Governments/UTs to ensure that the allocated funds are utilized optimally and judiciously. Besides, the Committee would like to be apprised of the latest State-wise figures of outstanding Utilization Certificates and also the amount of unspent balances. The Committee once again emphatically states that factors responsible for funds remaining unutilized need to be identified and remedial measures taken accordingly. The Committee also calls upon the States and other implementing agencies to treat the matter of Utilization Certificates and unspent balances with all seriousness so that the pace of the schemes does not suffer.

### III. ENROLMENT, RETENTION AND DROP OUT

#### (i) GER/NER

3.1 With the RTE Act, 2009 envisaging a class I to VIII compulsory cycle of schooling for every child in the age group of 6-14 years, optimal enrolment and retention are two major parameters that require utmost importance and these two parameters were also the main objectives of the SSA Programme. For enrolment and retention to remain at optimal levels, the dropout rate must remain at zero level. The unified District Information System for Education (DISE) data reveals the following figures regarding the GER and NER at primary and upper primary level for the year 2013-14:-

Class	Gross Enrolment Ratio (GER)	Net Enrolment Ratio (NER)
Primary	101.36%	88.08%
Upper Primary	89.33%	70.20%

The Committee is happy to note that the country has almost achieved the goal of universal access at primary level and there is considerable improvement both in GER and NER at upper primary level. However, at upper primary level both GER and NER show decline with NER showing a sharper decline. NER of 70.20 per cent reflect that around 30 per cent children drop out of the schools by the time they reach class VIII, therefore, maintaining the optimum GER and NER at upper primary level is still a challenge for the Department. The Committee is aware that a number of factors such as non-availability of schools in neighbourhood, poor school infrastructure, non-availability of adequate number of teachers, teachers absenteeism and other socio-cultural barriers are responsible for sliding GER and NER at upper primary level. The Committee, however, feels that notwithstanding these constraints, the gains of optimum enrolment at primary level are negated if the same level of enrolment is not sustained at upper primary level. The Committee would like to draw the attention of the Department to the three most crucial parameters of RTE/SSA *i.e* availability of neighbourhood schools, proper school infrastructure with all the facilities and the availability of required number of teachers in the schools, which were required to be pursued in a mission made manner and completed within a stipulated timeframe. The Committee feels that inspite of the considerable progress made in this regard, the ground realities might be different and perhaps contributing towards sliding GER and NER at upper primary level. The Committee would like the Department to make State specific assessment about the GER and NER at primary level ascertaining the factors responsible for low GER and NER at upper primary level and take corrective measures.

**(ii) Drop out**

3.2 The Committee's attention was also drawn to the annual average dropout rates both at primary and upper primary level. According to the Department the dropout rate at primary level has come down from 9.4 per cent in 2007-08 to 4.7 per cent in 2013-14. At upper primary level also the dropout rate has reduced from 7.0 per cent in 2011-12 to 3.1 per cent in 2013-14. As for the girl students the dropout rate at primary and upper primary level was 4.7 and 4.0 per cent respectively in 2013-14. For SC/ST categories the overall dropout rate in 2013-14 was 6.1 and 8.4 per cent respectively. **The Committee appreciates the reduction in the overall dropout rate and the dropout rate of the girl students and the students of SC/ST categories. However, the Committee feels that dropout rate is still high for all categories of students and is particularly high in the case of SC/ST students. Keeping in view the mandate of RTE/SSA to attain optimum enrolment the need is to reduce dropout rate for all categories of children to zero per cent which is still a daunting task. The Committee feels that a concerted effort is required to retain all students in the schools till the completion of elementary cycle of eight years of schooling. The Committee would appreciate if the Department take up the issue of dropout with the States/UTs and employ specific interventions to bring the dropout rate to zero per cent for all categories of students.**

**(iii) Out of School Children**

3.4 The Committee's attention was also drawn to the number of out-of-school children. According to the Department, there are 60 lakh out-of-school children in the country. The highest percentage of out-of-school children is in Uttar Pradesh (26 per cent), followed by Bihar (19 per cent), Rajasthan (10 per cent), Odisha and Madhya Pradesh (7 per cent), West Bengal (6 per cent), Chhattisgarh, Gujarat and Assam (3 per cent). Other States have 16 per cent out-of-school children. **The Committee feels it is not a happy situation that over 60 lakh children are out of school. Still worrisome fact is that majority of the out-of-school children belong to the disadvantaged communities viz scheduled castes, scheduled tribes, minorities, migrants, children with special needs, deprived children, working children, children in difficult circumstances i.e. those living in difficult terrain, children from displaced families and areas affected by civil strife. Attention of the Committee was drawn to the fact that while discussing the issue of social access and equity, the tendency is to confine it to broad categories like SC, ST, Muslims, girls etc. However, our social realities are too complex as there are more disadvantaged within the disadvantaged groups. The Committee feels that there is a need to identify all the out-of-school children and to mainstream them to appropriate classes by adopting a flexible approach. All this requires taking concerted efforts to reach out to the out-of-school children. The Committee feels that the Department should shift its focus from schooling to learning for these children and also envisage new ideas and schemes so that they are attracted to schools.**

**IV. SARVA SHIKSHA ABHIYAN/RIGHT TO EDUCATION**

4.1 Sarva Shiksha Abhiyan, as stated in preceding paras, is a major initiative of the Department of School Education and Literacy, aimed at achieving universalization of elementary education with focus on universal access and retention, bridging of social and gender category gaps and improving the quality of elementary education. Sarva Shiksha Abhiyan was launched in 2001-02 and covers all States and Union Territories. SSA over the years has contributed significantly in universalizing elementary education by improving access and bridging gender and social category gaps. With the enforcement of the Right of Children to Free and Compulsory Education Act, 2009 *w.e.f.* 1<sup>st</sup> April, 2010, elementary education has become a fundamental right for all children in the age group of 6-14 years. Consequently, Sarva Shiksha Abhiyan was revised in September, 2010 to

conform to the RTE mandate and now it is the primary vehicle for implementing the RTE Act for providing free elementary education to children between the age of 6-14 years in government and aided schools.

4.2 According to the Department, the cumulative achievements under SSA upto September, 2014 are:-

- opening of 3.58 lakh new primary and upper primary schools;
- construction of 1,77,432 new primary school buildings and 1,02,628 new upper primary school buildings;
- construction of 16,29,990 additional classrooms;
- Provision of 2,25,440 drinking water facilities;
- construction of 8,17,036 toilets;
- appointment of 15.06 lakh teachers;
- in-service training imparted to 10.08 lakh teachers at BRC level and 7.40 lakh teachers at CRC level; and
- supply of free textbooks to 8.02 crore children.

4.3 The Department submitted that there have been impressive achievements in all the parameters of the SSA/RTE provisions relating to infrastructure and other facilities as indicated below:-

Items	Cumulative sanctions since inception of SSA	Cumulative completed and in-progress till 31.12.2014
Primary School buildings	1,99,633	95.05%
Upper primary school buildings	110844	97.00%
Additional Class-Rooms	1857208	96.59%
Drinking water	236687	96.32%
Toilets	974632	96.32%
Teachers	19.85 lakh	15.91 lakh

4.4 It was also informed that 35 States/UTs have notified the State RTE Rules. In addition, States/UTs have taken steps to issue several notifications reiterating the child centered provisions of the RTE Act. 34 States/UTs issued notifications prohibiting corporal punishment and mental harassment; 32 States/UTs issued notifications prohibiting screening for admission and capitation fees; 32 States/UTs issued notifications prohibiting expulsion and detention; 33 States/UTs issued notifications banning Board examinations till completion of elementary education; All the 35 States/UTs notified academic authority under the RTE Act.

4.5 On a specific query regarding the overall impact of the RTE/SSA initiative on the school, the Department informed the following:-

**Universal Access:** 98 per cent habitations have access to Primary Schools and 92 per cent to Upper Primary schools. Since the enactment of the Act, 3,67,494 schools have been sanctioned under SSA.

**Increased Enrolment:** District Information System for Education (DISE) collects annual data as of September of every year on a number of indicators including enrolment across every school in the country. In 2013-14 enrolment in elementary schools was 19.89 crore children as compared to enrolment of 18.79 crore children in 2009-10. The following table shows that enrolment has been increasing over the years at elementary level:-

Educational Indicators	2009-10	2010-11	2011-12	2012-13	2013-14
GER at Primary Level	115.63	118.62	104.34	105.98	101.36
GER at Upper Level	75.80	81.15	80.59	82.50	89.33
Enrolment at elementary level (numbers in crore)	18.79	19.30	19.90	19.97	19.89
Retention Rate at Primary level	74.1	73.42	75.94	80.07	82.38
Transition Rate (Primary to Upper Primary)	83.53	85.17	87.09	86.74	89.58
Average Annual Dropout Rate at Primary Level	6.76	6.50	5.62	4.67	NA
Number of schools at elementary level (in lakh)	13.03	13.62	14.12	14.31	14.49

There has been a steady reduction in drop-out rate at primary level from 6.76 per cent in 2009-10 to 4.67 per cent in 2012-13.

There has been improvement in retention rate at primary level and of the transition rate from primary to upper primary during the last 3 years. According to DISE, the retention rate at primary level increased from 74.01 per cent in 2009-10 to 82.38 per cent in 2013-14. The transition rate from primary to upper primary has gone up from 83.52 per cent in 2009-10 to 89.58 per cent in 2013-14.

Increased enrolment share of girls/SC/ST/Muslims: Participation of girls and of children of other disadvantaged groups has improved. The Gender Parity Index was 0.94 in 2009-10 increased to 1.02 in 2013-14 at primary level and for upper primary it increased from 0.93 to 1.06. The share of different categories is as follows:-

Social Group	Primary		Upper Primary	
Girls	48.46%	48.20%	48.12%	48.66%
SC	20.07%	19.88%	19.17%	19.41%
ST	11.54%	11.09%	9.4%	9.73%
Muslims	13.48%	14.31%	11.89%	12.52%

Reduction in Out of School children from 134.6 lakh in 2005 to 81 lakh in 2009 and further to 60.6 lakh in 2013 as per sample surveys conducted by Social and Rural Research Institute-Indian Market Research Bureau (SRI-IMRB). SSA provides for Special Training to mainstream out of school children in regular classes.

Inclusive Education of Children with Special Needs: the practices and interventions under SSA for Inclusive Education of Children with Special Needs (IE for CWSN) have led to a gradual

increase in identification and enrolment of CWSN. The number of CWSN that have been brought into the fold of education (through enrolment in formal schools, school readiness programmes and through home based education) has increased from 24.1 lakh in 2007-08 to 27.1 in 2013-14, an increase of 12.44 per cent.

The Pupil Teacher Ratio (PTR) has improved from 32 in 2009-10 to 26 in 2013-14. Around 63 per cent of the Government schools in India have PTR ratio as per the RTE norm (30:1 primary and 35:1 upper primary on an average).

Improvement in school infrastructure: Since coming into force of the RTE Act, 2009, 44,595 school buildings, 7,00,460 additional classrooms, 5,46,513 toilets and 34,671 drinking water facilities have been sanctioned to the States/UTs under SSA programme to augment the school infrastructure for compliance with RTE Act. The status of RTE Compliance on infrastructure standards is as follows:

- 95.06 per cent of the schools have a drinking water facility
- 83.29 per cent of the schools have separate girls' toilet facility and 94.74 per cent boys toilet
- 80.30 per cent of the schools with Ramp facility
- 52.39 per cent of the schools with playground
- 57.53 per cent of the schools with Boundary wall
- 74.92 per cent of the schools with Kitchen shed

4.6 Among the problem areas, the Department informed the Committee that there is shortage of trained teachers as well as training institutes in States/UTs, shortage of Teacher Educators, shortage of manpower at State/district/block level, shortage of funds for implementation of SSA and need for improvement in Monitoring Mechanism for implementation of SSA.

4.7 The Committee, notes the significant improvement that has taken place in the elementary education system in the country since the initiative of RTE/SSA programme. It, however, feels that ground realities indicate certain problem areas in the implementation of the RTE/SSA that need to be tackled by Union as well as State Governments urgently. Problem areas in the implementation of the RTE Act are as under:–

#### **Funding and Fund sharing pattern for RTE/SSA programme**

4.8 Mobilization of required funds for the implementation of combined RTE/SSA programme and the fund sharing pattern between the Centre and the States has been an area of major concern for the Committee. The Committee feels that the inadequacy of funds is bound to hamper the implementation of the provisions of RTE norms and standards in the States/UTs. For RTE/SSA programme alone, the Department had raised the demand for ₹50, 000.00 crore against which only ₹22000.00 crore have been provided in BE 2015-16. The Committee feels that allocation for RTE/SSA in BE 2015-16 is drastically lower than the requirement. The Committee is aware of the fact that the States/UTs have been pressing for higher level of financial support from the Central Government for implementation of the RTE/SSA programme and shortage of funds would lead to deferring of many of interventions under RTE/SSA by the States/UTs. Thus, shortage of funds is a major constraint in the implementation of RTE/SSA programme. With regard to the fund sharing pattern between the Centre and the States/UTs, the Government fixed it in the ratio of 65:35 for all the States/UTs *w.e.f.* 2010-11. For North East Region (NER) the sharing pattern is 90:10 ratio.

The Committee has been expressing its apprehensions through its reports that many States/UTs are not in position to make even 35 per cent contributions towards the implementation of RTE/SSA. Now that there has been a drastic cut in the central funding for the programme it would be more difficult for the States to contribute enhanced share towards this initiative. In such a situation how the various activities under RTE/SSA would be carried out in the States/UTs is beyond the imagination of the Committee.

4.9 The Committee's attention was drawn to the fact that for combined RTE/SSA programme the Government had approved an outlay of ₹2,31,233 crore for a period of five years from 2010-11 to 2014-15 to be shared between the Centre and the State Government/UTs in the ratio of 65:35 (90:10 per NER). That there has always been fund crunch and skewed allocation for RTE/SSA is clearly borne out by the trend of outlays and expenditure during the last two years of the Eleventh Plan Period and the first three years of the Twelfth Plan period covering the above mentioned period of five years for which an outlay of ₹2,31,233 crore was approved. The figures are self revealing:-

	Years	B.E.	Expenditure
Eleventh Plan period	2010-11	19838.23	19636.53
	2011-12	21000.00	14284.00
Twelfth Plan period	2012-13	25,555.00	23873.34
	2013-14	27,258.00	24801.66
	2014-15	28,258.00	22806.71
			(as on 28.2.15)
TOTAL:		121909.00	105402.24

From the above, it is evident that out of an approved outlay of ₹2,31,233 crore only ₹121909.00 crore was provided which was even less than 50 per cent of the approved outlay for the period 2010-11 to 2014-15. Further as per the information made available by the Department for the Twelfth Plan period (2012-2017) approved outlay for SSA as indicated by the Planning Commission is ₹1,92,726. If the BE allocations and expenditure of the first three years of the Twelfth Plan is taken into account it emerges that out of an approved outlay of ₹1,92,726 crore only ₹81071.00 crore have been allocated which comes to around 42 per cent of the total outlay. Further even the expenditure during the first three years of the Twelfth plan is ₹71481.71 crore which is only 37 per cent of the approved outlay.

**4.10 From the above the Committee can only conclude that required amount is not being made available by the Centre for this major initiative putting a question mark on the objectives to be achieved under RTE/SSA. In view of new system of funds allocation, if the required funds were delayed it would be impossible to maintain the pace of this programme. The Committee calls upon the States to contribute the required funds in time to avoid any dilution of the goals of RTE/SSA. The Committee, therefore, recommends that all out efforts be made by the Centre and the States in this regard so that the implementation of RTE/SSA programme, which caters to the needs of the society at large, is not held up.**

4.11 The Committee feels that RTE/SSA programme, largely being a Central Government initiative, it is the responsibility of the Central Government to mobilize



adequate resources to achieve the mandates of the RTE Act. It is a known fact that time and again States/UTs have been pressing for more funds for implementing the provisions of the RTE Act. The RTE obligates the States/UTs to ensure completion of free and compulsory education from class I to VIII for all children in a neighbourhood school, make provisions for buildings and infrastructure, maintain norms and standards relating to Pupil Teacher Ratio, increase school working days, appoint appropriately trained teachers and develop curriculum for all around development of the children through a system of child-friendly and child-centred learning. It is believed that the States/UTs are not able to fulfil many of these mandates mainly on account of inadequacy of the funds. This indicates lack of required commitment on the part of the Central and State/UT governments to strive for universalization of quality elementary education for all. In view of the above, the Committee recommends that adequate funds be mobilised, at the earliest, for implementing the programme.

#### Infrastructure Development under RTE/SSA

4.12 The Committee was informed of the following cumulative achievements with regard to the creation of infrastructure facilities under RTE/SSA upto 30<sup>th</sup> September, 2014.

Sl. No.	Items	Cumulative Targets including 2014-15	Achievements (up to 30.9.2014)	
1	Opening of Schools	3.64 lakh	Opened/completed/ in progress	3.58 lakh (98.35%)
2	Construction of school buildings	310487	Complete and in progress	296500 (96.49%)
3	Construction of additional classrooms	1857208	Complete and in progress	1786496 (96.19%)
4	Drinking water facilities	236687	Complete and in progress	227506 (96.12%)
5	Construction of Toilets	955964	Complete and in progress	890953 (93.19%)
6	Supply of Free Textbooks	8.71 crore (Annual)	Supplied	8.02 crore (92.07%)
7	Teacher appointment	19.85 lakh	Complete and in progress	15.06 lakh 75.86%)
8	Teacher training (20 days)-BRC Level	29.16 lakh	Complete and in progress	10.08 lakh (34.56%)
9	Teacher training (20 days)-CRC Level	26.86 lakh	Complete and in progress	7.40 lakh (27.55%)

4.13 The Committee appreciates the overall achievements under each infrastructure component. However, it feels that impressive cumulative, completed and in-progress achievements may not be reflecting actual ground realities. On a specific query regarding the States/UTs lagging behind in the infrastructure creation as per RTE/SSA norms the following response was received from the Department:-

## No. of schools in States/UTs without facilities—

Sl. No.	State/UT	Number of Schools without facilities			
		Toilets	Electricity	Water	Playground
1	2	3	4	5	6
1	A & N Islands	25	47	2	158
2	Andhra Pradesh	24964	3848	4830	40,424
3	Arunachal Pradesh	2650	2424	778	2,202
4	Assam	19031	41670	7150	24,432
5	Bihar	24026	68976	5426	47,846
6	Chandigarh	0	0	0	9
7	Chhattisgarh	10214	22427	2271	25,309
8	D&N Daveli	47	11	0	191
9	Daman & Diu	4	0	0	52
10	Delhi	0	0	0	587
11	Goa	198	10	1	658
12	Gujarat	1080	97	9	9,598
13	Haryana	905	214	29	3,305
14	Himachal Pradesh	973	858	165	2,438
15	Jammu & Kashmir	9680	20409	2805	17,167
16	Jharkhand	6361	37096	3662	29,048
17	Karnataka	266	302	29	20,197
18	Kerala	180	314	56	2,527
19	Lakshadweep	0	0	0	32
20	Madhya Pradesh	16307	98290	4953	51,146
21	Maharashtra	1997	6039	688	14,745
22	Manipur	201	2569	430	1,663
23	Meghalaya	3885	6376	3092	5,271
24	Mizoram	666	718	150	1,050
25	Nagaland	362	1871	822	1,739
26	Odisha	19009	43971	1857	44,158
27	Puducherry	0	0	0	204
28	Punjab	1275	0	44	169

1	2	3	4	5	6
29	Rajasthan	4488	51933	4132	50,776
30	Sikkim	37	357	35	311
31	Tamil Nadu	5583	668	0	11,834
32	Telangana	17672	2990	4892	0
33	Tripura	366	3236	533	1,626
34	Uttar Pradesh	5568	86148	3551	48,642
35	Uttarakhand	1562	4727	817	8,578
36	West Bengal	23736	49286	1344	53,801
TOTAL:		203318	557882	54553	521,893

4.14 The Committee notes that there are massive regional disparities in so far as infrastructure creation as per RTE/SSA norm and standards is concerned. Andhra Pradesh, Assam, Bihar, Chhattisgarh, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Odisha, Rajasthan, Uttar Pradesh and West Bengal lag far behind the other States/UTs in all the four components of school facilities *i.e.* Toilets, Electricity, Water and playground. Karnataka has the maximum schools (20197) without a playground followed by Maharashtra (14745), Tamil Nadu (11834), Gujarat (9598), Uttarakhand (8578), Haryana (3305), Kerala (2527), and Himachal Pradesh (2438). Telangana has maximum number of schools (4892) without water facilities followed by Uttarakhand (817), Maharashtra (688) and Himachal Pradesh (165). Again Maharashtra has maximum number of schools without electricity followed by Uttarakhand, Telangana, Himachal Pradesh, Tamil Nadu, Kerala and Karnataka. Similarly with regard to toilet facilities States/UTs lagging way behind are Telangana, Tamil Nadu, Maharashtra, Uttarakhand, Punjab, Gujarat Himachal Pradesh and Haryana. In the North-East Region, Meghalaya has maximum number of schools without toilets, electricity, water and playground facilities, followed by Arunachal Pradesh, Nagaland, Manipur, Mizoram, Tripura and Sikkim.

4.15 The Committee would like the Department to keep an eye on the ground realities with regard to creation of infrastructure in various States/UTs and to take up the issue, on priority basis, with States/UTs which show dismal and slow performance. The Committee would like to reiterate that all the schools must be run as per the mandate of RTE with proper infrastructure having sufficient facilities. The Committee views the inadequacy of infrastructural facilities seriously and desires the Department to play a more pro-active role in persuading the States/UTs in creating the required infrastructure facilities in a time bound manner. Another related issue with the infrastructure creation is the design of the school buildings. The Committee feels that irregularly planned schools not only disturb the students but also has an adverse impact on the whole range of activities of the schools. The Committee accordingly recommends that the school buildings must be designed in such a manner that it helps in attracting the students to them.

#### Quality of Education under RTE/SSA

4.16 One of the major goals of RTE/SSA is to provide elementary education of equitable quality to every child. According to the Department, the RTE Act lays down norms for infrastructure, pupil teacher ratio and other components such as the formation of School Management Committees

(SMCs) to involve parents in the management of schools. These initiatives are expected to improve the quality of education imparted to the children. There have been several other steps initiated by the Department to bring about quality changes in schooling at the elementary level. Some of these initiatives include:-

- Padhe Bharat Badhe Bharat - a foundational programme to improve early reading and writing with comprehension and early mathematics;
- sharing an exemplar on Continuous Comprehensive Evaluation (CCE) in elementary education developed by the NCERT;
- notifying learning outcomes by class and stage of education brought out by the NCERT;
- conducting the 3<sup>rd</sup> round of National Achievement Survey for class III, V and VIII to track student learning outcomes;
- provide funds and technical guidance to States for annual refresher training of teachers; and
- Provide academic support to teachers and schools through Block and Cluster Resource Centres.

4.17 On a specific query regarding the quality of education being imparted to the children and qualitative changes introduced or proposed to be introduced under RTE Act, the Department informed the Committee that the States are being supported to design and implement comprehensive quality improvement programmes across the country to bring about overall changes in their teacher training, curricula, learning materials, learning processes, learning outcomes, assessment and monitoring systems so that quality of teaching learning is improved. It was further informed that the National Council of Educational Research and Training (NCERT) conducts nation-wide Surveys, titled, National Achievement Surveys (NAS) every three years to assess the learning levels of children of classes III, V and VIII in Mathematics and Language (for class III), Mathematics, Language and EVS (for class V) and Mathematics, Language, Science and Social Studies (for class VIII).

4.18 It was also informed that to ensure quality outcomes in government schools, the Central Government through the Sarva Shiksha Abhiyan (SSA) has supported States/UTs on early grade reading, writing and comprehension, and early mathematics programmes through a sub-programme namely 'Padhe Bharat Badhe Bharat', and at upper primary level support for mathematics and science teaching learning in 2014-15. States have also been assisted to conduct comprehensive external student assessment surveys to assess gaps in student learning, in order to undertake corrective action. Under the SSA programme, 15.06 lakh teachers have been appointed upto 31.03.2014 to improve pupil teacher ratios, regular annual-in-service teacher training is imparted to all teachers to update their skills and knowledge, free textbooks are given to children and on-site academic support is provided to teachers through Block Resource Centres and Cluster Resource Centres.

4.19 With the above concerted efforts it was expected that the standard and quality of education being imparted in the schools would improve considerably. However, ground realities indicate a different picture and inspite of all the efforts, the learning outcomes of the majority of children continue to show dismal picture. A perusal of the National Achievement Survey conducted by NCERT for classes III, V and VIII for three rounds would be useful:-

Class III	Round I 2003-04	Round II 2005-06	Round III 2009-10
Language	63.12	67.84	67
Mathematics	58.25	61.89	66

Class V	Round I 2001-02	Round II 2007-08	Round III 2012-13
Language	58.87	60.30	62.09
Mathematics	46.51	48.46	45.19
EVS	50.30	52.19	55.73

  

Class VIII	Round I 2003-04	Round II 2007-08	Round III 2011-12
Language	53.86	56.57	49.40
Mathematics	39.17	42.71	49.00
Science	41.03	42.73	50.20
Social Science	46.19	48.03	49.40

4.20 The Committee finds from the above data that by the time students come to class V their performance or learning outcomes in both language and mathematics decline considerably. Learning outcomes show sharper decline in mathematics in comparison to language in class V. Further, in class VIII learning outcomes for both language and mathematics come below 50 per cent indicating poor learning outcome in both the subjects with language showing sharper decline. Even for science and social science learning outcomes remain around 50 per cent only. The above findings put a question mark on the quality of education being imparted to the children. It also reflects that in spite of a number of initiatives taken by the Department under RTE/SSA, learning outcomes for more than 50 per cent of children do not show any improvement. The Committee would like to state that concerted efforts are required to ensure that a minimum set of cognitive skills are acquired by all the children during eight years of elementary school education. This would require, besides the existing initiatives of the Department, ensuring availability of trained teachers, developing good curriculum and innovative pedagogy. Teacher absenteeism and lack of accountability should also be addressed so as to ensure quality education for all children at elementary level to make their basic education foundation strong.

4.21 The Committee would also like to observe that there is a need to make the elementary education syllabus more child-friendly so that it has enough space to cover visual and performing arts, physical education and teaching of human values to the students.

4.22 Further, the Committee feels that one of the reasons for poor learning outcomes of the students at elementary level is the automatic up-gradation from class I to VIII or the policy of 'No Detention' upto class VIII under the RTE Act, especially in view of the findings of the NCERT Learning Achievement Survey. One must not forget that the main objective of RTE/SSA is to ensure the right of every child to have a quality elementary education. The Committee feels that with no detention policy a student may not be motivated to work hard if he/she is aware that his/her promotion to the next grade is guaranteed. This would work against interests of the child especially when he/she will be required to sit for formal examination from class IX onwards and obtain the minimum benchmarks. Further, even the teachers, parents, peer groups will not succeed in motivating the child to learn through step by step process and be prepared with enough cognitive faculties to take on higher grade examination. The Committee feels that the 'no detention' policy in its present form works against the children particularly of those children coming

from disadvantaged categories for whom it has been specially designed. It is a known fact that learning outcomes are very poor in rural areas in comparison to urban areas. The Committee would like the Department to reconsider the policy of 'no-detention' upto class VIII accordingly.

4.23 The Committee would also like to draw the attention of the Department to the Planning Commission Report on the Twelfth Five Year Plan (2012-2017) which on quality aspect observed that the biggest concern in elementary education is the poor level of student learning and evidence suggests that learning outcomes for children in Indian schools are far below. Improvement in the quality of education is strongly linked to the quality of physical space, textual materials, classroom processes, academic support to the teachers, assessment procedures and community involvement. All these areas should receive support, while adequate inputs and infrastructure are necessary for the proper functioning of schools, inputs will not automatically translate into effective teaching-learning processes or satisfactory learning outcomes. Therefore, improving school inputs is the starting point in improving educational quality and concerted efforts for building a strong systemic focus on teacher capacity, improving school leadership/management, strengthening academic support system, better community and parents' participation, measuring and improving learning outcomes in a continuous manner is required. Thus, a focus should be on provision for child-friendly schools and systems in teaching and learning processes as well as in improved water, sanitation, hygiene and mid-day-meal practices. The Committee would like the Department to take into account these observations.

#### **Initiatives towards Girls' Education under RTE/SSA**

4.24 Bridging gender gap has been one of the main thrust areas of RTE/SSA Programme. According to the Department, significant measures have been initiated under RTE/SSA towards promoting girl education. These provisions include recruitment of additional teachers including women teachers, providing for an innovative fund per district, which can be utilized for need based interventions to ensure better attendance and retention of girls, encouraging States to provide for gender-sensitive teaching-learning material including textbooks, incorporating gender modules in training programmes for teachers, conducting intensive community mobilization programmes to sensitize the community to the importance of girl education, providing separate toilets for girls, provisions for Kasturba Gandhi Balika Vidyalayas (KGBVs) at upper primary level. Some recent initiatives towards girls education include 'Beti Bachao Beti Padhao' and construction of toilets with separate girls toilets.

#### **Kasturba Gandhi Balika Vidyalayas**

4.25 Kasturba Gandhi Balika Vidyalaya (KGBV) is a scheme launched in July 2004, for setting up residential schools at upper primary level for girls belonging predominantly to the SC, ST, OBC and minority communities. The scheme is being implemented in educationally backward blocks of the country where the female rural literacy is below the national average and gender gap in literacy is above the national average. The scheme provides for a minimum reservation of 75 per cent of the seats for girls belonging to SC, ST, OBC or minority communities and priority for the remaining 25 per cent, is accorded to girls from families below the poverty line. The Kasturba Gandhi Balika Vidyalaya scheme was merged with Sarva Shiksha Abhiyan in the Eleventh Plan with effect from 1st April 2008. Out of 3609 sanctioned KGBVs, 3600 *i.e* 99.75 per cent are reported to be functional as on 31.12.2014 with around 3.46 lakh girls enrolled in them. Out of 3609 sanctioned KGBVs, 330 fall in SC concentration districts, 544 in muslim concentration districts and 508 in ST concentration districts. The scheme of KGBVs is being implemented in 28 States/UTs.

4.26 The Committee noted that the category-wise enrolment figure in SC, ST and Minority concentration districts was as indicated below:-

Description	% enrolment
SC concentration districts	47.29
ST concentration districts	71.69
Muslim concentration districts	21.64

The Committee also took note of the overall category-wise enrolment per centage of the girls in the KGBVs which was as under:-

Category	% enrolment
SC	30
ST	25.27
OBC	31.94
BPL girls	6.57
Minority Girls	6.22

**The Committee finds that the overall enrolment per centage of the Minorities and the BPL girls in KGBVs is abysmally low. Further, even in Muslim concentration districts, the enrolment per centage of muslim girls is very low. The Committee feels that the muslim girls are not coming forward to join KGBVs even in muslim concentration districts, the probability of their being enrolled in other areas in large numbers is remote. Another area of concern for the Committee is girls from economically weaker families not availing of this facility as envisaged under the scheme. The Committee is of the view that public awareness about the targeted areas and the benefits of the KGBV Scheme needs to be taken to higher levels of penetration in targeted areas with increased intensity as well as with more participation of Gram panchayats and community leaders in its implementation.**

### **Beti Bachao Beti Padhao**

4.27 Under this scheme, ₹5 crore will be made available for strengthening girls' education in 100 specified districts on the basis of Child Sex Ratio which works out to ₹5 lakh per district, for instituting district level awards to be given to 5 schools in each district every year on the following parameters:-

- ₹1 lakh award may be given to the School Management Committee (SMC) which enrolls 100 per cent girls in the neighbourhood of the primary school and also retains them in the first year;
- Another ₹1 lakh can be given as an award to the SMC of a primary school which causes the 100 per cent transition of girls studying in class V to class VI of same/other neighbourhood upper primary schools;
- Two awards each of ₹1 lakh may be given to SMCs of upper primary schools which affect a 100 per cent transition of girls studying in class VIII to class IX in same/other neighbourhood secondary schools; and
- ₹1 lakh award can be given to the SMC of the school which affect 100 per cent transition of girls studying in class X to class XI in same/neighbourhood higher secondary schools.

**The Committee appreciates this endeavour of the Department and hopes that positive outcomes will result from the scheme.**

### **Teacher Recruitment and Training under RTE/SSA**

4.28 Pursuant to the enactment of the Right to Education Act, upto 2014-15 a total number of 19.85 lakh posts of teachers were sanctioned under the Sarva Shiksha Abhiyan (SSA). Of this 19.85 lakh sanctioned posts of teachers, States/UTs have reported recruitment of 15.06 lakh teachers upto 31.3.2014 leaving almost 6 lakh posts of teachers vacant under SSA. According to the information made available by the Department, the maximum number of vacancies of teachers are in the State of Uttar Pradesh (1,45,416) followed by Bihar (1,38,475), West Bengal (46,537), Jharkhand (42,436), Maharashtra (26,674) and Madhya Pradesh (25,883). Among the other States/UTs Assam has 11,256 teacher posts lying vacant followed by Gujarat with 9937 vacancies and Karnataka and Uttarakhand having 4781 and 3232 positions of teachers lying vacant. According to the Department, the States with a huge number of teacher's vacancies have been requested to take appropriate steps for holding Teacher Eligibility Tests (TETs) on regular interval so that vacancies in those States are filled up urgently.

**4.29 Given the fact that RTE norms require the pupil teacher ratio to be 27:1 existence of such a large number of vacancies is a cause of serious concern for the Committee. The Committee would like the Department to find out the factors responsible for such a large number of vacant posts in co-ordination with the respective State Governments. The Committee would recommend to the Department to ensure filling up of all existing teacher vacancies in the States/UTs, if qualitative expansion of elementary education is to be achieved. The Committee would like to emphasize that there should remain no gap between the number of teachers required and teachers recruited, not only in the underperforming States/UTs but also in all other States/UTs. A mission mode approach should be applied in recruiting targeted number of teachers. This may also be reviewed on a periodic basis in co-ordination with the States/UTs.**

4.30 The Committee's attention was also drawn to the Status of training of in service teachers in the States/UTs. In 2014-15 a total number of 2916146 in service teachers were given training at Block Resource Centre level. Similarly, 2685696 in service teachers were given training at Cluster Resource Centre level in the same year. The Committee was also informed of the Status of training of untrained Teachers in the States/UTs. The total number of untrained teachers given training in 2012-13, 2013-14 and 2014-15 was 237648, 411742 and 267483 respectively. However, the State-wise information shows that in a number of States/UTs not even a single untrained teacher has been given training in 2012-13, 2013-14 and 2014-15. The following details are self-revealing:-

### **Training for untrained Teacher**

Sl. No.	State	Untrained Teacher Training					
		2012-13		2013-14		2014-15	
		Phy.	Fin (In Lakhs)	Phy.	Fin (In Lakhs)	Phy.	Fin (In Lakhs)
1	2	3	4	5	6	7	8
1.	Andaman & Nicobar	0	0.00	0	0.00	0	0.00
2.	Andhra Pradesh	107	6.42	0	0.00	0	0.00
3.	Arunachal Pradesh	4360	261.60	7723	463.38	1523	91.38



1	2	3	4	5	6	7	8
4	Assam	10000	600.00	24706	1482.36	29283	1756.98
5	Bihar	39210	4705.20	39210	4705.20	0	0.00
6	Chandigarh	0	0.00	0	0.00	0	0.00
7	Chhattisgarh	10045	602.70	43835	2630.10	35566	2133.96
8	D & Nagar Haveli	0	0.00	0	0.00	0	0.00
9	Daman & Diu	0	0.00	0	0.00	0	0.00
10	Delhi	0	0.00	0	0.00	0	0.00
11	Goa	0	0.00	0	0.00	0	0.00
12	Gujarat	0	0.00	0	0.00	0	0.00
13	Haryana	0	0.00	0	0.00	0	0.00
14	HP	3627	217.62	127	7.62	0	0.00
15	J&K	10000	600.00	0	0.00	5000	300.00
16	Jharkhand	14022	841.32	15977	958.62	5347	1279.44
17	Karnataka	0	0.00	0	0.00	0	0.00
18	Kerala	0	0.00	0	0.00	0	0.00
19	Lakshadweep	0	0.00	0	0.00	0	0.00
20	Madhya Pradesh	15101	906.06	0	0.00	0	0.00
21	Maharashtra	5337	320.22	2626	157.56	0	0.00
22	Manipur	5401	108.00	2700	324.00	2224	133.44
23	Meghalaya	7333	439.98	15822	949.32	15822	949.32
24	Mizoram	1600	96.00	800	48.00	0	0.00
25	Nagaland	1000	60.00	2900	174.00	600	36.00
26	Odisha	20208	1212.48	23995	1439.70	16824	1009.44
27	Puducherry	0	0.00	0	0.00	0	0.00
28	Punjab	0	0.00	0	0.00	0	0.00
29	Rajasthan	0	0.00	0	0.00	0	0.00
30	Sikkim	687	41.22	459	27.54	0	0.00
31	Tamil Nadu	0	0.00	0	0.00	0	0.00
32	Telangana					0	0.00
33	Tripura	3010	180.60	0	0.00	11884	713.04
34	UP	61600	2956.80	125632	2826.72	66150	3109.05
35	Uttarakhand	0	0.00	0	0.00	0	0.00
36	West Bengal	25000	1500.00	105230	6313.80	77260	4635.60
	TOTAL:	237648	15656.22	411742	22507.92	267483	16147.65

4.31 The Committee finds that no training has been given to untrained teachers in a number of States/UTs. The Committee does not know the reasons for this and desires to have State-wise figures of in service teachers requiring professional training and the number of untrained teachers in the States/UTs. The Committee would also like to know what steps the National Council for Teachers' Education is taking to ensure that only professionally qualified teachers are appointed under RTE/SSA to provide quality education to children.

## V. NATIONAL PROGRAMME OF MID-DAY-MEAL IN SCHOOLS

5.1 The National Programme of Mid-Day-Meal in Schools covers all children studying in Classes I-VIII in Government, Government-aided and Local Body Schools, Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) centres supported under SSA including Madarsas and Maqtabas as well as children under National Child Labour Projects (NCLP). Mid-Day-Meal has a significant impact on enrolment and attendance of children. It also acts as a regular source of "supplementary nutrition" for children and facilitates their healthy growth. During the year 2014-15, the programme reached out to 10.33 crore children in 11.74 lakh institutions across the country. A number of studies conducted by independent agencies indicate that the scheme has played a major role in universalization of primary education by (i) increasing enrolment and attendance (ii) reducing dropout rate and (iii) preventing class-room hunger and undernourishment of the children. Under the scheme, hot cooked meal is provided to children of primary level with 450 calories and 12 grams of protein and to the children of upper primary level with 700 calories with 20 grams of protein having adequate quantities of micronutrients in convergence with National Rural Health Mission (NRHM). The Scheme is implemented by the States Governments/UT Administrations. The cost of the scheme is shared between the Centre and the States on 75:25 basis. For the North Eastern States, the sharing pattern is 90:10.

5.2 The Committee was informed that a comprehensive and elaborate mechanism for monitoring and supervision of the scheme has been evolved, where representatives of Gram Panchayat/Gram Sabhas, members of Village Education Committees, Parent Teacher Associations as well as Mothers' Committee are required to monitor the (i) regularity and wholesomeness of the Mid-Day-Meal served to children, (ii) cleanliness in cooking and serving of the Mid-Day-Meal, (iii) timeliness in procurement of good quality ingredients, fuel, etc. (iv) implementation of varied menu, (v) social and gender equity. Officers of the State Government/UTs are also required to inspect schools and centres where the programme is being implemented, Quarterly assessment of the implementation of the scheme including review of the progress, monitoring of the Scheme by Review Missions, Regional Workshops and National Review meetings is held.

### Fund utilization under MDM Scheme

5.3 During the first three years of the Twelfth Five Year Plan a total BE allocation of ₹38367.00 crore has been made under the scheme against which ₹32195.00 crore were spent. That the fund utilization under the scheme has remained underutilized in the first three years of the Twelfth Five Year Plan is indicated by the trend of expenditure which is as under:-

(₹ in crore)			
Year	B.E.	R.E.	Actuals
2012-13	11937.00	11500.00	10867.00
2013-14	13215.00	12189.16	10927.21
2014-15	13215.00	11050.90	10400.57

The Committee notes that there has always been a gap in the allocation of funds and their utilization under the MDM scheme. According to the Department, one of the reasons for underutilization of the funds is the availability of unspent balances with the States/UTs in the beginning of the financial year. The Committee feels that the maximum utilization of funds under the scheme should be made each year as the scheme is meant for the welfare of the small children. The Committee would appreciate if the Department takes concerted efforts to facilitate/motivate the States/UTs to achieve optimum utilization of the funds.

#### Lifting of foodgrains

5.4 As per the information made available by the Department during 2014-15 a number of States/UTs lifted less than 45 per cent of the allotted food grains. The following figures reveal less than 45 per cent lifting of foodgrains by a number of States/UTs.

States/UTs	<i>(in MTs)</i>	
	2014-15 % lifting as on 30.9.2014	
Arunachal Pradesh	42.90	
Assam	43.63	
Bihar	42.56	
Chhattisgarh	36.82	
Gujarat	43.64	
Haryana	30.61	
Karnataka	40.70	
Kerala	40.92	
Madhya Pradesh	35.83	
Maharashtra	42.83	
Odisha	42.21	
Tamil Nadu	30.87	
West Bengal	35.01	
A&N Island	44.21	
Chandigarh	27.57	
Dadra & Nagar Haveli	42.06	
Lakshadweep	42.06	

The Committee notes that five States/UTs namely Chhattisgarh, Haryana, Tamil Nadu, West Bengal and Chandigarh have lifted even less than 40 per cent of their allocated foodgrains during 2014-15. Further remaining 11 States/UTs lifted less than 45 per cent of their allocated foodgrains during 2014-15. The Committee is aware of the fact that many States/UTs have opening balance of foodgrains in the beginning of the year and that the

allocation of foodgrains under the scheme is done on the basis of number of children and working days approved by the Project Approval Board (PAB) based on the performance of the States/UTs upto third quarter of the preceding year. Meticulous planning needs to be done before approving the number of children and working days in a year, to avoid the availability of opening balance of the foodgrains with the States/UTs in the beginning of the year. The Committee can only conclude that either there are some grey areas in the projected requirements of foodgrains or all the targeted beneficiaries are not being covered under the scheme. Either way, it is a fit case for making analysis and taking corrective measures. The Committee would further like the Department to take up the matter with the concerned States/UTs and ensure follow-up action required in this regard.

### Infrastructure under MDM Scheme

5.5 Regarding the construction of Kitchen-cum-stores, it was informed that out of 1006423 Kitchen-cum-stores sanctioned over a period of 2006-07 to 30-9-2014, only 691491 *i.e.* 69 per cent have been constructed. Further, 159807 stores *i.e.* 16 per cent are said to be under construction and 1,55414 which comes to 15 per cent are yet to be constructed. Further, there are large-scale regional disparities with regard to construction of Kitchen-cum-stores. The following details are self-revealing:-

(As on 30.9.2014)

State	Sanctioned	Constructed	In Progress	Not yet started
Andhra Pradesh	44875	8540 (19%)	10206 (23%)	26129 (58%)
Gujarat	25077	18485 (74%)	584 (2%)	6008 (24%)
Haryana	11483	7414 (65%)	1165 (10%)	2904 (25%)
Jharkhand	39001	21904 (56%)	8395 (22%)	8702 (22%)
Kerala	2450	318 (13%)	484 (20%)	1648 (67%)
Maharashtra	71783	41623 (58%)	4046 (6%)	26114 (36%)
Manipur	3053	1174 (38%)	0 (0%)	1879 (62%)
Rajasthan	77298	46961 (51%)	5860 (8%)	24477 (32%)
Tamil Nadu	28470	10587 (37%)	17883 (63%)	0 (%)
Telangana	30408	5663 (19%)	10678 (35%)	14067 (46%)
A&N Island	251	8 (3%)	31 (12%)	212 (84%)
Chandigarh	10	7 (70%)	0 (0%)	3 (30%)
D&N Haveli	50	1 (2%)	49 (98%)	0 (0%)

5.6 The Committee would like to point out that this parameter was supposed to be completed by the 31st March, 2013 under the mandate of the RTE Act. Backlog and slow progress in the construction of Kitchen-cum-Stores is a cause for serious concern for the Committee. Availability of Kitchen-cum-Stores is the very basic requirement of the MDM Scheme. Proper Kitchen-cum-Stores have to be in place. Only then, it can be ensured that students are being served good quality meal as mandated under the Scheme. The Committee would like to be apprised of the reasons for such a slow pace of construction

**of Kitchen-cum-stores. The details of monitoring mechanism for ensuring timely completion may also be provided. The Committee would recommend State-specific follow-up action for completing construction of Kitchen-cum-Stores in these States.**

### **Quality of Food**

5.7 Quality of food being served to children in the schools has always been an area of concern for the Committee. The Committee's attention has been drawn to a number of complaints being received and reported regarding the poor quality of food being served to the children in the schools or food being cooked in unhygienic conditions. On a specific query in this regard, the Department informed the Committee that Quality of MDM largely depends on the quality of foodgrains. FCI is held responsible for issue of food grains of best available quality, which in any case is of Fair Average Quality (FAQ). FCI appoints a Nodal Officer for each State to take care of various problems in supply of food grains under the MDM Programme. The District Collector/CEO of Zila Panchayat ensures that food grains of at least FAQ are lifted after joint inspection by a team consisting of FCI and the nominee of the Collector and/or Chief Executive Officer, District Panchayat, and confirmation by them that the grain conforms to at least FAQ norms. Quality, safety and hygiene specifications have been prescribed in the Guidelines.

5.8 The MDM guidelines also prescribe that 2-3 adults members, of them at least one being teacher, must taste the food before it is served to the children. Although the guidelines provide for inspection of 25 per cent schools, every quarter by the supervisory officer, but due to shortage of officers/staff and resources, intense and frequent inspection of the programme is not happening in the expected manner. The guidelines also provide for active community participation for the supervision and monitoring of the programme. For a programme of this magnitude, the key to success lies in the active and meaningful involvement of the community. MHRD has issued guidelines on 22<sup>nd</sup> July, 2013 to all States/UTs regarding quality, safety, and hygiene under mid day meal scheme. The States have been advised to procure Ag-mark ingredients under mid day meal, get the food samples tested from the accredited laboratories, set up management structure for the monitoring of the scheme, impart training to the cook-cum-helpers etc. The Central Government has issued instructions from time to time to the States including an updated set of guidelines issued on 13<sup>th</sup> February, 2015 on food, safety and hygiene to be observed in procurement, storage, preparation, cooking, serving etc. in the school MDM programme.

5.9 The Committee's attention was also drawn to the following new initiatives initiated by the Department to ensure quality of food:—

- The web enabled MIS portal for MDM has been launched and States/UTs have fed annual data for about 11.30 lakh (98%) schools and monthly data up to December, 2014 for 10.43 lakh (91%) schools for 2014-15 against the total of 11.52 lakh schools. The portal has scope to integrate with IVRS to monitor the Mid Day Meal Scheme on real time basis through community participation.
- Social Audit was conducted on pilot basis in two districts *viz.* Chittoor and Khammam of Andhra Pradesh during 2012-13. The findings have been very useful for enhancing the effectiveness of the Scheme. It has been decided to extend social audit study in other 9 States during the current year.
- Preparation of hygienic and wholesome meal depends on the knowledge and skills of Cook-cum-Helpers. The Ministry of Tourism is imparting training to the Cook-cum-Helpers under MDM through the Institutes of Hotel Management (IHMs) and the Food Craft Institutes (FCIs). A ten day full time course will be organised for Training of Cook-cum-Helpers as Master Trainers by Hotel Management Institutes.

- The Mid Day Meal Scheme requires convergence with other like schemes for effective implementation. The convergence with Department of Drinking Water and Sanitation, Rural Development, Health and Family Welfare, MPLAD Scheme, etc. is very helpful in effective implementation of the scheme and requires regular coordination with these Ministries/Departments. The Hon'ble Minister of HRD has written to the Members of Parliament for reviewing the Scheme on quarterly basis in their district and also contribute funds from MPLAD scheme for construction of dining halls in the schools.

5.10 The Department also informed the Committee that 38 Independent Monitoring Institutes are monitoring Mid-Day-Meal Scheme across the country. These Independent Monitoring Institutes covered 168 districts in 25 States/UTs during 2013-14. A total number of 6273 schools were monitored for MDM Scheme. Similarly during 2014-15 (upto September, 2014) 101 districts in 23 States/UTs were covered by these Institutes and 3985 schools were monitored. **The Committee appreciates the initiative and would like to observe that uncovered States/UTs may also be covered under these independent institutes for monitoring of Mid-Day-Meal Scheme during the year.**

5.11 The Committee's attention has also been drawn towards some of the very encouraging best practices initiated by the States/UTs of Andhra Pradesh, Bihar, Gujarat, Jharkhand, Karnataka, Kerala, Odisha, Punjab, Sikkim, Tamil Nadu, Tripura, Uttarakhand, West Bengal, Chandigarh, Dadra & Nagar Haveli, Lakshadweep and Puducherry. The following initiatives are worth mentioning:-

- Growing of vegetables in the kitchen gardens and serving them under-MDM;
- Bal Sansad (child cabinet) is actively involved in the orderly distribution of Mid-Day-Meal;
- public participation – villagers sponsor sweets and food for children on various occasions and provide utensils for scheme;
- involvement of school children's mothers in cooking and effective delivery of food to the children;
- construction of dining halls in the schools;
- increased honorarium to cook-cum-helpers in some States; and
- introduction of variety meals in some States/UTs.

5.12 **The Committee notes the various measures and initiatives taken by the Central and State Governments with respect to the maintenance of quality of food being served to the students under MDM Scheme. The Committee, is, however, also aware that a large number of complaints regarding poor quality of food served to students all over the country are being reported in the media. The Committee feels that either the aforementioned measures largely remain on paper and are far way from ground realities or there is no proper monitoring mechanism put in place to check such kind of reports and to provide remedial measures.**

5.13 **The Committee therefore, strongly feels that the implementation of MDM scheme needs a very strong and effective supervisory mechanism. The best practices and initiatives in some States can easily be adopted by schools in other States/UTs. The Department should motivate the other States/UTs by sharing such information with them. The other suggestions which the Committee desires the Department to consider is that the teachers as far as possible be taken off from all MDM duties and specialised staff be deployed for this purpose.**

## VI. TEACHER EDUCATION

6.1 The Centrally Sponsored Scheme of Restructuring and Reorganization of Teacher Education was initiated in 1987 pursuant to the formulation of the National Policy on Education, 1986. The National Policy on Education (NEP) envisaged teacher education as a continuous process with pre-service and in-service training being its inseparable components. It emphasized the significance and need for a decentralized system for the professional preparation of teachers, and it was in this context that District Institutes of Education and Training (DIETs), Colleges of Teacher Education (CTEs) and Institutes of Advanced Study in Education (IASEs) were established.

6.2 The Scheme continued with modifications during the VIII, IX, X and XI Five Year Plan periods. The Scheme has been revised in March, 2012 for the Twelfth five year Plan. The main components of the revised scheme are – modification in Centre-State financial sharing pattern from the existing 100 per cent central assistance to sharing pattern in the ratio of 75:25 for all States/UTs (90:10 for NER States, including Sikkim) – continuation of support to State Council of Educational Research and Training (SCERTs)/State Institute of Education (SIEs) – continuation of support to CTEs and establishment of new CTEs. – continuation of support to IASEs and establishment of new IASEs – continuation of support to DIETs, restructuring and establishment of new DIETs. – establishment of Block Institutes of Teacher Education (BITEs) for augmenting teacher Education capacity in SC/ST and minority concentration areas – professional development of Teacher Educators – technology in Teacher Education – Public-Private Partnership (PPP) in teacher Education – monitoring mechanism

6.3 The Committee was also informed that consequent upon the revision of the scheme for the Twelfth five year plan an approved outlay of ₹6308.45 crore is to be shared between the Centre and the States in order to strengthen SCERTs, establish DIETs in all the districts created upto 31.3.2011, thereby increasing their number from existing 571 to 626, strengthen existing 106 colleges of Teacher Education (CTEs) and upgrade existing Government secondary teacher education institutions into CTEs, strengthen existing 32 Institutes of Advanced Studies in Education (IASEs), upgrade Department of Education in Universities as IASEs and establish Block Institutes of Teacher Education (BITE) in identified 196 SC/ST Minority concentration districts.

6.4 In order to improve quality of teacher education, the Government had come up with the National Curriculum Framework for Teacher Education in 2009 which mainly emphasised on the reflective teaching, inclusive education, constructivist environment, Technology introduction and Teaching for democracy. 28 States/UTs have upgraded Diploma in Elementary Education (D.El. Ed) curriculum based on the NCFTE, 2009.

6.5 The Committee also notes that among the other initiatives, the Government has undertaken a programme for training of untrained teachers. Accordingly, NCTE has accorded approval for 6,82,804 untrained in-service teachers in 16 eastern and North Eastern States of the country. During 2013-14 and 2014-15, approval for establishing 66 District Institutes of Education and Training, 15 colleges of Teachers education and 5 Institutes of Advanced Studies in education around the country has also been given. Further, 110 Block Institutes of Teacher Education have been sanctioned upto 2014-15 to train teacher educators for SC/ST and Minority communities in different parts of the country. The States/UTs have also been requested to strengthen the cadre of teacher educators and fill up the vacancies in the teacher education institutions. Some of the additional initiatives undertaken by the Department are:–

- a programme for revision of norms and standards for approval of teacher education institutions to strengthen the process for setting up all teacher education institutions has been undertaken;
- efforts are being made to strengthen pre-service and in service education;

- schools of education are being approved in all the central universities;
- efforts have been made to strengthen the teacher education system in the States;
- Department has been conducting periodic ICT trainings for teacher educators; 216 teacher educators from 9 States have been trained in 9 trainings. 6 more ICT training are scheduled in 2014-15;
- Joint Review Missions for Teachers Education, which are a part of the Monitoring Mechanism, have been sent to 19 States from 2012-13 to 2013-14 to ensure effective implementation of the Centrally Sponsored Scheme of teacher education.

**6.6 The Committee appreciates the large-scale initiatives taken by the Department to strengthen teacher education in the country. However, inspite of all these concerted efforts there is no denying the fact that standard of teaching in most Government and private sector schools at elementary level is a cause for serious concern. The fact that most children cannot read or write upto V Standard, especially in rural areas, indicates that our education system has remained more focussed on quantitative expansion rather than qualitative. The Committee feels that there is a need to focus on improving the standard of teaching in the schools especially in rural, tribal, extremism affected and remote areas.**

6.7 The Committee's attention was also drawn to the status of vacancy positions of academic posts in DIETs, CTEs and IASEs. The following cumulative figures with respect to academic vacancies are self-revealing:

Institution	Total Number of Posts sanctioned	Total Number of Posts filled	Total number of vacancies
DIETs	12701	8005	4691
CTEs	1911	1296	615
IASEs	603	368	235

Individual vacancy position in respect of some of the States/UTs in DIETs is as indicated below:-

States/UTs	Sanctioned Posts	Filled up Posts	Vacant Posts
1	2	3	4
Andhra Pradesh	340	135	205
Assam	572	368	209
Bihar	429	312	117
Chhattisgarh	376	169	207
Gujarat	598	381	217
Haryana	506	388	118
Jammu & Kashmir	620	403	217
Jharkhand	510	221	289
Karnataka	680	554	126



1	2	3	4
Madhya Pradesh	843	664	179
Maharashtra	363	203	160
Manipur	208	135	73
Meghalaya	175	79	96
Orissa	587	282	305
Punjab	322	188	134
Rajasthan	546	351	195
Tamil Nadu	725	497	228
Tripura	100	31	69
Telangana	250	72	178
Uttar Pradesh	2030	1150	880
West Bengal	289	97	192
NCT of Delhi	207	130	77

Status of vacancy position in CTEs in case of some of the States/UTs is as under:-

States/UTs	Sanctioned Posts	Filled up Posts	Vacant Posts
Andhra Pradesh	110	44	66
Assam	112	72	40
Arunachal Pradesh	16	7	9
Haryana	211	155	56
Jharkhand	57	14	43
Kerala	76	39	37
Madhya Pradesh	163	95	68
Manipur	160	100	60
Uttar Pradesh	22	7	15
Tripura	51	1	50
Telangana	91	30	61

Similar figures are there for vacancy position in IASEs in some States/UTs:-

States/UTs	Sanctioned Posts	Filled up Posts	Vacant Posts
1	2	3	4
Andhra Pradesh	70	32	38

1	2	3	4
Karnataka	24	5	19
Kerala	23	1	22
Odisha	69	29	40
Punjab	26	12	14
Tamil Nadu	50	35	15
Telangana	26	10	16
Uttar Pradesh	27	7	10
West Bengal	28	10	18

6.8 The Committee notes that in some of the States/UTs, a large number of posts are lying vacant in DIETs, CTEs and IASEs. Situation is particularly discouraging in the States of Andhra Pradesh, Assam, Madhya Pradesh, Odisha, Tamil Nadu, Telangana and Uttar Pradesh where vacancies exist in all the teacher education institutions. Position is no better in a number of other States/UTs in this regard. The Committee has been making observations in its previous reports also about the vacant positions in the teacher education institutions. It has been the Committee's consistent opinion that teacher education institutions would not be strengthened unless all the sanctioned academic posts have been filled up. If 40 to 50 per cent of the posts are lying vacant in teacher education institutions, then the Department's claim of there being fully functional and strengthened teacher education institutions cannot be taken seriously. Further, the quality of teaching in the schools cannot be improved, unless the quality of teacher education and institutions thereof are also improved. This cannot be done, if the optimum faculties are not available in the teacher training institutes. The Committee hopes that the Department would make concerted efforts to ensure fully functional DIETs, CTEs and IASEs for teacher education.

## VII. KENDRIYA VIDYALAYA SANGATHAN

7.1 There are as on 31.10.2014, 1103 Kendriya Vidyalaya out of which 1102 are functional, including 3 KVS abroad viz. Moscow, Kathmandu and Tehran. Out of 1102 functional Kendriya Vidyalayas, 351 are in Defence, 618 in civil sector, 26 in Institutes of higher learning sector and 107 in project sector. Out of the total 1103 KVs, 103 KVS are functioning in the North-East and 64 KVs are running in double shift. As on 31.7.2014 1150620 students have been studying in the Kendriya Vidyalayas.

7.2 The Committee notes that in the twelfth plan period it has been envisaged to open 500 new KVs under Civil/Defence Sector. Out of these proposed 500 new KVs, 54 new KVs have been sanctioned by the Government in March, 2014 which would be made operational during 2014-15 onwards. The KVs being pace setting institutions, have taken a number of initiatives to create ICT infrastructure which includes 53156 computers, 1080 computer labs 1084 internet connectivity and 1065 Broad Band connectivity.

7.3 With regard to infrastructure under KVs the following information was provided:-

Description	As on 1.3.2015
1	2
Kendriya Vidyalayas with permanent school Building	713

1	2
Kendriya Vidyalayas where school building is under construction	77
Kendriya Vidyalayas where school building is under planning	48
Kendriya Vidyalayas where land identified and awaiting lease in favour of Sangathan	88
Kendriya Vidyalayas where land yet to be identified	41

From the information made available, it is evident that 77 buildings are under construction and building plans are under process in respect of 48 KVs. In case of 88 KVs land has been identified but lease in favour of KVs is awaited and for 41 KVs land is yet to be identified. According to the Department, KVS was making concerted efforts at various levels for procurement of land and execution of lease deed in order to sanction permanent school buildings at the earliest. **The Committee notes with serious concern that the delayed construction of building has become a perennial problem. In case of 177 KVs, the construction of buildings is yet to be started as the proposals are in various stages of procedural and administrative formalities. The Committee, would appreciate if the projects are awarded for construction only after all the procedural and administrative formalities have been completed. Under construction building also needs to be fast-tracked. The Committee would like to be informed about the latest position in this regard.**

7.4 On a specific query regarding the physical and financial targets set and achieved for the past three years, the Committee was provided the following information:-

Financial Years	Target Set	Target Achieved
	No. of School Buildings	No. of School Buildings
2012-13	25	11
2013-14	25	18
2014-15	50	29
TOTAL:	100	58

Delay in transfer of title of land in favour of KVs, delay in receipt of plan and estimates from construction agencies and shortage of funds were cited as reasons for variations/under achievement of the targets.

7.5 **The Committee observes that the cumulative achievement of KVS in respect of infrastructure creation in the last three years is only 58 per cent. The Committee feels that the pace of construction of school buildings was quite slow in the first two years and picked up only during the last year. The Committee would appreciate if a steady pace of construction is kept and Procedural and Administrative bottlenecks removed at the shortest possible time so that planned KVs are operationalised in a time bound manner.**

7.6 On a specific query regarding the status of vacancy position of teachers in Kendriya Vidyalayas, the Committee was informed that out of 44529 sanctioned posts, 7698 posts of teachers are lying vacant in different Kendriya Vidyalayas across the country. This number includes the posts of Principals, Vice-Principals and Headmasters besides the posts of teachers. Given below is the vacancy position for each category:-

Name of the Post	Sanctioned Post	Vacant Post
Principal	1064	324
Vice-Principal	476	11
Headmasters	699	234
PGT Teacher	9871	1521
TGT Teacher	16787	3358
Primary Teachers including PRT (Music)	15632	2250

**The Committee finds that the vacancy position with regard to TGTs is really bad where the vacancy percentage comes to around 20 per cent. The Committee would like to know if the recruitment process for filling up of the above mentioned vacancies has been started and if so, what is its current status. Further, the Committee would like to emphasise that it is possible to anticipate the vacancy position in advance rather than to wait for actual vacancy to arise. The Committee accordingly emphasises that all out efforts be made for expediting the process of recruitment of various posts so that required teachers and other staff are in place and the students are not made to suffer.**

**7.7 The Committee also took note of the suggestion of the Members that the Number of dispensation coupons given to the Members of Parliament for recommending admission to KVs in their respective constituencies is needed to be enhanced as a large number of requests are received by the Members during each academic year. The Committee recommends the Department to consider enhancing dispensation quota to the Members of Parliament.**

7.8 The Committee came to know that the Kendriya Vidyalaya Sangathan since its inception has been filling the posts of Vice Principal 100 per cent by promotion from amongst PGTs working in its Vidyalayas. The recruitment rules of posts of primary teachers, TGTs and PGTs provide for direct recruitment through an all India competition. Direct recruitment having been provided for at each of three levels below the post of Vice Principal, it was only prudent and in accordance with well accepted principles that recruitment rules for the post of Vice Principal provided for 100 per cent promotion and it has been so since inception and until recently.

7.9 The Committee also gathered that the Sangathan first amended the recruitment rules of the post of Vice Principal with effect from 1<sup>st</sup> August, 2008 by which the provision of 100 per cent promotion to the post of Vice Principal which has been in existence since inception was amended to provide for 50 per cent promotion through seniority-cum-merit and 50 per cent by limited Departmental examination. The recruitment rules were further amended with effect from 12.02.2014 to provide for 50 per cent by the direct recruitment and 50 per cent by the limited Departmental examination. The stated objective of those amendments was to introduce what it calls 'fast track promotions'. **The Committee feels that by doing so, what used to be for many decades 100 per cent promotion by seniority-cum-merit to the post of Vice Principal, has been reduced to zero per cent. Now PGTs who have been waiting for their promotion for more than twenty years or so would have no chance to get promoted unless they qualify in a memory based examination which will test them more on establishment and financial rules than academics. Moreover, on this they will have to compete with their young juniors with just five years of experience as PGTs. This has been done without obtaining any legal opinion despite the fact that the amendments takes away the vested rights of those PGTs who at the time of amendments had already become eligible for promotion based on**

**seniority-cum-merit method which existed in the recruitment rules before such amendments.**

7.10 Further, the Committee has learnt that these amendments have rightly resulted in demoralization and disillusionment amongst a large section of PGT who see no hope of any promotion in their entire career spanning over 30 years. These amendments moreover have resulted in a situation where direct recruitment has been introduced at all levels in teaching posts from the level of Primary teacher, TGTs, PGTs and Vice Principal, a situation which neither exist in any other organization nor is in conformity with well established principles of HRM . The amendments apparently give undue importance to a memory based examination where a PGT is not tested in what he is doing but what he might be supposed to be acquainted with should he/she be selected as Vice Principal. Experience and academic achievements of a teacher have not been given due importance in the new scheme. Experience gives maturity and builds capacity to deal in a realistic manner with day to day needs and problems of young students of different calibers and social backgrounds and it should not be belittled *vis-a-vis* bookish knowledge particularly in schools where young and impressionable minds of students are shaped.

7.11 The Committee was given to understand that due to effect of this amendment a large number of PGTs were completely disillusioned as it has resulted in a situation in which very junior PGTs with just five years of service qualify the memory based objective type exam introduced by Sangathan and become Vice Principals and in that capacity are required to control and guide their erstwhile very senior PGTs with 25 or 30 years of service and this may give rise to various organizational problems which may not be conducive to creation of an environment of learning and excellence in Vidyalayas. KVS makes its own recruitment through an agency controlled by it unlike Central Government where all recruitment are made by independent bodies like Union Public Service Commission and Staff Selection Commission and the proposed amendments have the potential of being misused by officials of Sangathan to give accelerated promotions to their favored ones and victimization of others. **The Committee further notes that no such fast track promotions have been introduced in non teaching posts from Assistant Commissioner to Commissioner and wonders why the same logic has not been applied to those posts.**

7.12 To a query of the Committee as to whether introduction of cent per cent filling of post of Vice Principal in Kendriya Vidyalaya by Departmental/direct recruitment undermines importance of experience, subject expertise *viz-a-viz* capacity to memorize and to reproduce, the Department has informed that 6 years experience as PGTs for direct recruitment and 5 years experience for PGTs for limited departmental examination is still required. The Committee is, however, of the opinion that 5 or 6 years experience is not sufficient to acquire the level of maturity needed for the post for Vice-Principal. In reply to another query, the Department has stated that questions relating to establishment and financial matters are very relevant for the post of Vice-Principal in view of duties of that post and that has been cited as a rationale for testing PGTs in financial and establishment rules. Caliber of a person is best judged by testing him on what he knows than what he may be required to know in future if promoted. It is on this principle that candidates to be recruited even to prestigious positions like Indian Administrative Service (IAS) are tested in the subjects which they have studied and not in the financial and establishment rules that they may be required to deal with if selected. Once a person is selected, he/she is given necessary training in these rules. **In view of its above-mentioned arguments the Committee feels that testing of PGTs in establishment and financial rules for promotion to the post of Vice-Principal is not appropriate and it needs to be reconsidered.**

7.13 In response to another query, the Department stated that no legal opinion was sought by it as amendments were approved by the Board of Governors of Kendriya Vidyalaya Sangathan in its 96<sup>th</sup> meeting held on 28.01.2014. Kendriya Vidyalaya Sangathan being an instrumentality of the

State is bound by the law of the country and if something is illegal that would not become legal merely because it has been approved by the Board of Governors of Kendriya Vidyalaya Sangathan. Similarly, in response to a query as to whether the amendments result in a situation where direct recruitment gets provided in all post from primary teacher to principal which seems to have no parallel in any organization, the Department has informed that Kendriya Vidyalaya Sangathan being an autonomous body under the Ministry of Human Resources Development frames its own Recruitment Rules as per the requirement of the Sangathan. All Recruitment Rules are duly approved by the Board of Governors of Kendriya Vidyalaya Sangathan which is the supreme policy decision making body. **The Committee does not agree with this reply. The Kendriya Vidyalaya Sangathan being an instrumentality of the State and being funded from the Consolidated fund of India is accountable for its action and is required to give proper reasons for its decision. In the year 2015-16 alone Kendriya Vidyalaya Sangathan has a plan budgetary allocation of ₹875 crores and non-plan allocation of ₹2403.47 crores. Kendriya Vidyalaya Sangathan or any other organization of the Government cannot take arbitrary or whimsical decision and is bound to provide reasons for its decisions and justify its actions.**

7.14 In view of above, the Committee strongly recommends that amendments by the Kendriya Vidyalaya Sangathan which have reduced promotion to the post of Vice-Principal through seniority-cum-selection method to zero per cent even though earlier it used to be 100 per cent be repealed forthwith and original position of 100 per cent promotion through seniority-cum-merit be restored. The Committee feels that this has happened mainly due to absence of a clear cut transfer and promotion policy in KVS. Such a policy should be put in place at the earliest to avoid discretion etc. in these matters.

## VII. NAVODAYA VIDYALAYA SAMITI

8.1 The Navodaya Vidyalaya Samiti, an autonomous Organisation under the Ministry of Human Resource Development runs Jawahar Navodaya Vidyalayas. These vidyalayas are fully residential, co-educational institutions providing education upto senior secondary stage to the talented children pre-dominantly from the rural areas. As on date, the samiti has sanctioned 598 Jawahar Navodaya Vidyalayas for 576 districts out of which 589 JNVs are functional.

8.2 According to the Department construction work for JNVs is sanctioned in phases on requirement basis. Out of 589 functional JNVs, 442 JNVs have adequate infrastructure based on present student strength. Out of the remaining 147 JNVs, 62 are functioning from temporary sites provided by the State Governments and in 85 JNVs phase-B work is under progress at various stages. It may be noted that out of 62 JNVs functioning from the temporary sites 26 are in the North-East States of Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland and Sikkim. The remaining JNVs functioning from temporary sites are in the States of Chhattisgarh, Madhya Pradesh, Odisha, Himachal Pradesh, Jammu & Kashmir, Andhra Pradesh, Rajasthan, Bihar, Jharkhand, West Bengal, Gujarat and Maharashtra. **The Committee observes that since the JNVs cater to the educational needs of children from rural/remote areas, which have traditionally been lacking school facilities, every school sanctioned for such area must be run with proper infrastructure i.e. permanent school buildings and other facilities if educational needs of children of such areas were to be fulfilled in true sense. Therefore, 62 JNVs running from temporary sites, out of which 26 being in North-East, is a cause of major concern for the Committee. The Committee feels that tribal and border areas already lack in adequate infrastructure and school facilities, therefore, creating school infrastructure in these areas should be our top priority. The Committee, accordingly, recommends that procedural bottlenecks, administrative formalities with regard to construction work, identification of land, building plans etc. must be removed on priority basis so that sanctioned JNVs start functioning from permanent buildings with proper infrastructure.**

8.3 The Committee's attention was also drawn to the number of teaching and non-teaching staff vacancies in JNVs. **The Committee notes that 1140 vacancies of PGT, and 826 posts of TGT were vacant. In all out of 12917 total teachers posts 2276 posts were lying vacant. In non-teaching staff also out of 9154 posts 1627 were lying vacant. The Committee feels that such a large number of teaching and non-teaching posts lying vacant is a cause of serious concern. Since, the JNVs cater to the needs of rural children, the Committee would like the Department to take steps to ensure that all the posts are filled up expeditiously so as to ensure quality education to children in rural areas.**

8.4 The Committee's attention was also drawn to the academic performance of the JNVs. Figures for the last three years reveal the following:-

Year Class	2011-12		2012-13		2013-14	
	X	XII	X	XII	X	XII
Pass Percentage	9.58	95.96	99.73	96.14	99.80	97.67

The Committee, taking into account the academic performance of the JNVs, would suggest the expansion of the scheme to each block of the country especially in tribal, border and rural areas which would not only improve the condition of the schooling system in these areas but would also open-up immense educational opportunities for the children in these areas.

#### IX. RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN

9.1 To universalize access and to improve quality of education at secondary stage, the Rashtriya Madhyamik Shiksha Abhiyan, a Centrally Sponsored Scheme was launched in March, 2009. The objective of the RMSA is to enhance access and improve quality of education at secondary stage, while ensuring equity. The scheme envisages enhancing the enrolment for classes IX-X by providing a secondary school within a reasonable distance of every habitation, improving the quality of education imparted at secondary level through making all secondary schools conform to prescribed norms, removal of gender, socio-economic and disability barriers, universal access to secondary level education by 2017 and universal retention by 2020. From 2014-15, the other existing centrally sponsored schemes *i.e.* ICT in schools, Girls' Hostel, Inclusive Education for Disabled at secondary stage and vocational education have been subsumed under RMSA. According to the Department, the subsuming of other schemes under RMSA would add to fund availability under RMSA and would also cover the segment of higher secondary by covering aided schools also. The Department listed the following physical targets and achievements till 2014-15 (upto December, 2014) under the various components of RMSA (integrated) as under:-

#### RMSA

Physical component	Target for 12 <sup>th</sup> FYP	Approval
Opening of new schools	1854	In 2012-13 to 2014-15 <i>i.e.</i> in three years total 1075 new schools have been sanctioned out of which 30 schools have become functional
Strengthening of existing schools	Gaps of all Secondary schools	In 2012-13 to 2014-15 <i>i.e.</i> in three years total 2576 schools have been approved for strengthening.
Appointment of additional teachers	127000	6354 teachers for new secondary schools have been approved.

The year-wise new schools approved and status on becoming functional under RMSA is as under:-

Year	Approved new secondary schools	Functional schools as on 31.5.2014
2009-10	2430	9239
2010-11	3233	
2011-12	3775	
2012-13	0	
2013-14	803	
2014-15	272	
<b>TOTAL:</b>	<b>10513</b>	

#### **Girls Hostel**

Physical Target	Approval	Functional	Girls admitted
Setting up of Girls Hostel in all the EBBs (3453)	2160	536	33783

#### **ICT in Schools**

Physical Target	Approval	Functional
ICT interventions coverage to all senior secondary and secondary schools	87096	70484

#### **IEDSS**

Physical Target	Approval
All children with special need (CWSN) to be covered	2.12 lakh CWSN have been covered under the component in 2014-15

#### **Vocational Education**

Physical Target	Approval
All States to be covered	25 States covering 2035 schools have been supported

9.2 A perusal of the targets and achievements under RMSA during the first three years of the Twelfth plan period, the Committee notes that achievements have not been optimum as compared to targets. During the entire Twelfth plan a total number of 1854 new schools were to be opened. However, from 2012-13 to 2014-15 only 1075 new schools out of 1854 could be sanctioned. Further out of 1075 sanctioned schools only 30 schools have become functional. While all the existing secondary schools were supposed to be strengthened, only 2576 schools have been approved so far for strengthening. As against, 127000 additional teachers to be appointed, only 6354 teachers could be approved. **The Committee finds that there has been a gap in the targets and achievements which indicate slow implementation of the scheme or bottlenecks**



**in its implementation. One of the reasons given for shortfall in the target set and achieved was delay in implementation by the State implementing societies. Now that the other components have been added to the scheme, efforts are required to identify bottlenecks and taking of remedial measures for expeditious implementation of the scheme.**

9.3 The Committee also takes note of the physical targets and achievements of the other component schemes under RMSA. The Committee finds that in respect of Girls Hostel Scheme the target was to set up Girls' hostel in all the Educationally Backward Blocks (EBBs) of the country. Out of 3453 EBBs approval for setting up of Girls' hostel in 2160 EEBs has been given. Surprisingly even out of 2160 only 536 Girls' hostel are functional. Similar gaps in targets and achievements are seen in ICT in schools, IEDSS and vocational education schemes. **The Committee feels that these schemes have not been able to expand their outreach thus defeating the very objectives of the schemes. In view of the slow implementation of the schemes, the Committee feels that merger with RMSA would slow down the implementation of ambitious RMSA scheme itself leading to a situation where gains of optimal enrolment at elementary stage would be negated. In view of this, the Committee feels that time bound achievements of the targets through effective implementation and monitoring would be required.**

9.4 The Committee also notes the trend of allocation and expenditure in respect of RMSA and other schemes for the first three years of Twelfth plan as indicated below:-

#### **RMSA**

(₹ in crore)

2012-13			2013-14			2014-15		
B.E.	R.E.	Actual	B.E.	R.E.	Actual	B.E.	R.E.	Actual as on 28.2.15
3124.00	3172.00	3171.00	3983.00	3123.00	3045.90	5000.00	3480.00	3103.00

#### **Girls Hostel**

(₹ in crore)

2012-13			2013-14			2014-15
B.E.	R.E.	Actuals	B.E.	R.E.	Actuals	Combined with RMSA
450.00	327.00	318.58	450.00	376.25	372.32	

#### **ICT in Schools**

(₹ in crore)

2012-13			2013-14			2014-15
B.E.	R.E.	Actuals	B.E.	R.E.	Actuals	Combined with RMSA
350.00	350.00	351.97	350.00	559.14	559.14	

**IEDSS**

(₹ in crore)

2012-13			2013-14			2014-15
B.E.	R.E.	Actuals	B.E.	R.E.	Actuals	Combined with RMSA
70.00	28.05	27.08	50.00	50.00	41.42	

**Vocational Education**

(₹ in crore)

2012-13			2013-14			2014-15
B.E.	R.E.	Actuals	B.E.	R.E.	Actuals	Combined with RMSA
98.00	80.00	79.71	80.10	65.20	65.12	

9.5 The Committee finds that there is a huge gap between the allocation and the actual expenditure under the RMSA. The trend of allocation and expenditure of the last two years *i.e.* 2013-14 and 2014-15 reveals that the allocation was reduced at RE stage in both the years and the actual expenditure was even lower than the reduced RE allocation. The Committee notes that the total outlay for the RMSA during the Twelfth Plan period is ₹27466 crore out of which less than 50 per cent has been allocated during the first three years of the plan. The Committee feels that RMSA is an ambitious scheme aimed at sustaining the optimum enrolment of elementary level to secondary level, there should not only be optimum utilization of funds but also optimum required allocation of funds under the scheme. As for the subsumed schemes the Committee finds that actual utilization of funds have been lower than the RE allocation under the Girls' hostel, IEDSS and vocational education schemes for the years 2013-14 and 2014-15. Fund utilization in ICT in schools scheme has been optimum during the years 2012-13 and 2013-14. Now that these schemes have been subsumed under RMSA, the Committee is of the considered opinion that enhanced funds should be made available under the RMSA integrated scheme. The Committee would also like the Department to have focussed strategies in co-ordination with the States/UTs for smooth and effective implementation of the scheme.

9.6 The Committee during its visit to Srinagar and Leh received a large number of suggestions for effective implementation of RMSA and regular release of funds under the scheme. The Government authorities in both the regions, especially, in Leh brought to the notice of the Committee that due to difficult terrain and extreme cold weather conditions the time period available for carrying out construction activities is very limited and that is the main reason for non spending of funds by them. They have, therefore, suggested that in view of the extreme and hard geographical conditions in this region, the funds may be released to them immediately in April itself and the time period to spend the money also be increased so that full allocation may be utilized. The Committee agrees with the suggestion put forward by them and directs the Department to take into consideration this peculiarity especially in Leh and work in close co-ordination with the State Government for effective implementation of the scheme and optimum utilisation of funds.

## X. NATIONAL SCHEME OF INCENTIVE TO GIRL CHILD FOR SECONDARY EDUCATION

10.1 The centrally sponsored Scheme “National Scheme of Incentive to Girl Child for Secondary Education” was launched in May, 2008 with the objective to establish an enabling environment to reduce the dropout rate and to promote the enrolment of girl child belonging mainly to SC/ST communities in secondary schools. Under the Scheme, a sum of ₹3000 is deposited in the name of the unmarried eligible girls as fixed deposit, who are entitled to withdraw it along with interest thereon on attaining 18 years of age and passing 10<sup>th</sup> class. The Scheme covers (i) all girls belonging to SC/ST communities who pass class VIII and (ii) all girls who pass class VIII examination from KGBVs, irrespective of they belonging to SC/ST, and enroll in class IX in Government, Government-aided and local body schools.

10.2 The BE and RE allocation for the scheme during the years 2013-14 and 2014-15 was ₹100.00 crore. However, actual utilization of funds as on 31.3.2014 and 31.1.2015 was ₹94.12 and ₹79.49 crore respectively. The Committee would like to know the reasons for funds remaining under-utilized especially during the year 2014-15.

**10.3 The Committee observes that the Scheme is aimed at promoting enrolment of girls belonging to weaker sections of the society at secondary school level and also to reduce their dropout rate at secondary and higher secondary stage. The Department should pursue with the respective State Governments/UT Administrations to make maximum use of the Scheme. The Committee would appreciate if the Department encourages the States/UTs to popularize the scheme amongst the weaker sections of the society to enhance its outreach and also ensure that funds are utilised to the full extent to achieve better results.**

## XI. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME

11.1 The National Means-Cum-Merit Scholarship Scheme, another Centrally Sponsored Scheme was launched in 2008-09. Under the Scheme, one lakh scholarships of ₹6000/- per annum per student were to be awarded to the selected students each year for study in classes IX to XII. The objective of the Scheme is to award scholarships to meritorious students of economically weaker sections to arrest their drop out at class VIII and to encourage them to continue in the secondary stage *i.e.* upto class XII. 100 per cent funds are provided by the Central Government for the scheme. From 1.1.2013 the scheme is covered under the Direct Benefit Transfer (DBT).

11.2 The BE, RE and actual expenditure under the scheme for the last three years are as under:–

(₹ in crore)

2012-13			2013-14			2014-15		
B.E.	R.E.	Actuals	B.E.	R.E.	Actuals	B.E.	R.E.	Actuals as on 28.2.15
70.00	70.00	62.00	70.00	95.00	88.72	70.00	70.00	61.41

The Committee notes that the funds have remained under utilized under the scheme during the year 2014-15 indicating that the benefits of the scheme have not reached to the intended beneficiaries. Out of an allocation of ₹70.00 crore only ₹61.41 crore could be utilized upto 28.2.2015. The Committee would appreciate if the reasons for underutilization of funds during 2014-15 are given to it. The BE allocation under the scheme for the year 2015-16 has been kept at ₹70.00 crore. Around 1.12 lakh scholarships are expected to be awarded during 2015-16.

11.3 The Committee was informed that all the States/UTs except Lakshadweep have taken the benefit of the scheme since its launch. According to the information made available to the Committee for the year 2014-15, the following States/UTs had the minimum number of students covered under the scheme:-

States/UTs	No. of students
Sikkim	3
Uttarakhand	26
Daman and Diu	49
Arunachal Pradesh	103
A&N Island	116
Mizoram	137
Tripura	185
Nagaland	225
Chandigarh	238

From the above data the Committee notes that in nine States/UTs less than 250 students are covered under the scheme. Coverage of scheme in the North-East Region is particularly low. Maharashtra with 29478 students had the maximum number of students covered under the scheme followed by Kerala 13803, Karnataka 10803, Tamil Nadu 9760, Odisha 7564, Bihar 5088, Punjab 4966, Uttar Pradesh 3142 and Andhra Pradesh with 3061 students. The above details indicate that all the States/UTs have not been taking full benefit of the scheme. The Committee feels that there appears to be a lack of interest on the part of the States/UTs in the scheme reasons for which needs to be found out. The Committee, recommends to take remedial measures accordingly for making it more attractive. Required publicity may also be given to the scheme to expand its outreach.

## XII. ADULT EDUCATION AND SKILL DEVELOPMENT SCHEME (SAAKSHAR BHARAT)

12.1 The National Literacy Mission Scheme has been recast as “Saakshar Bharat” and made operational *w.e.f.* 1<sup>st</sup> October, 2009. Initially, the Scheme was in operation till 31<sup>st</sup> March, 2013 but now it has been extended and included in the Twelfth Plan. Saakshar Bharat envisages the following:- (i) achieve 80 per cent literacy; (ii) minimize regional disparities in literacy; (iii) reduce gender gap in literacy to 10 percentile points.

12.2 Saakshar Bharat is confined to the districts having adult female literacy rate of 50 per cent or less as per census of 2001. 410 districts covered under criteria have been identified in 26 States and one Union Territory. Besides, 35 districts affected with worst left wing extremism are also to be covered under the Scheme irrespective of their adult female literacy rate. Prime focus of Saakshar Bharat is women but the programme does not exclude men from its ambit. The Programme is to be implemented through Panchayati Raj Institutions.

12.3 According to the Department upto 30/11/2014, the following were the achievements of Saakshar Bharat:-

- 1.53 lakh Adult Education Centres set up;
- Survey has been completed in 1,28,562 gram panchayat;
- 9,99,64,574 teachers identified;
- Teaching learning process commenced in 34,43,504 literacy centres.

Committee's attention was also drawn to the result of the biannual basic Literacy Assessment tests conducted by the National Institutes of Open Schooling (NIOS). It was informed that 2.86 crore learners out of 3.92 crore learners had successfully passed the Assessment Tests under basic literacy up to March, 2014. In addition about 41 lakh learners had taken up the Assessment Tests held in August, 2014. Data in respect of 3667247 learners was received out of which 2715054 learners were declared successful. Result of remaining learners was under compilation. **The Committee appreciates the outcomes of the Saakshar Bharat programme under the Adult Education and Skill Development Scheme. The Committee recommends greater expansion and periodic evaluation of the scheme with strengthening of monitoring mechanism so that learning skills and outcomes of the learners are sustained.**

12.4 The Committee's attention was also drawn towards the budget allocations and expenditure under the scheme for the years 2013-14 and 2014-15. The details of which are as under:-

(₹ in crore)

2012-13			2013-14		
B.E.	R.E.	Actual (31.3.2014)	B.E.	R.E.	Actual (31.3.2014)
572.00	354.00	297.28	450.00	371.35	272.86

The Committee notes that the allocated BE of ₹572.00 crore for the year 2013-14 was reduced to ₹354.00 crore at RE stage. The actual expenditure was even less than the RE allocation. Further, during 2014-15, the BE allocation was kept at ₹450.00 crore which was reduced to ₹371.35 crore at RE stage. This year also the actual expenditure was less than the RE allocation. The Committee feels that lower actual expenditure shows that the benefits of the scheme are not reaching to the targeted beneficiaries or there are implementation flaws. The Committee would appreciate if the implementation of the scheme is improved. The Committee further notes that this scheme has been subsumed under the support to Educational Development including teacher Training and Adult Education and an outlay of ₹450.00 crore for the year 2015-16 has been kept in BE allocation. The Committee apprehends that subsuming of the scheme may dilute the objective of the Saakshar Bharat scheme which caters to specific groups of the society across the country. The Committee hopes that the Department would ensure smooth and effective implementation of the scheme by employing innovative methods.

### XIII. CONCLUSION

13.1 School Education is the basic aspect of a nations' life. Good quality school education goes a long way in shaping the quality of people and ultimately of the nation. Over the years, Department of School Education and Literacy has been striving to strengthen the elementary and secondary education system in the country. There is no denying the fact that quantitative expansion of education has taken place across the country but a lot more remains to be done on the qualitative aspect. Therefore, all the stakeholders viz Central/State Governments, Union Territory Administrations, society and others need to come together on one platform and focus on both these aspect of Education. The Department has to play the role of a co-ordinator especially with respect to the allocation of funds to the States and ensuring better utilisation thereof so as to achieve the maximum results which would go a long way in improving the social status of the lower strata of society who have remained outside the growth and development attained so far. The Committee further believes that Department has all the expertise and capacities at its command and if the things are taken in mission mode they would surely succeed in giving a better and desired shape to the future of the country.

## RECOMMENDATIONS/OBSERVATIONS OF THE COMMITTEE — AT A GLANCE

### II. BUDGETARY ALLOCATION

The Committee finds that there has always been a gap between the projected requirement of funds and allocations to the Department for its various schemes. Taking into account the fact that SSA/RTE, MDM and other Programmes of the Department are major social sector schemes meant to create a network of educational facilities for all sections of the society across the country with focus on universal access, retention, social and gender parity, greater amount of funds is required for each of these schemes/programmes. However, lower allocation of funds for each of these programmes does not match the objectives to be achieved. Inadequacy of funds would certainly adversely impact the outreach of the schemes to the remote and tribal/border areas lacking school infrastructure and other facilities, unserved habitats, disadvantaged groups, backward and poor people having no access to school facilities defeating the very objectives of the schemes. (Para 2.5)

The Committee recommends that the Department should make concerted efforts to optimally utilize the allocated funds if the desired goals of various schemes were to be achieved. The Committee has been showing its concern about funds remaining under-utilized year after year terming it as unacceptable positions. Being the nodal Department for School Education and Literacy, it is the responsibility of the Department not only to get the required funds allocated but also to ensure their optimum and judicious utilization at least as per the spending formula laid by the Ministry of Finance in this regard. (Para 2.9)

#### Pending Utilization Certificates and availability of Unspent Balances

The Committee is fully aware of the fact that various schemes of the Department are implemented in accordance with the Annual Action Plan. Pending Utilization Certificates are indicative of the non-adherence of the financial norms of the schemes and availability of unspent balances indicates slow pace leading to targeted beneficiaries not being covered fully as also physical targets for various schemes remaining unachieved. The Committee reiterates that the Department has to be more vigilant in realizing its fiscal responsibility and that the Department should initiate steps for liquidating old pending Utilization Certificates expeditiously and facilitating the implementing agencies to submit the same in time. The Department should also pursue the issue of unspent balances with the State Governments/UTs to ensure that the allocated funds are utilized optimally and judiciously. Besides, the Committee would like to be apprised of the latest State-wise figures of outstanding Utilization Certificates and also the amount of unspent balances. The Committee once again emphatically states that factors responsible for funds remaining unutilized need to be identified and remedial measures taken accordingly. The Committee also calls upon the States and other implementing agencies to treat the matter of Utilization Certificates and unspent balances with all seriousness so that the pace of the schemes does not suffer. (Para 2.11)

### III. ENROLMENT, RETENTION AND DROP OUT

#### (i) GER/NER

The Committee is happy to note that the country has almost achieved the goal of

universal access at primary level and there is considerable improvement both in GER and NER at upper primary level. However, at upper primary level both GER and NER show decline with NER showing a sharper decline. NER of 70.20 per cent reflect that around 30 per cent children drop out of the schools by the time they reach class VIII, therefore, for maintaining the optimum GER and NER at upper primary level is still a challenge for the Department. The Committee is aware that a number of factors such as non-availability of schools in neighbourhood, poor school infrastructure, non-availability of adequate number of teachers, teachers absenteeism and other socio-cultural barriers are responsible for sliding GER and NER at upper primary level. The Committee however, feels that notwithstanding these constraints, the gains of optimum enrolment at primary level are negated if the same level of enrolment is not sustained at upper primary level. The Committee would like to draw the attention of the Department to the three most crucial parameters of RTE/SSA *i.e* availability of neighbourhood schools, proper school infrastructure with all the facilities and the availability of required number of teachers in the schools, which were required to be pursued in a mission made manner and completed within a stipulated timeframe. The Committee feels that inspite of the considerable progress made in this regard, the ground realities might be different and perhaps these factors may be contributing towards sliding GER and NER at upper primary level. The Committee would like the Department to make State specific assessment about the GER and NER at primary level ascertaining the factors responsible for low GER and NER at upper primary level and take corrective measures. (Para 3.1)

(ii) Drop out

The Committee appreciates the reduction in the overall dropout rate and the dropout rate of the girl students and the students of SC/ST categories. However, the Committee feels that dropout rate is still high for all categories of students and is particularly high in the case of SC/ST students. Keeping in view the mandate of RTE/SSA to attain optimum enrolment the need is to reduce dropout rate for all categories of children to zero per cent which is still a daunting task. The Committee feels that a concerted effort is required to retain all students in the schools till the completion of elementary cycle of Eight years of schooling. The Committee would appreciate if the Department take up the issue of dropout with the States/UTs and employ specific interventions to bring the dropout rate to zero per cent for all categories of students. (Para 3.2)

(iii) Out of School Children

The Committee feels it is not a happy situation that over 60 lakh children are out of school. Still worrisome fact is that majority of the out-of-school children belong to the disadvantaged communities *viz* scheduled castes, scheduled tribes, minorities, migrants, children with special needs, deprived children, working children, children in difficult circumstances *i.e.* those living in difficult terrain, children from displaced families and areas affected by civil strife. Attention of Committee was drawn to the fact that while discussing the issue of social access and equity, the tendency was to confine it to broad categories like SC, ST, Muslims, Girls etc. However, our social realities are too complex as there are more disadvantaged within the disadvantaged groups. The Committee feels that there is a need to identify all the out-of-school children and to mainstream them to appropriate classes by adopting a flexible approach. All this requires taking concerted efforts to reach out to the out-of-school children. The Committee feels that the Department should shift its focus from schooling to learning for these children and also envisage new ideas and schemes so that they are attracted to schools. (Para 3.4)

#### **IV. SARVA SHIKSHA ABHIYAN/RIGHT TO EDUCATION**

##### **Funding and Fund sharing pattern for RTE/SSA programme**

In view of new system of funds allocation, if the required funds were delayed it would be impossible to maintain the pace of this scheme. The Committee calls upon the States to contribute the required funds in time to avoid any dilution of the goals of RTE/SSA. The Committee, therefore, recommends that all out efforts be made by the Centre and the States in this regard so that the implementation of RTE/SSA programme, which caters to the needs of the society at large, is not held up. (Para 4.10)

The Committee feels that RTE/SSA programme, largely being a Central Government initiative, is the responsibility of the Government for mobilizing adequate resources to achieve the mandates of the RTE Act. It is a known fact that time and again States/UTs have been pressing for more funds for implementing the provisions of the RTE Act. The RTE obligates the States/UTs to ensure completion of free and compulsory education from class I to VIII for all children in a neighbourhood school, make provisions for buildings and infrastructure, maintaining norms and standards relating to Pupil Teacher Ratio, increased school working days, appointment of appropriately trained teachers and developing curriculum for all around development of the children through a system of child-friendly and child-centred learning. It is believed that the States/UTs are not able to fulfil many of these mandates mainly on account of inadequacy of the funds. This indicates lack of the required commitment on the part of the Central and State/UT governments to strive for universalization of quality elementary education for all. In view of the above, the Committee recommends that adequate funds be mobilised at the earliest for implementing the Scheme. (Para 4.11)

##### **Infrastructure Development under RTE/SSA**

The Committee would like the Department to keep an eye on the ground reality with respect to infrastructures created in various States and to take up the issue on priority basis with States/UTs which shows dismal and slow performance. The Committee would like to reiterate that all the schools must be run as per the mandate of RTE with proper infrastructure having sufficient facilities. The Committee views the inadequacy of infrastructural and facilities seriously and desires the Department to play a more pro-active role in persuading the States/UTs in creating the required infrastructure facilities in a time bound manner. Another related issue with the infrastructure creation is the design of the school buildings. The Committee feels that irregularly planned schools not only disturb the students but also has an adverse impact on the whole range of activities of the schools. The Committee accordingly recommends that the school buildings must be designed in such a manner that it helps in attracting the students to them. (Para 4.15)

##### **Quality of Education under RTE/SSA**

The Committee would like to state that concerted efforts are required to ensure that a minimum set of cognitive skills are acquired by all the children during eight years of elementary school education. This would require, besides the existing initiatives of the Department, ensuring availability of trained teachers, developing good curriculum and innovative pedagogy. Teacher absenteeism and lack of accountability should also be addressed so as to ensure quality education for all children at elementary level to make their basic education foundation strong. (Para 4.20)



The Committee would also like to observe that there is a need to make the elementary education syllabus more child-friendly so that it has enough space to cover visual and performing arts, physical education and teaching of human values to students. (Para 4.21)

The Committee feels that the 'no detention' policy in its present form works against the children particularly of those children coming from disadvantaged categories for whom it has been specially designed. It is a known fact that learning outcomes are very poor in rural areas than the urban areas. The Committee would like the Department to reconsider the policy of 'no-detention' upto class VIII accordingly. (Para 4.22)

Improvement of the quality of education is strongly linked to the quality of physical space, textual materials, classroom processes, academic support to the teachers, assessment procedures and community involvement. All these areas should receive support, while adequate inputs and infrastructure are necessary for the proper functioning of schools, inputs will not automatically translate into effective teaching-learning processes or satisfactory learning outcomes. Therefore, improving school inputs is the starting point in improving educational quality and concerted efforts for building a strong systemic focus on teacher capacity, improving school leadership/management, strengthening academic support system, better community and parents' participation, measuring and improving learning outcomes in a continuous manner is required. Such a focus should be on provision for child-friendly schools and systems in teaching and learning processes as well as in improved water, sanitation, hygiene and mid-day-meal practices. The Committee would like the Department to take into account these observations. (Para 4.23)

#### Initiatives towards Girls' Education under RTE/SSA

##### Kasturba Gandhi Balika Vidyalayas

The Committee finds that the overall enrolment percentage of the Minorities and the BPL girls in KGBVs is abysmally low. Further even in Muslim concentration districts, the enrolment percentage of muslim girls is very low. The Committee feels that the muslim girls are not coming forward to join KGBVs in even muslim concentration districts, the probability of their being enrolled in other areas in large numbers is remote. Another area of concern for the Committee is girls from economically weaker families not availing of this facility as envisaged under the scheme. The Committee is of the view that public awareness about the targeted areas and the benefits of the KGBV Scheme needs to be taken to higher levels of penetration in targeted areas with increased intensity as well as with more participation of Gram panchayats and community leaders in its implementation. (Para 4.26)

##### Beti Bachao Beti Padhao

The Committee appreciates this endeavour of the Department and hopes that positive outcomes will result from the scheme. (Para 4.27)

#### Teacher Recruitment and Training under RTE/SSA

The Committee would recommend to the Department to ensure filling up of all existing teacher vacancies in the States/UTs, if qualitative expansion of elementary education is to be achieved. The Committee would like to emphasize that there should remain no gap between the number of teachers required and teachers recruited, not only

in the underperforming States/UTs but also in all other States/UTs. A mission mode approach should be applied in recruiting targeted number of teachers. (Para 4.29)

The Committee finds that no training has been given to untrained teachers in a number of States/UTs. The Committee does not know the reasons for this and desires to have State-wise figures of service teachers requiring professional training and the number of untrained teachers in the States/UTs. The Committee would also like to know what steps the National Council for Teachers' Education is taking to ensure that only professionally qualified teachers are appointed under RTE/SSA to provide quality education to children. (Para 4.31)

## V. NATIONAL PROGRAMME OF MID-DAY-MEAL IN SCHOOLS

### Fund utilization under MDM Scheme

The Committee notes that there has always been a gap in the allocation of funds and their utilization under the MDM scheme. According to the Department, one of the reasons for underutilization of the funds is the availability of unspent balances with the States/UTs in the beginning of the financial year. The Committee feels that the maximum utilization of funds under the scheme should be made each year as the scheme is meant for the welfare of the small children. The Committee would appreciate if the Department takes concerted efforts to facilitate/motivate the States/UTs to achieve optimum utilization of the funds. (Para 5.3)

### Lifting of foodgrains

The Committee is aware of the fact that many States/UTs have opening balance of foodgrains in the beginning of the year and that the allocation of foodgrains under the scheme is done on the basis of number of children and working days approved by the Project Approval Board (PAB) based on the performance of the States/UTs upto third quarter of the preceding year. Meticulous planning needs to be done before approving the number of children and working days in a year, to avoid the availability of opening balance of the foodgrains with the States/UTs in the beginning of the year. The Committee can only conclude that either there are some grey areas in the projected requirements of foodgrains or all the targeted beneficiaries are not being covered under the scheme. Either way, it is a fit case for making analysis and taking corrective measures. The Committee would further like the Department to take up the matter with the concerned States/UTs and ensure follow-up action required in this regard. (Para 5.4)

### Infrastructure under MDM Scheme

The Committee would like to point out that this parameter was supposed to be completed by the 31<sup>st</sup> March, 2013 under the mandate of the RTE Act. Backlog and slow progress in the construction of Kitchen-cum-Stores is a cause for serious concern for the Committee. Availability of Kitchen-cum-Stores is the very basic requirement of the MDM Scheme. Proper Kitchen-cum-Stores have to be in place. Only then, it can be ensured that students are being served good quality meal as mandated under the Scheme. The Committee would like to be apprised of the reasons for such a slow pace of construction of stores. The details of monitoring mechanism for ensuring timely completion may also be provided. The Committee would recommend State-specific follow-up action for completing construction of Kitchen-cum-Stores in these States. (Para 5.6)

### Quality of Food

The Committee notes the various measures and initiatives taken by the Central and State Governments with respect to the maintenance of quality of food being served to the students under MDM Scheme. The Committee, is, however, also aware that a large number of complaints regarding poor quality of food served to students all over the country reported in the media. The Committee feels that either the aforementioned measures largely remain on paper and are far way from ground realities or there is no proper monitoring mechanism put in place to check these kinds of reports and to provide remedial measures. (Para 5.12)

The Committee therefore, strongly feels that the implementation of MDM scheme needs a very strong and effective supervisory mechanism. The best practices and initiatives in some States can easily be adopted by schools in other States/UTs. The Department should motivate the other States/UTs by sharing such information with them. The other suggestions which the Committee wants the Department to consider is that the teachers, as far as, possible be taken off from all MDM duties and specialised staff be deployed for this purpose. (Para 5.13)

### VI. TEACHER EDUCATION

The Committee appreciates the large-scale initiatives taken by the Department to strengthen teacher education in the country. However, inspite of all these concerted efforts there is no denying the fact that standard of teaching in most Government and private sector schools at elementary level is a cause for serious concern. The fact that most children cannot read or write upto V Standard, especially in rural areas, indicates that our education system has remained more focussed on quantitative expansion rather than qualitative. The Committee feels that there is a need to focus on improving the standard of teaching in the schools especially in rural, tribal, extremism affected and remote areas. (Para 6.6)

The Committee has been making observations in its previous reports also about the vacant positions in the teacher education institutions. It has been the Committee's consistent opinion that teacher education institution would not be strengthened unless all the sanctioned academic posts have been filled up. If 40 to 50 per cent of the posts are lying vacant in teacher education institutions, then the Department's claim of there being fully functional and strengthened teacher education institutions cannot be taken seriously. Further, the quality of teaching in the schools cannot be improved, unless the quality of teacher education and institutions thereof are also improved. This cannot be done, if the optimum faculties are not available in the teacher training institutes. The Committee hopes that the Department would make concerted efforts to ensure fully functional DIETs, CTEs and IASEs for teacher education. (Para 6.8)

### VII. KENDRIYA VIDYALAYA SANGATHAN

The Committee notes with serious concern that the delayed construction of building has become a perennial problem. In case of 177 KVs, the construction of buildings is yet to be started as the proposals are in various stages of procedural and administrative formalities. The Committee, would appreciate if the projects are awarded for construction only after all the procedural and administrative formalities have been completed. Under construction building also needs to be fast-tracked. The Committee would like to be informed about the latest position in this regard. (Para 7.3)

The Committee observes that the cumulative achievement of KVs in respect of infrastructure creation in the last three years is only 58 per cent. The Committee feels that the pace of construction of school buildings was quite slow in the first two years and picked up only during the last year. The Committee would appreciate if a steady pace of construction is kept and Procedural and Administrative bottlenecks removed at the shortest possible time so that planned KVS are operationalised in a time bound manner. (Para 7.5)

The Committee also took note of the suggestion of the Members that the Number of dispensation coupons given to the Members of Parliament for recommending admission to KVs in their respective constituencies is needed to be enhanced as a large number of requests are received by the Members during each academic year. The Committee recommends the Department to consider enhancing dispensation quota to the Members of Parliament. (Para 7.7)

The Committee strongly recommends that amendments by the Kendriya Vidyalaya Sangathan which have reduced promotion to the post of Vice-Principal through seniority-cum-selection method to zero per cent even though earlier it used to be 100% be repealed forthwith and original position of 100% promotion through seniority-cum-merit be restored. The Committee feels that this has happened mainly due to absence of a clear cut transfer and promotion policy in KVs. Such a policy should be put in place at the earliest to avoid discretion etc. in these matters. (Para 7.14)

## VII. NAVODAYA VIDYALAYA SAMITI

The Committee observes that since the JNVs cater to the educational needs of children from rural/remote areas, traditionally lacking school facilities, every school sanctioned for such area must be run with proper infrastructure *i.e.* permanent school buildings and other facilities if educational needs of such children were to be fulfilled in true sense. Therefore, 62 JNVs running from temporary sites, out of which 26 are in North-East, is a cause of major concern for the Committee. The Committee feels that tribal and border areas already lack in adequate infrastructure and school facilities, therefore, creating school infrastructure in these areas should be our top priority. The Committee, accordingly, recommends that procedural bottlenecks, administrative formalities with regard to construction work, identification of land, building plans etc. must be removed on priority basis so that sanctioned JNVs start functioning from permanent buildings with proper infrastructure. (Para 8.2)

The Committee feels that a large number of teaching and non-teaching posts lying vacant is a cause of serious concern. Since, the JNVs cater to the needs of rural children, the Committee would like the Department to take steps to ensure that all the posts are filled up expeditiously so as to ensure quality education to children in rural areas. (Para 8.3)

The Committee, taking into account the academic performance of the JNVs, would suggest the expansion of the scheme to each block of the country especially in tribal, border and rural areas which would not only improve the condition of the schooling system in these areas but would also open-up immense educational opportunities for the children in these areas. (Para 8.4)

## IX. RASHTRIYA MAKHYAMIK SHIKSHA ABHIYAN

The Committee finds that there has been a gap in the targets and achievements which indicate slow implementation of the scheme or bottlenecks in its implementation.

One of the reasons given for shortfall in the target set and achieved was delay in implementation by the State implementing societies. Now that the other components have been added to the scheme, efforts are required to identify bottlenecks and taking of remedial measures for expeditious implementation of the scheme. (Para 9.2)

In view of the slow implementation of the schemes, the Committee feels that merger with RMSA would slow down the implementation of ambitious RMSA scheme itself leading to a situation where gains of optimal enrolment at elementary stage would be negated. In view of this, the Committee feels that time bound achievements of the targets through effective implementation and monitoring would be required. (Para 9.3)

The Committee feels that RMSA is an ambitious scheme aimed at sustaining the optimum enrolment at elementary level to secondary level, there should not only be optimum utilization of funds but also optimum required allocation of funds under the scheme. As for the subsumed schemes the Committee finds that actual utilization of funds have been lower than the RE allocation under the Girls' hostel, IEDSS and vocational education schemes for the years 2013-14 and 2014-15. Fund utilization in ICT in schools scheme has been optimum during the years 2012-13 and 2013-14. Now that these schemes have been subsumed under RMSA, the Committee is of the considered opinion that enhanced funds should be made available under the RMSA integrated scheme. The Committee would also like the Department to have focussed strategies in co-ordination with the States/UTs for smooth and effective implementation of the scheme. (Para 9.5)

The Committee during its visit to Srinagar and Leh received a large number of suggestions for effective implementation of RMSA and regular release of funds under the scheme. The Government authorities in both the regions, especially, in Leh brought to the notice of the Committee that due to difficult terrain and extreme cold weather conditions the time period available for carrying out construction activities is very limited and that is the main reason for non spending of funds by them. They have, therefore, suggested that in view of the extreme and hard geographical conditions in this region, the funds may be released to them immediately in April itself and the time period to spend the money also be increased so that full allocation may be utilized. The Committee agrees with the suggestion put forward by them and directs the Department to take into consideration this peculiarity especially in Leh and work in close co-ordination with the State Government for effective implementation of the scheme and optimum utilisation of funds. (Para 9.6)

#### **X. NATIONAL SCHEME OF INCENTIVE TO GIRL CHILD FOR SECONDARY EDUCATION**

The Committee observes that the Scheme is aimed at promoting enrolment of girls belonging to weaker sections of the society at secondary school level and also to reduce their dropout rate at secondary and higher secondary stage. The Department should pursue with the respective State Governments/UT Administrations to make maximum use of the Scheme. The Committee would appreciate if the Department encourages the States/UTs to popularize the scheme amongst the weaker sections of the society to enhance its outreach and also ensure that funds are utilised to the full extent to achieved better results. (Para 10.3)

#### **XI. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME**

The Committee feels that there appears to be a lack of interest on the part of the States/UTs in the scheme reasons for which needs to be found out. The Committee,

recommends to take remedial measures accordingly for making it more attractive. Required publicity may also be given to the scheme to expand its outreach. (Para 11.3)

## **XII. ADULT EDUCATION AND SKILL DEVELOPMENT SCHEME (SAAKSHAR BHARAT)**

The Committee appreciates the outcomes of the Saakshar Bharat programme under the Adult Education and Skill Development Scheme. The Committee recommends greater expansion and periodic evaluation of the scheme with strengthening of monitoring mechanism so that learning skills and outcomes of the learners are sustained. (Para 12.3)

The Committee notes that this scheme has been subsumed under the support to Educational Development including teacher Training and Adult Education and an outlay of ₹450.00 crore for the year 2015-16 has been kept in BE allocation. The Committee apprehends that subsuming of the scheme may dilute the objective of the Saakshar Bharat scheme which caters to specific groups of the society across the country. The Committee hopes that the Department would ensure smooth and effective implementation of the scheme by employing innovative methods. (Para 12.4)

## **XIII. CONCLUSION**

School Education is the basic aspect of a nations' life. Good quality school education goes a long way in shaping the quality of people and ultimately of the nation. Over the years, Department of School Education and Literacy has been striving to strengthen the elementary and secondary education system in the country. There is no denying the fact that quantitative expansion of education has taken place across the country but a lot more remains to be done on the qualitative aspect. Therefore, all the stakeholders viz Central/ State Governments, Union Territory Administrations, society and others need to come together on one platform and focus on both these aspect of Education. The Department has to play the role of a co-ordinator especially with respect to the allocation of funds to the States and ensuring better utilisation thereof so as to achieve the maximum results which would go a long way in improving the social status of the lower strata of society who have remained outside the growth and development attained so far. The Committee further believes that Department has all the expertise and capacities at its command and if the things are taken in mission mode they would surely succeed in giving a better and desired shape to the future of the country. (Para 13.1)

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# MINUTES

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XI  
ELEVENTH MEETING

The Committee on Human Resource Development met at 11.00 A.M. on Wednesday, the 25<sup>th</sup> March, 2015 in Committee Room 'A', Ground Floor, Parliament House Annexe, New Delhi.

**MEMBERS PRESENT**

1. Dr. Satyanarayan Jatiya — *Chairman*

**RAJYA SABHA**

2. Prof. Jogen Chowdhury
3. Prof. Bhalchandra Mungekar
4. Shri Vishambhar Prasad Nishad
5. Shri Basawaraj Patil
6. Shri Sharad Pawar
7. Shri Tiruchi Siva

**LOK SABHA**

8. Shrimati Santosh Ahlawat
9. Shri Bijoy Chandra Barman
10. Shri C.R. Chaudhary
11. Shrimati Kothapalli Geetha
12. Shri Bhairon Prasad Mishra
13. Shri Chand Nath
14. Shri Hari Om Pandey
15. Dr. Bhagirath Prasad
16. Shri Sumedhanand Saraswati
17. Shri M.I. Shanavas
18. Dr. Nepal Singh
19. Dr. Prabhas Kumar Singh
20. Shri Ajay Tamta

**SECRETARIAT**

Shri N.K. Singh, *Joint Secretary*

Shri N.S. Walia, *Director*

Shri Vinay Shankar Singh, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

**WITNESSES**

**Department of School Education and Literacy**

- (i) Ms. Vrinda Sarup, Secretary
- (ii) Ms. Rina Ray, Additional Secretary

- (iii) Shri Yogendra Tripathi, Joint Secretary
- (iv) Ms. S. Radha Chauhan, Joint Secretary
- (v) Shri J. Alam, Joint Secretary
- (vi) Shri Y.S.K. Seshu Kumar, Joint Secretary
- (vii) Dr. Satbir Silas Bedi, Joint Secretary
- (viii) Shri Avinash Dikshit, Commissioner, KVS
- (ix) Shri G.S. Bothyal, Commissioner, KVS
- (x) Prof. J.B.G. Tilak, Professor, NUEPA
- (xi) Dr. Suparna S. Pachouri, Director
- (xii) Ms. Meenakshi Jolly, Director
- (xiii) Ms. Surbhi Jain, Director
- (xiv) Shri Gaya Prasad, Director
- (xv) Shri S.L. Negi, Director
- (xvi) Ms. Sanjukta Mudgal, Director

2. At the outset, the Chairman welcomed the Members to the meeting of the Committee convened for having the presentation by the Secretary, Department of School Education and Literacy on the Demands for Grants 2015-16 of the Department.

3. The Committee, then, held interaction with the Secretary, Department of School Education and Literacy on the Demands for Grants 2015-16 of the Department with special emphasis on reasons for budgetary allocations for various schemes/programmes of the Department, performance of the schemes/programmes, problem areas faced in implementation of schemes/programmes and remedial steps taken by the Department. The Chairman and Members raised certain queries which were replied to by the Secretary and other officials of the Department.

4. A verbatim record of the proceedings was kept.

5. The Committee then adjourned at 1.02 P.M.

XIV  
FOURTEENTH MEETING

The Committee on Human Resource Development met at 3.00 P.M. on Wednesday, the 22<sup>nd</sup> April, 2015 in Room No. 63, First Floor, Parliament House, New Delhi.

**MEMBERS PRESENT**

1. Dr. Satyanarayan Jatiya — *Chairman*

**RAJYA SABHA**

2. Shri Sharad Pawar

**LOK SABHA**

3. Shri C.R. Chaudhary
4. Shrimati Bhawana Gawali Patil
5. Prof. Chintamani Malviya
6. Shri Bhairon Prasad Mishra
7. Shri Chand Nath
8. Shri N.K. Premachandran
9. Shri Sumedhanand Saraswati
10. Dr. Prabhas Kumar Singh
11. Shrimati P.K. Sreemathi Teacher

**SECRETARIAT**

Shri N.K. Singh, *Additional Secretary*

Shri N.S. Walia, *Director*

Shri Vinay Shankar Singh, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

2. At the outset, the Chairman welcomed the Members to the meeting of the Committee convened to consider and adopt the draft 267<sup>th</sup> Report on Demands for Grants 2015-16 of the Department of School Education and Literacy and the draft 268<sup>th</sup> Report on Demands for Grants 2015-16 of the Ministry of Women and Child Development.

3. The Committee considered the draft 267<sup>th</sup> and 268<sup>th</sup> Reports on the Demands for Grants 2015-16 and adopted the same after some discussion.

4. The Committee, then, decided to present/lay the above mentioned Reports in both the Houses of Parliament on 23<sup>rd</sup> April, 2015, except draft 268<sup>th</sup> Report. The Committee authorized the Chairman and in his absence Prof. M.V. Rajeev Gowda, M.P., Rajya Sabha and in the absence of both, Dr. Balchandra Mungekar, M.P., Rajya Sabha to present the Reports in the Rajya Sabha, and Shrimati Kothapalli Geetha, M.P., Lok Sabha and in her absence Dr. Bhagirath Prasad M.P., Lok Sabha to lay the Reports in the Lok Sabha.

5. The Committee then adjourned at 3.20 P.M.

