

RAJYA SABHA

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LOK SABHA

14. Shrimati Jaskaur Meena
15. Shri Shankar Prasad Jaiswal
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21. Shri Kishan Singh Sangwan
22. Shri G. S. Baswaraj
23. Shri V. M. Sudheeran
24. Shrimati Shyama Singh
25. Shri Sunil Dutt
26. Shri Ramesh Chennithala
27. Shri Kantilal Bhuriya
28. Dr. Ram Chandra Dome
29. Shri Samik Lahiri
30. Dr. D.V.G. Shankar Rao
31. Shri Davendra Singh Yadav
32. Shrimati Renu Kumari
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42. Shri S.B.P.B.K. Satyanarayana Rao
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SECRETARIAT

Shri Satish Kumar, Additional Secretary
Smt. Vandana Garg, Director
Shri C.B. Rai, Under Secretary
Shri Ratan Kumar Sahoo, Research Officer
Shri P. Narayanan, Committee Officer

COMPOSITION OF THE COMMITTEE - 2002

1. Shri S.B. Chavan ¾ *Chairman*

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3. Shri Karnendu Bhattacharjee
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5. Shri Bachani Lekhraj
6. Shri B.P. Apte
7. Prof. R.B.S. Varma
8. Shri Bratin Sengupta
9. Smt. Vanga Geetha
10. Shri R. Sarath Kumar
11. Shri Rama Shanker Kaushik
12. Dr. Ramendra Kumar Yadav "Ravi"
13. Shri Mrinal Sen
14. Dr. Akhtar Hasan Rizvi
15. Shri M.P. Abdussamad Samadani

LOK SABHA

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24. Shri Sunil Dutt
25. Shri R.L. Jalappa
26. Shri Ambareesha
27. Shri Kantilal Bhuriya
28. Shri A.F. Golam Osmani
29. Shri Samik Lahiri
30. Dr. Ram Chandra Dome
31. Dr. M. Jagannath
32. Shri Davendra Singh Yadav
33. Kumari Bhavana Pundlikrao Gawali
34. Shri Ashok Kumar Singh Chandel
35. Smt. Renu Kumari
36. Shri K.K. Kaliappan
37. Smt. Kumudini Patnaik
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39. Shri Shriniwas Patil
40. Shri Ramesh C. Jigajinagi
41. Shri Ramesheth Thakur

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PREFACE

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorized by the Committee to present the Report on its behalf, do hereby present this Hundred-Fourteenth Report of the Committee on Implementation of Elementary Education Schemes.

2. For quite sometime, the Committee had an impression that the ground reality of the implementation of Schemes relating to elementary education particularly in the States of U.P. Bihar, Orissa and M.P. was quite different *vis-à-vis* the information and data furnished by the concerned Departments of the Central and State Governments on the basis of NSS and the census figures. The Committee, therefore, took a view that a Sub-Committee should go deep into this aspect and submit its findings to the Committee. Against this background, the Committee at its meeting held on the 22nd September, 2000, constituted a Sub-Committee for the purpose under the Convenorship of Shri Bratin Sengupta, M.P. (Composition of the Sub-Committee is given at Annexure I). The Sub-Committee heard the views of the Officials of the Department of Elementary Education and Literacy and considered the various papers/information submitted to it. It also visited certain districts of U.P., Bihar and Orissa and held discussions with State Govt. officials and general public. Due to constraint of time, it could not visit the State of M.P. However, it examined the information furnished by the State Govt. and the Department of Elementary Education and Literacy.

3. After examining all the relevant information, on the spot visits and discussions with cross section of society the Sub-Committee finalized its report on the 7th December, 2001 and submitted the same to the Committee for consideration and adoption.

5. The Committee considered and adopted the Report at its meeting held on the 19th January, 2002.

NEW DELHI;
 January 19, 2002
 Pausa, 1923 (*Saka*)

S.B. CHAVAN
 Chairman,
 Department-related Parliamentary
 Standing Committee on Human Resource Development

REPORT

I INTRODUCTION

1.1 Education plays a very vital and significant role in the development of a human being in all spheres of life. Elementary Education is the foundation stone on which the future storeys of growth of an individual can be built. With this in mind our founding fathers, while drafting the Constitution, mentioned in Article 45 as follows:

‘The State shall endeavour to provide, within a period of 10 years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years’.

1.2 In accordance with this Constitutional commitment to ensure free and compulsory education for all children upto the age of 14 years, provision of Universal Elementary Education has been a salient feature of our National Policy since Independence. This aspect has been clearly laid out in the National Policy of Education, 1986 and the Programme of Action (POA), 1992. A number of schemes and programmes were launched by the Central Govt. for provision of

elementary education to all the eligible children throughout the country. Schemes like Operation Blackboard (OB), Non-formal Education (NFE), Restructuring and Re-organisation of Teacher Education, National Programme of Nutritional Support to Primary Education, District Primary Education Programme (DPEP), Mahila Samakhya etc. have been in existence for a considerable period. However, attainment of the goal of Universalisation of Elementary Education (UEE) has remained elusive so far. It has been observed that while some States have made notable progress in achievement of UEE, educationally backward States like Bihar, Uttar Pradesh, Orissa and Madhya Pradesh have miserably failed to implement and draw benefit from the Centrally Sponsored Schemes, counter claim to these notwithstanding. Various parameters for assessment of educational level like literacy rate, enrolment ratio, dropout rate, etc. indicate that these States are still far below the national level. On the basis of National Sample Survey (NSS) and the latest census the progress of these states has been indicated as having spectacular improvements which the Committee felt is not borne out by the realities in the field.

1.3 Keeping this background in view, a Sub-Committee on Implementation of Elementary Education Schemes of the Department-related Parliamentary Standing Committee with specific reference to Bihar M.P, Orissa and U.P. was constituted. In order to get an overall idea of the ground reality of implementation of the schemes under elementary education, the Sub-Committee visited some of the districts of States of Orissa, Bihar and U.P. During these visits, the Sub-Committee had the opportunity to visit a number of primary and upper primary schools and also to interact with school and state functionaries and also public. As the Sub-Committee could not visit Madhya Pradesh, a detailed note on the implementation of elementary education schemes in the State was obtained from the Department. The Sub-Committee also held detailed discussions with the representatives of the Department of Elementary Education and Literacy.

II STATUS OF ELEMENTARY EDUCATION

2.1 The Committee notes that the status of literacy and out of school children in these States is very poor when compared with the national average. On examination of the realities, a stark contrast to the statistical figures given in the NSS and the census of 2001 again surfaced to the fore. The following table supplied to the Committee from the following sources illustrates the position very distinctly:

State	Literacy (Census-2001)	Out of school children in age-group 6-17 (%)(NFHS II survey 1998-99)
Bihar	47.53	40.4
MP	64.11	30.4
Orissa	63.61	27.9
UP	57.36	30.1
National Average	65.38	27.9

2.2 The Committee observes that whereas overall literacy rate as per the Census 2001 figures in Madhya Pradesh and Orissa is almost at par with the national average, Bihar and UP are much below the national average. The Committee is constrained to note that actually the situation is much worse and serious even in the states as mentioned in the census 2001. There is wide variation in male and female literacy rates in all the four states. In Madhya Pradesh, female literacy rate is 50.28 against the national average of 54.16. There are 3-4 districts in the State where female literacy rate is far below the State average of 50.28. As per the information (NSSO 1997) made available to the Committee, female literacy rate in Orissa is 38 which might have somewhat improved in Census, 2001. However, the Committee during its visits of some districts in the State having a sizeable SC/ST population, found the situation very bad. The visit revealed out into the surface that actual literacy and female literacy situation in particular has been suppressed very conveniently in the NSSO figures. The figures were misleading. Literacy rate in these districts was nowhere near the state average. The Committee was surprised to note that in certain tribal districts in Orissa, literacy rate amongst tribal women was merely 1.8 percent which is perhaps the lowest in the entire country. Similarly in Bihar, the Committee observed that besides the overall literacy rate being much below the national average as brought out in Census 2001, female literacy rate was a cause of serious concern. Female literacy rate of 34 as compared to the national average 50 (NSSO 1997) is self-explanatory. Committee's experience after visiting 4-5 districts in Bihar was very discouraging. In all the districts, literacy rates, particularly female literacy rates were very low.

III ENROLMENT & DROPOUT

3.1 The Department has informed the Committee that the latest figures relating to Enrolment Ratio for classes I-V and VI-VIII are available for the year 1999-2000. The enrolment ratio in respect of the States of Bihar, Uttar Pradesh, Madhya Pradesh, Orissa and all India was given as under:-

State	Classes I-V (6-11 years)			Classes VI-VIII (11-14 years)		
	Boys	Girls	Total	Boys	Girls	Total
Bihar	94.51	61.46	78.56	41.38	22.04	32.36
Madhya Pradesh	126.53	102.94	115.03	75.28	48.70	62.56
Orissa	125.70	91.48	108.84	66.59	43.75	55.34
Uttar Pradesh	78.43	50.18	64.97	48.69	25.80	38.09
India	104.08	85.18	94.90	67.15	49.66	58.79

The Committee was informed that district-wise enrolment figures for girls, boys and SC/ST students are compiled only in respect of districts / States covered under District Primary Education Programme (DPEP).

3.2 Drop-out rate for Class I-V and I-VIII for 1999-2000 was given as follows:

State	Class I-V	Class I-VIII
Bihar	57.27	77.62
M.P.	19.03	47.15
U.P.	56.64	53.01
Orissa	36.12	62.81

The Committee was informed that district-wise drop-out figures are maintained in respect of DPEP districts only at national level. The Committee observes that in quite a few districts covered by DPEP in all the four states, drop out rates in respect of both girls and boys was very high and quite contrary to the perception indicated from the figures. The Committee notes that the main reasons for high dropouts as assessed by the National Family Health Survey – II conducted in 1998-99, are lack of interest in studies, private cost of education being too high and the need for them to work - both in their own farms / business / households or outside for remuneration. The Committee has been given to understand that these reasons constitute almost 75% of the cases of dropouts. The Committee is not, however, inclined to agree with this assessment.

3.3 The Committee feels that one of the major reasons is the lack of facilities in the habitations where there is no provision for encouragement to study. The teachers are also not attending the schools regularly. The presence of the education centre at a far off place from the scattered habitation is also not motivating the children from that area to continue study. In rural areas, the children are still helping their parents in farming and other household work for their livelihood, which is discouraging them to attend the classes regularly. In order to redress these issues, necessary provisions have to be made to open the schools in the vicinity of the scattered habitations which has not been done. The Committee observes that lack/absence of infrastructure and lack of motivation in teachers can be cited as the other main reasons for high rate of drop out. Besides all this, the economic factor, which is responsible to a great extent for this continuing problem, has to be effectively dealt with through various incentives/encouragement to needy and poor children, all of which are long pending.

3.4 The Committee was informed that the followings steps have been taken by Government to reduce the cases of dropouts:-

(a) Emphasis is given on improving the quality of education. The focus is on pedagogic improvement and adoption of child-centred methods which have been developed in programmes like DPEP. Positive environment building also includes more attractive classroom designs, local contextual curriculum and more friendly evaluation techniques. This generates interest of child and learning levels are higher.

(b) Under DPEP, funds are provided for free textbooks to the weaker groups like girls and SC/ST students. Similar provision is being made under SSA.

(c) Mid-day Meal scheme is another programme aiming to help increase the attendance of students.

(d) Where the children are dropping out of the school system for reasons of their being pre-occupied with work, emphasis is on involving the community in motivating the parents and children to bring their children back to school so

that they are in a position to complete eight years of elementary education. For those children who have already dropped out, suitable alternative education systems are provided such as bridge courses, remedial teaching, back to school camps, etc., so that they can be mainstreamed into the formal system.

3.5 Some of the steps which are being tried out for involving the community for preventing dropouts and bringing back the children who have already dropped out are:

- Monitoring attendance by the community where micro initiatives for girls' education have been taken up.
- Regular micro planning exercise to be undertaken by the states to identify the number as well as the reasons of dropouts. Community involved in the micro planning exercise which would help mobilize parents for regular attendance of their children.
- Follow up of dropout boys and girls to bring them back to school either through camps or bridge courses.
- Organising retention drives to put pressure on parents and the school system to ensure retention of girls. These drives are one time drive but are organised at regular intervals to sustain pressure and take up corrective measures as may be necessary.
- Expansion of pre-school education and Mahila Samakhya.

3.6 The Committee is of the view that inspite of all the initiatives hardly any progress seems to have been made. As a result of its first hand experience in some sample districts in Bihar, Orissa and U.P. and also information made available to the Committee both by the Department and State authorities, the Committee would like to categorically point out that average figures be it in literacy rate, enrolment ratio or drop-out rate in respect of a particular State do not bring out the real assessment. The Committee observes with constraint that there are quite a few districts in all the four States – U.P., Bihar, Orissa and M.P. where there is no marked improvement for one reason or the other. The Committee is of the considered view that all the weak – performing districts-male-female literacy rate, enrolment ratio or dropout rate should be identified and a time-bound and action oriented action plan should be activated at the earliest so as to bring about all round improvement. The Committee is disappointed with the present system of figures being maintained only in respect of DPEP covered districts. The Committee feels that in view of centrally sponsored schemes of elementary education, all education indicators, district wise should be maintained at the State level. The Committee notes that district wise compilation of detailed educational statistics on the pattern of DPEP is proposed to be extended to all districts in the country under Sarva Shiksha Abhiyan (SSA) to make the system more efficient and updated. The Committee hopes that this initiative will be effectively implemented and analysed for remedial steps and shall not lapse into non performance like previous experiences.

IV OPERATION BLACKBOARD

4.1 The Scheme of Operation Blackboard (OB) was launched in 1987 with the aim of improving the school environment and enhance retention and learning achievement of children by providing minimum essential facilities in all primary schools. The Scheme consisted of three main components:

- (i) Provision of at least two classrooms in each primary school;
- (ii) Provision of an additional teacher to single teacher primary schools; and
- (iii) Provision of essential teaching learning equipment (TLE) to all primary schools brought under the scheme.

The Scheme was further extended in 1993-94 to provide a third classroom and third teacher to primary schools where enrolment exceeds 100 students and to cover upper primary schools through provision of additional teachers and TLE. The Scheme is being implemented through the State Govts. with 100 % assistance from the Centre towards salary of additional teachers in upper primary schools, third teachers in primary schools with enrolment exceeding 100 and provision of teaching learning equipment. Construction of School buildings is the responsibility of the State Govts. However, expenditure is shared between Centre and State on 75:25 basis. Funds are provided under the Jawahar Gram Samridhi Yojana (JGSY) administered by the Ministry of Rural Development.

4.2 As per the data made available to the Committee, status of primary school buildings in Bihar, M.P., Orissa and U.P. is as follows:

State	Total No. of schools	Pucca building	Partly Pucca Building	Open space
Bihar	52823	32480	10426	6077
M.P.	72225	41277	17572	4684

Orissa	36306	21390	10710	991
U.P.	86539	77681	4503	2404

Remaining schools are in *Kachcha* building/Thatched huts/Tents/open space. As per the Operation Blackboard scheme, each primary school requires two classrooms. Out of the requirement of 2.64 lakh classrooms in 1986, 1.82 lakh classrooms have been constructed as on 31.3.2001. Position in respect of the four states is as follows:-

State	Construction of classrooms	
	Target	Actuals upto 31.3.2001
Bihar	36386	18462
M.P.	26596	13208
Orissa	15920	5430
U.P.	33283	33283

4.3 The Committee observes that except U.P. none of the three States has been able to achieve the physical targets relating to construction of classrooms under the Scheme. The States of Bihar, M.P. and Orissa have still remained far away from achievement of the target. The Committee would also like to point out that these targets are based on the requirement of classrooms in 1986. Since then, requirement of classrooms should have increased manifold. The Committee is therefore, of the view that progress in construction of classrooms should be regularly monitored.

4.4 The Committee categorically records its reservations about the figures regarding status of primary school buildings in these States. Its experience in respect of both primary and upper primary school buildings has been totally different. The Committee during its visits found most of the school buildings in dilapidated condition. During its unscheduled visits, it found that some of the Govt. Schools in U.P. existed on paper only. At some places, the classrooms had all the junk and broken furniture stored. Most of the schools were found to be without a boundary wall which made the retention of students in the school all the more difficult. Toilet and drinking water facilities were available in very few schools. Even in few schools where these facilities existed, toilets were found to be stinking. They were not being at all properly maintained. In many cases, water taps/ hand pumps were not working for a long time and needed repair.

4.5 Similarly in Bihar, school buildings of almost all the primary and upper primary schools both in rural and urban areas visited by the Committee were not fit for use. Either the roof was not there or floor was not properly laid. To our utter disappointment there was no sign of any infrastructure worth-naming. In some schools, furniture for fear of theft, which did not seem to be fit for use was simply piled up in one of the rooms. Not only this, in many schools, the Committee was given to understand that additional classrooms/new buildings were in the state of construction for the last three -five years. Hand pumps and toilets were simply not there in majority of the schools. Situation in Orissa was also more or less, the same. According to the own confession of the Secretary of the Department, girls toilets existed only in 9.4 per cent of schools in Bihar, 10 per cent in Orissa and 28 per cent in U.P. against a national level of 23 per cent.

4.6 The Committee was informed that under DPEP, high level of priority is given to the repairs of school buildings. The Committee is, however, constrained to find that although few of the schools visited by it were in the DPEP-covered districts, their condition was as bad as the schools located in non-DPEP districts. The Committee has been informed that the ceiling for civil works under DPEP has been increased from 24% to 33% which would enable the project states to take up additional civil works including repairs. The Committee has also been given to understand that with the implementation of Sarva Shiksha Abhiyan throughout the country, there will be improvement in all the basic facilities needed in a school as these issues have been adequately addressed under Sarva Shiksha Abhiyan. The Committee also notes that under Sarva Shiksha Abhiyan, provision has been made for the release of Rs. 5000/- per annum for each school for undertaking repair work. While these enhanced norms are positive initiatives, the Committee would like to emphasise that there is a need for having an effective monitoring mechanism to supervise the maintenance of school buildings at all the levels - District, State and Central. This is all the more necessary as Committee had noticed during its visits that there was no accountability whatsoever on the part of concerned authorities. Whatever school buildings found to being maintained satisfactorily were mainly due to community involvement.

4.7 Number of schools covered for Teaching Learning Equipments is as indicated below:

COMPONENTS	BIHAR	U.P.	M.P.	ORISSA
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No. of primary schools covered for Teaching Learning Equipment (TLE).	51355	70438	64722	34178
Upper primary schools covered for TLE	3558	19148	6445	10023

4.8 During the course of its visit to certain tribal districts in Orissa, the Committee found that teaching learning material was not available in local language, thus causing difficulties for the students to understand. The teachers posted there also did not know the local language which led to communication problem between the teachers and students. When asked about this state of affairs, the Secretary expressed his ignorance in this regard and assured the Committee to take up this matter with the State Govt. of Orissa. He agreed that the tribal primers and teaching of children should be in their own language.

4.9 The Committee has been informed that Govt. of Orissa have decided to introduce the tribal primers in the selected pilot schools with 100% tribal children replacing the Oriya text books from current academic Session, July, 2001. The same bi-lingual primers will be used as supplementary readers in bi-lingual and multi-lingual classes in tribal areas. **While** appreciating the action taken by the Government of Orissa, the Committee hopes that all schools in the tribal areas will be covered at the earliest.

4.10 The position regarding teachers' posts sanctioned and appointed under the Operation Blackboard scheme as on 31.3. 2001 is as under:

State	Additional Teachers for single teacher primary school		Third Teacher for primary schools with enrolment exceeding 100		Additional Teachers for upper primary schools		Total Teachers	
	Sanctioned	Appointed	Sanctioned	Appointed	Sanctioned	Appointed	Sanctioned	Appointed
Bihar	13303	13303	--	--	--	--	13303	13302
M.P.	22163	22163	22163	22163	6445	6445	50779	50771
Orissa	14112	14112	5258	5258	10023	6398	29393	25678
U.P.	8891	8891	11800	11800	5310	*4042	26001	24733

* 882 teachers are to be appointed by the Govt. of Uttaranchal.

The Committee, however, observed that during its State visits, position regarding teachers strength did not seem to be as per the prescribed guidelines. Although 13, 303 additional teachers have been appointed for single teacher primary schools in Bihar as on 31.3.2001, their functioning cannot be said to be satisfactory. As reported by locals and also as seen by the Committee, teachers were very irregular in attending schools. Not only this, in most of the schools in urban areas, teachers were more as compared to the number of students present. In contrast, there was the problem of shortage of teachers in rural areas. It seemed that they were simply not accountable to any authority in the official machinery. The teachers sanctioned for rural and tribal areas have mostly not been found at these places and they are given postings in urban areas which defeats the purpose altogether.

4.11 The Committee is also perturbed to observe, that release of funds under the Scheme of Operation Blackboard during the last few years to Bihar has been held up due to unspent balance of Rs. 51.47 crores with the State and also due to non-submission of the certificate from the Chief Secretary for the sanctioning of additional posts of Teachers for Primary/Upper Primary schools. The Committee takes a serious view of this. The Committee is led to believe that the State is not interested in taking the benefit of OB as not a single third teacher for primary schools with enrolment exceeding 100 or additional teacher for upper primary schools has been sanctioned for the state under OB. This is of serious concern specially in view of the fact that under SSA which would absorb OB, expenditure on salary for teachers between Centre and States is to be on 75:25 basis in Tenth plan in contrast to 100% financing by Centre under OB. When the Central Govt. was giving 100% grant the State Govt. of Bihar could not take advantage of the same. The Committee has, therefore, serious reservation as to whether the State Govt. will ever agree for contributing 25% share under Sarva Shiksha Abhiyan.

4.12 The Committee notes that 14,112 posts of additional teachers were sanctioned and appointed in Orissa for single teacher primary schools existing on 30.9.1986. The Committee, however, understands, that single teacher schools are still functioning in the State. When asked to clarify, the Department replied that reasons for existence of single teacher primary schools may be that the State Govt. approved new primary schools with single teacher after 30.9.86 or

additional primary teachers appointed in single teacher schools under OB have been shifted to other schools. The Committee feels that this is not a healthy position and remedial steps need to be taken by the State Government concerned. This aspect should also be monitored in SSA.

4.13 The Committee also noted instances of absenteeism of teachers or no teacher in charge of the schools during its visits. Explaining the reason for absenteeism /shortage of teachers, the Secretary of the Department clarified that the major reason for this is improper distribution of teachers by the State Govts. and not due to shortage of teachers. Most of the teachers are not keen to go to rural areas and manage to get their posting in and around urban areas or near their place of residence. This tendency results in excess of teachers at certain places and no teacher or shortage of teachers at other places, thereby affecting adversely the education of children. The Committee finds such a situation very disturbing and unhealthy and is constrained to observe that the Department needs to take this matter very seriously with the concerned State Governments and impress upon them to effectively deal with this unhealthy situation in the interest of the students and also for prudent expenditure of Government funds.

4.14 The Committee finds that besides Bihar, unspent balance of Rs. 48.66 crore and 59.58 crore are lying respectively with the State Govts. of M.P. and Orissa. The Committee also notes that whereas in the case of Bihar, no funds have been released under OB since 1998-99, funds continued to be released to MP and Orissa during this period in spite of unspent balances lying with them. The Committee would emphasise that the Department should vigorously pursue the matter of unspent balance with these states and closely monitor the proper utilisation of Central funds.

4.15 On the basis of the information furnished, the Department has tried to give an impression to the Committee that the various components of the scheme have been achieved upto a satisfactory level. But on the contrary, the Committee on its visit to these States, found the ground reality altogether different. The Committee finds a wide gap between the information furnished by the Department to it and the ground reality. It therefore, recommends that physical verification of various components of the scheme should be undertaken to ensure that the funds allocated in this regard are properly utilised.

4.16 The Committee has been informed that the National Institute of Educational Planning and Administration (NIEPA) conducted an evaluation study on the implementation of Operation Blackboard in 25 States and 3 UTs. Draft National Evaluation Report and individual State Specific Reports on OB, including reports in respect of Bihar, Madhya Pradesh, Orissa and Uttar Pradesh have been prepared by NIEPA, copies of which have been sent to the concerned States to obtain their comments/ observations, if any, before the National Report is finalized. Comments/ observations from the States are awaited. It has also been informed that the scheme of OB will be subsumed into SSA from the Tenth Plan and the findings of the evaluation reports will be used appropriately in the implementation of the SSA.

V RESTRUCTURING AND RE-ORGANISATION OF TEACHER EDUCATION

5.1 The Scheme envisages setting up of District Institutes of Education and Training in each district for academic and resource support to elementary education teachers and non-formal instructors. It also envisages establishment of CTES/ IASEs for conducting programmes for preparation of elementary teacher educators, in-service training for elementary and secondary school teacher educators and for organising pre-service and in-service training for secondary school teachers etc.

5.2 Details of trainings conducted in DIETs during 2000-2001 and proposed to be conducted during 2001-2002 are as under:

State	2000-01		2001-02	
	No. of Programmes conducted	No. of participants trained	No. of programmes proposed	No. of participants to be trained
Orissa	92	4189	240	11574
U.P.	399	128290	500	220912
M.P.	101	9979	*	*
Bihar	*	*	*	*

* Information awaited.

5.3 The Committee notes that position with regard to physical progress of construction of DIETs is as under:

State	DIETs sanctioned	Buildings completed	Under progress	Construction yet to start
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Bihar	34	1	6	11
M.P.	45	40	4	1
Orissa	17	11	2	4
U.P.	67	59	5	3

The Committee notes that not much progress has been made so far as construction of DIETs in Bihar is concerned. Against 34 DIETs sanctioned, grants for civil works have been released only for 18 and out of these 18 proposed DIETs, only one building has been completed so far. The Committee also observes that UP is the only state where funds under Teacher Education programme are being released. In the case of the remaining three states of Bihar, M.P. and Orissa, no funds have been released since 1998-99. Non-receipt of any proposal has been given the reason in respect of Bihar. The Committee feels that unspent balance of Rs. 705.07 lakhs and Rs. 50.60 lakhs with M.P. and Orissa respectively may be the reason for non-release of funds to them under this scheme. The Committee, however, fails to understand the reasons for annual release of funds to UP inspite of unspent balance of Rs. 57.10 lakhs lying with the state. The Committee is constrained to observe that no quarterly progress report is being sent by Bihar. The Committee recommends that submission of regular quarterly reports may be insisted from all states in order to effectively monitor the scheme. The Committee would also emphasise that matter of unspent balance should be vigorously pursued with the concerned states.

5.4 The Committee was informed by the Department that in order to assess the technical and infrastructural capacity of DIETs, a national evaluation was initiated by NIEPA in November 1997. The draft reports for DIETs of all the States including those in Bihar, MP, Orissa and UP, have been sent to the concerned States to obtain their comments/ observations before the final draft National Evaluation Report is prepared by NIEPA. The Department further submitted that while modifications based on the reports of NIEPA will be considered during the 10th Plan period, some changes like the norms for recurring and non-recurring financial assistance to the States have been revised upward by about 50% in 1999 following past experience. Memoranda of Understandings (MoUs) are to be signed with State Governments in order to ensure more effective DIETs.

5.5 As regards the general attitude and behaviour of teachers, the Department stated that a training in the behavioural aspects of teachers is included in all training programmes of DIET. In DPEP, behavioural aspects involving motivation, activity based and joyful learning, gender

sensitisation etc., are covered under the Teacher Training programmes. Various measures have also been suggested in the 'Curriculum Framework for Quality Teacher Education' brought out by National Council for Teacher Education (NCTE) in 1998 which will be implemented in due course.

5.6 The Committee, despite various training and sanitization programmes for teachers, is deeply perturbed over the general attitude and behaviour of teachers towards the students in recent times. It regrets to note that there is a general erosion in the devotion and dedication of teachers towards their duties as compared in the past. The noble bond of teacher and the taught is entirely missing and commercialisation and parochialism have now taken its place. The Committee feels that production of good teachers is a great challenge before the country. Good teachers are the makers of the country. All concerned will have to put their heads together to face this challenge otherwise the future of the country will not be so bright as hoped.

VI NATIONAL PROGRAMME FOR NUTRITIONAL SUPPORT TO PRIMARY EDUCATION (MID-DAY MEAL SCHEME)

6.1 The Mid-day Meal Scheme was launched in 1995 invoking partnership between Central Government, State Government and local bodies. The Scheme aims to cover all students in classes I to V in Government, Government-aided and Local Body schools with the objective of giving a boost to universalisation of primary education by increasing enrollment, attendance and retention and simultaneously making an impact on nutritional status of children in primary classes. Under the Scheme, the central assistance constitutes supply of free of cost food-grains through Food Corporation of India (FCI) and admissible transportation charges for movement of food-grains from the nearest FCI depot to the school point. States/local bodies are required to organize distribution of hot cooked meal. In this effort, grass root level associations such as PTAs, women groups, NGOs, etc. are also involved.

6.2 Divergent views were expressed for and against the scheme during the visit of the Sub-Committee to the States. The State Governments complained that they have no resources to lift the foodgrains under this scheme. Moreover, problems were also being faced in foodgrains reaching the school premises. Complaints of mishandling of foodgrains

were also there. In some cases, the Committee found that where the foodgrains had been lifted by the State Governments, its quality was very poor and in some of the cases it was not even fit for consumption. Even the cooked meal was not upto the mark, what to talk of nutrition for the children. The Committee also observed that adequate publicity has not been given to this scheme. As a result, in many schools, authorities were not aware about this scheme. The Committee finds that even as per the evaluation conducted by the Operations Research Group, the scheme had partial impact on the enrolment, attendance and retention of children in a few states.

6.3 The Committee observes that situation is highly discouraging and disappointing in Bihar. Out of the 57 districts of undivided Bihar, in 15 districts there has been no lifting of food grains since 1998-99, in 26 districts no food grain has been allocated since 1999-2000. In the remaining districts also, lifting of food grains has been far below the allocated food grains. What is a cause of serious concern is that even these lifting figures furnished by the State Govt. do not match with the off take figures furnished by the FCI. The Committee finds that in Orissa, a declining trend is there in the figures of food grains lifted since 1998-99. In UP, situation is worse as during 2000-2001, against an allocation of 36,51,135 MTs only 8,19,218 MTs were lifted. Similar position is observed in MP also. The Committee has been given to understand that there is no provision of staff for implementation of Scheme both at Central and state levels with the result that there is nobody to take responsibility for sending reports from districts to states and states to Centre. The Committee takes a serious view of this. The Committee is also of the opinion that provision of food grains instead of cooked meals defeats the very purpose of the scheme.

6.4 The Committee notes that a Sub-group was constituted under the aegis of Working Group on Elementary Education and Literacy for formulation of Tenth Plan and it has suggested major changes in the scheme. The Committee would, however, like to express its reservations about the recommendation of the Sub-group with regard to expansion of the programme to cover the children studying in Alternative Schools. The Committee is of the view that the Mid-day Meal Scheme should be restricted to the formal schools for the time being. Steps should be taken to effectively implement this scheme. Efforts should also be made to provide cooked meal only under this programme. The Committee recommends that the changes suggested by the Sub-Group and the shortcomings/constraints noticed by this Committee be given due weightage when modifications under Tenth Plan are made. The State Governments/UT Administrations also need to be taken into confidence before revision of the Scheme.

VII DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)

7.1 The District Primary Education Programme was launched in 1994 as a major initiative to revitalize the primary education system and to achieve the objective of universalisation of primary education. It is a centrally sponsored scheme with the Central Govt. contributing 85 per cent of the project cost and the State Govts. contributing the remaining 15 per cent. The Central Govt. contribution is resourced entirely through external funding. 17 districts of Bihar, 8 districts of Orissa, 56 districts of UP and 34 districts of MP are covered under DPEP. The Committee was given to understand that the norms prescribed by the World Bank with regard to school buildings are not flexible. The committee desires that it may be reviewed.

7.2 Committee's attention has been drawn to the Report of the Comptroller and Auditor General of India for the year ended March, 2000 (No. 3 of 2001). Audit has reviewed the DPEP in 70 districts of 14 states including Bihar, Orissa, MP and UP covering the period from 1994-1995 to 1999-2000 during the period from October, 1999 to July, 2000. Major findings of the audit with special reference to these four states can be listed as follows:-

a) Underutilization of external aid

Audit observed that the disbursements pledged by the funding agencies could not be utilised optimally. For DPEP Phase III Bihar against its target of US Dollar 65.25 million, upto 31st March, 2000, IDA released only US Dollars 16.448 million. Reason attributed is low pace of expenditure.

(b) Misutilisation and Diversion of Funds

Funds provided under DPEP are to be used for DPEP related activities approved by the Project Board. As per financial parameters prescribed in the DPEP guidelines, DPEP would not finance non-educational incentives such as free uniforms, incentive for attendance, nutrition etc. Position with respect to the four states is as follows :-

State	Period	Amount (Rs. In Lakhs)	Non-Programme purpose for which utilised
Bihar	Oct.1997 to March,	64.20	Incentive granted to 2076 Mahila Samoohas to

Bihar	2000 Oct.1997 to March, 1999	84.11	promote savings in bank accounts Miscellaneous expenses to Staff and others
M.P.	1995-2000	215.50	Purchase of school uniforms, text books (to be supplied under State scheme), plants, coolers for collectorate etc.
M.P.	1994-2000	217.00	Personal Ledger Account/Civil Deposit
M.P.	1994-99	487.00	Expenditure incurred on opening of schools in excess of norms
M.P.	1995-96 to 1996-97	456.00	Advance for payment of honorarium to Shiksha Karmis
Orissa	Feb.1999 to Oct.1999	13.60	Purchase of diary and geometry boxes (instead of reading and writing material etc.)
Orissa	1997-98	202.17	Personal Ledger Account/Civil Deposit
Orissa	1996-97 1999-2000	239.78	8 District Offices and State Office for teacher training, MIS training, contingent advances etc.
U.P.	1998-2000	199.04	Staff Salaries/Training

(c) Access to Educational Facilities

Status of infrastructure facilities under DPEP scheme during 1999-2000 as emerging in the data compiled by Educational Consultants India Ltd in respect of Bihar, Orissa, M.P. and U.P. is as follows :

State	Total No. of Schools	Schools without building tents	Schools without or in drinking water	Schools without toilets	Schools without girl	Schools with one teacher	Pupil teacher Ratio more than 50%
Bihar	33554	2548	12460	31471	8244	18585(55)	
M.P.	59865	7105	21185	50900	10195	24126(40)	
Orissa	11577	411	5971	10766	1873	3317(29)	
U.P.	23063	746	3510	15241	6213	16605(72)	

(d) Deployment of Teachers

While it is not a stipulation, DPEP had emphasized the presence of female teachers in primary schools so as to enhance the participation of girls in school education. State-wise position of schools without having a single female teacher is as given below :

State	Percentage of schools without a female teacher
Bihar	56
M.P.	57
Orissa	33
U.P.	54

Practice of deployment of teachers was not followed in actual practice. In U.P., due to non appointment and placement of teachers in a planned manner, teacher-student ratio ranged between 1:56 ad 1:134 in nine project districts. In Orissa, against 1468 posts of teachers sanctioned for 734 new schools, 741 teachers were deployed during 1999-2000 by diverting them from non-DPEP schools.

(e) Monitoring at the Central Level

At the central level, the General Council was required to meet annually and the Project Board quarterly to monitor the progress. It was noticed that at the national level, during the review period (1994-2000) only one meeting of the General Council was held in November 1997 and the Project Board held only seven meetings.

7.3 Other shortcomings pointed out in the audit report are negative growth in enrollment of girls and SC/ST students, poor reach of incentives to eligible groups, lack of community focus, inadequate training of teachers etc.

7.4 In regard to the observations made by the CAG in its final report the Department has stated that most of the observations of the CAG are State specific and the concerned States are being consulted for furnishing their comments. The Department has also pointed out that the observations in the report of the CAG are based on the survey conducted

by ORG-Centre for Social Research for assessing the impact of DPEP on the beneficiaries. However, while assessing the impact of the programme with reference to the physical and financial targets, distinction has not been made in terms of different phases/stages of the programme. It has also been mentioned that the research methodology used, criteria for selecting the districts and the sample covered in conducting the survey by ORG Centre for Social Research have not been shared with the Department

7.5 The Committee is not convinced by the reply of the Department. The Committee notes that as mentioned in the CAG Report records relating to the Programme maintained in the State Project Offices, District Project Offices of the selected districts and Department of Education were test checked by Audit to assess the extent to which the programme objectives were achieved. In addition, ORG-Centre for Social Research conducted a survey of 54 districts, 1081 villages, 280 Census Enumeration Blocks(CEB), 22 SCERTs, 150 BRCs, 153 CRCs, 1361 schools across 14 States. The agency contacted 40,844 households, 2451 teachers, 3161 members of VECs etc. Survey was carried out using both quantitative (primary survey using pre-tested beneficiary schedules) and qualitative (in-depth interview with programme functionaries) techniques. The Committee is of the opinion that observations of CAG need to be looked into seriously and shortcomings reported by them should be addressed suitably. The Committee finds that unspent balances under DPEP amounting to Rs.1100.75 lakhs, Rs.3008.64 lakhs, 1351.61 lakhs and 5018.73 lakhs are lying with Bihar, M.P., Orissa and U.P. respectively. This itself is an indication that DPEP is not functioning satisfactorily.

VIII JANSHALA PROGRAMME

8.1 Janshala (GOI-UN) Programme aims at providing support in a coordinated manner to the ongoing effort of the Govt. of India towards universalisation of elementary education. Presently it is being implemented in 9 blocks and 4 urban educational wards in Uttar Pradesh, 19 blocks in Jharkhand, 9 blocks in Madhya Pradesh, 3 blocks and 1 urban area in Chhattisgarh and 12 blocks in Orissa. The Programme was initiated in late 1998 in most of the States. All 19 blocks of Bihar, where this programme was being implemented earlier, now form part of Jharkhand. In these States, VECs have been constituted, training to its members have been imparted and also microplanning and school mapping have been conducted.

8.2 The Committee was informed that the Bodh Shiksha Samiti, Jaipur has prepared a draft report on “Preliminary Observation of Classroom Processes in Janshala” after visiting five Janshala (GOI-UN) Programme States – Andhra Pradesh, Bihar, Karnataka, Maharashtra and Orissa. The report has been shared with the states and it will be finalised soon. The programme had completed only one year when the study was conducted and it was too short a time for making an impact. In Bihar, the report observed that the attendance of teachers and children were regular; there was appreciable increase in enrolment; Village Education Committees have been set up and VECs were active in school affairs. However, it reported that there was lack of rapport between teachers and children; children were in awe of teachers; teacher training was not fully reflected in classroom transaction and teachers were not able to cope with multigrade situation. In Orissa, the report noted that schools were situated in beautiful surroundings and all classrooms had blackboards, dusters and chairs for the teacher. The study also reported that teaching learning were in conventional methods; joyful and child based pedagogy was not adopted. There were no teaching learning material and school buildings were in dilapidated condition.

8.3 The Committee is of the view that the Scheme is in the initial stages of implementation and needs more time to get the actual feedback about the scheme. The Committee, however, hopes that the observations made in the report of the Bodh Shiksha Samiti will help the Government in formulating its future strategy in regard to the Scheme.

8.4 In reply to a query the Department has furnished the following information relating to the Project outlay and expenditure under Janshala programme in respect of certain States where the programme is under implementation :

State	Project outlay (in crores)	Expenditure (as on 31.8.00) (in crores)
U.P.	11.97	3.52
Jharkhand	11.39	1.97
M.P.	10.6	1.90
Chhattisgarh	0.36	1.18
Orissa	11.01	2.06

The programme is to run upto March 2003.

As may be seen from the above, expenditure on the project in all the States is far from satisfactory. The Committee observes that implementation of the Scheme in all the above States is very slow and urgent remedial measures need to be taken by the Department as the scheme is scheduled to run for only 18 months more i.e. upto March, 2003.

IX MERGER OF SCHEMES:

9.1 In its written submission, the Department submitted that it has decided to rationalise the operation of various Centrally Sponsored Schemes in Elementary Education. The main programme for universalisation of elementary education would be the Sarva Shiksha Abhiyan and the status of the various Schemes proposed under the Xth Plan is given as under:-

Sl. No.	Name of the Scheme	Remarks
1.	Operation Blackboard	To be merged under SSA
2.	Teacher Education	
3.	EGS & AIE	
4.	National Programme for Women's Education	
5.	MDM	To be continued as a separate CSS
6.	Shiksha Karmi	All externally assisted projects to continue till their approved term expire; Mahila Samakhya to retain its separate identity.
7.	Lok Jumbish	
8.	Mahila Samakhya	
9.	DPEP	
10.	Joint GOI-UN Programme	
11.	Sarva Shiksha Abhiyan	To Continue as main programme of UEE
12.	Residential Primary Schools in Rural Areas	To be discontinued
13.	Proposal to make EE a fundamental Right	
14.	NEEM	
15.	Special Assistance to States/UTs	
16.	Domestic funding for DPEP	

9.2 The Committee welcomes the initiative taken in this regard, The Committee, however, recommends that all the inherent flaws of the earlier schemes should not be reflected in the revised new schemes after merger of these schemes. Therefore, the Committee is of the view that wide ranging consultations should be held with the State Govts., who are the implementing authority before arriving at a final decision.

X SARVA SHIKSHA ABHIYAN

10.1 Sarva Shiksha Abhiyan is a historic stride towards achieving the long cherished goal of Universalisation of Elementary Education (UEE) through a time bound integrated approach, in partnership with States. SSA, which promises to change the face of the elementary education sector of the country. It aims to provide useful and quality elementary education to all children in the 6-14 age group by 2010. It is an effort to recognize the need for improving the performance of the school system and to provide community owned quality elementary education in the mission mode. It also envisages bridging of gender and social gaps.

10.2 The Objectives of Sarva Shiksha Abhiyan are as under:

- (i) All children in school Education Guarantee Centre, Alternate School, Back to school camp by 2003;
- (ii) All children complete five years of primary schooling by 2007;
- (iii) All children complete eight years of schooling by 2010;
- (iv) Focus on elementary education of satisfactory quality with emphasis on education for life;
- (v) Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010;
- (vi) Universal retention by 2010

The Central and State Govts. will together implement the SA in partnership with the local governments and the community. States have been requested to establish State level implementation society for UEE under the

Chairmanship of Chief Minister/Education Minister. This has already been done in many States.

10.3 The Sarva Shiksha Abhiyan will not disturb existing structures in States and districts but would only try to bring convergence in all these efforts. Efforts will be made to ensure that there is functional decentralization down to the school level in order to improve community participation. Besides recognizing PRIs /Tribal Councils in Scheduled Areas, including the Gram Sabha, the States would be encouraged to enlarge the accountability framework by involving NGOs, teachers, activists, women's organisations etc.

10.4 The Committee notes that the Department has approved proposals for the pre-project activities from 12 districts of Madhya Pradesh and 17 districts of Uttar Pradesh under Sarva Shiksha Abhiyan (SSA). Similarly, proposals from 14 districts of Orissa and 17 districts of Bihar have also been approved for the pre-project activities. Thus all non-DPEP districts in these four States have been covered for preparatory activities under SSA.

10.5 The scheme has been launched recently and it is still in preparatory stage. The Committee is of the view that all lacunae noticed while implementing the earlier scheme which have now been merged under SSA should be taken note of and addressed suitably before implementation of the scheme. The Committee recommends that provision for girls hostels especially in far flung areas should be made one of the components of SSA before it is implemented.

XI GIRLS' EDUCATION

11.1 Education of girls, especially those belonging to the scheduled caste and scheduled tribe, is the primary focus in Sarva Shiksha Abhiyan. Efforts will be made to mainstream gender concerns in all the activities under the Sarva Shiksha Abhiyan. Mobilization at the habitation/village/urban slum level, recruitment of teachers, upgradation of primary into upper primary schools, incentives like midday meal, uniforms, scholarships, educational provision like textbooks and stationery, will all take into account the gender focus. Every activity under the programme will be judged in terms of its gender component. Besides mainstreaming, special efforts like the Mahila Samakhya type of mobilization and organization, back-to school camps for adolescent girls, large-scale process based constitution of *Mahila Samoohs*, will also be attempted. The selection criteria takes into account the low female literacy among the scheduled caste and scheduled tribe women.

11.2 The Sarva Shiksha Abhiyan recognizes the need for special efforts to bring the out-of-school girls, especially from disadvantaged sections, to school. This would require a proper identification of girls who are out of school in the course of micro-planning. It also calls for involving women through participatory processes in the effective management of schools. Experiences across the states under Mahila Samakhya and under the District Primary Education Programme have suggested the need for a clear perspective on women's issues. The provision for girls' education would have to be made in the local contexts and interventions designed to suit the specific community needs in this regard. Special interventions need to be designed to address learning needs of girls and relating education to their life. The Sarva Shiksha Abhiyan is committed to making these interventions possible.

11.3 The conduct of various previous programmes in the field of elementary education, like DPEP and Lok Jumbish, have thrown up interesting and successful lessons on gender intervention for improvement in access, enrolment, retention and achievement of girls. Some of these, which can be adopted by the States in SSA, are as follows:

- (i) Regular enrolment drives conducted in most States. In Uttar Pradesh, a 23 % increase has been recorded in girls' enrolment in 2000-2001 over last year's enrolment figures.
- (ii) Conducting special camps and bridge courses for girls to mainstream them.
- (iii) Balika Shikshan Shivirs (Camps for adolescent girls)
- (iv) Using women's groups (both formed under the programme and those already existing), VECs, MTA, to follow up issues for girls' education.
- (v) In pockets identified for intensive activities, attendance of each child is monitored to prevent dropouts.
- (vi) Special coaching classes/remedial classes for SC girls.
- (vii) Creation of a congenial learning environment for girls in the classroom where they are given the opportunity to learn. This is being done through special inputs to teachers -either in selected pockets or across the programme districts.
- (viii) States have been sensitised on the use of available data for local level planning for girls' education with

community involvement.

(ix) Field-based trainings have been conducted in Assam, Kerala, Orissa, Uttar Pradesh and West Bengal. States have been building on these skills and are concentrating in certain very deprived pockets. Andhra Pradesh, Gujarat, Maharashtra, and Tamil Nadu have also initiated focused interventions along similar lines.

11.4 The Sarva Shiksha Abhiyan will develop context specific interventions, over and above the mainstreamed interventions, to tackle the problems in girls' education. All successful interventions, so far, will serve as the guiding principle for preparing such interventions. The provision of expenditure up to Rupees 15 lakhs per year given in the norms can be used for taking up innovative interventions relating to SC/ST under the Sarva Shiksha Abhiyan.

11.5 The Committee hopes that all these measures will help in promoting girl education, which is still elusive.

XII EDUCATION OF SC/ST CHILDREN

12.1 The educational development of children belonging to the Scheduled Castes and Scheduled Tribe is a special focus in the Sarva Shiksha Abhiyan. Every activity under the Project will identify the benefit that will accrue to children from these communities. Many of the incentive schemes will have a sharper focus on children from these communities. The participation of dalits and tribals in the affairs of the school will be specially encouraged to ensure ownership of the Abhiyan by all social groups, especially the most disadvantaged.

12.2 The interventions for children belonging to SC/ST communities have to be based on the intensive microplanning addressing the needs of every child. The Sarva Shiksha Abhiyan provides flexibility to local units to develop a context specific intervention. Some of the interventions as proposed by the Department are as under:-

- (i) Engagement of community organisers from SC/ST communities with a focus on schooling needs of children from specific households
- (ii) Special teaching support as per need
- (iii) Ensuring sense of ownership of school committees by SC/ST communities
- (iv) Training programmes for motivation for schooling
- (v) Setting up alternative schooling facilities in unserved habitations and for other out of school children
- (vi) Using community teachers
- (vii) Monitoring attendance and retention of children from weaker sections regularly
- (viii) Providing context specific intervention in the form of a hostel, an incentive or a special facility as required.
- (ix) Involving community leaders in school management

12.3 Further, it has been experienced that the problems faced by children in the tribal areas are often different than those faced by children belonging to Scheduled Castes. Hence, special interventions may be needed for such regions and some of them which are being considered by the Department and can be undertaken in the Sarva Shiksha Abhiyan are as under :-

- a) Textbooks in mother tongue for children at the beginning of Primary education where they do not understand regional language.
- b) Bridge Language Inventory for use of teachers.
- c) Aganwadis and Balwadis or crèches in each school in tribal areas so that the girls are not required to do baby-sitting.
- d) Special training for non-tribal teachers to work in tribal areas, including knowledge of tribal dialect.
- e) Special plan for nomadic and migrant workers.

12.4 The Committee wishes success to the efforts made by the Department for the children belonging to the Scheduled castes and Scheduled Tribes and recommends that progress made in this regard may be intimated to the Committee.

12.5 The Committee notes the ambitious interventions of the Government which have now become the part of Sarva

Shiksha Abhiyan, Since the SSA is still in initial stage of its implementation, the Committee can only hope that these efforts will yield the desired result. However, the Committee feels and recommends accordingly that such blocks/districts where the tribal women literacy (as in the case of Orissa where it is merely 1.8 per cent) is much below should be identified and given special attention in the implementation of the scheme.

12.6

ANNEXURE I

**COMPOSITION OF THE SUB-COMMITTEE ON IMPLEMENTATION
OF ELEMENTARY EDUCATION SCHEMES**

1.	Shri Bratin Sengupta	$\frac{3}{4}$	<i>Convenor</i>
2.	Shri Dina Nath Mishra		
3.	Prof. R.B.S. Varma		
4.	Shri Mourice Kujur		
5.	Shri Trilochan Kanungo		
6.	Shri Shankar Prasad Jaiswal		
7.	Shri Kirti Jha Azad		
8.	Shrimati Shyama Singh		
9.	Shri Mohammed Anwarul Haque		
10.	Shri Ramanand Singh		
11.	Shri Baliram Kashyap		

OBSERVATIONS/RECOMMENDATIONS AT A GLANCE

II STATUS OF ELEMENTARY EDUCATION

The Committee observes that whereas overall literacy rate as per the Census 2001 figures in Madhya Pradesh and Orissa is almost at par with the national average, Bihar and UP are much below the national average. The Committee is constrained to note that actually the situation is much worse and serious even in the states as mentioned in the census 2001. There is wide variation in male and female literacy rates in all the four states. In Madhya Pradesh, female literacy rate is 50.28 against the national average of 54.16. There are 3-4 districts in the State where female literacy rate is far below the State average of 50.28. As per the information (NSSO 1997) made available to the Committee, female literacy rate in Orissa is 38 which might have somewhat improved in Census, 2001. However, the Committee during its visits of some districts in the State having a sizeable SC/ST population, found the situation very bad. The visit revealed out into the surface that actual literacy and female literacy situation in particular has been suppressed very conveniently in the NSSO figures. The figures were misleading. Literacy rate in these districts was nowhere near the state average. The Committee was surprised to note that in certain tribal districts in Orissa, literacy rate amongst tribal women was merely 1.8 percent which is perhaps the lowest in the entire country. Similarly in Bihar, the Committee observed that besides the overall literacy rate being much below the national average as brought out in Census 2001, female literacy rate was a cause of serious concern. Female literacy rate of 34 as compared to the national average 50 (NSSO 1997) is self-explanatory. Committee's experience after visiting 4-5 districts in Bihar was very discouraging. In all the districts, literacy rates, particularly female literacy rates were very low. (Para 2.2)

III ENROLMENT & DROPOUT

The Committee was informed that district-wise drop-out figures are maintained in respect of DPEP districts only at national level. The Committee observes that in quite a few districts covered by DPEP in all the four states, drop out rates in respect of both girls and boys was very high and quite contrary to the perception indicated from the figures. The Committee notes that the main reasons for high dropouts as assessed by the National Family Health Survey – II

conducted in 1998-99, are lack of interest in studies, private cost of education being too high and the need for them to work - both in their own farms / business / households or outside for remuneration. The Committee has been given to understand that these reasons constitute almost 75% of the cases of dropouts. The Committee is not, however, inclined to agree with this assessment. (Para 3.2)

The Committee feels that one of the major reasons is the lack of facilities in the habitations where there is no provision for encouragement to study. The teachers are also not attending the schools regularly. The presence of the education centre at a far off place from the scattered habitation is also not motivating the children from that area to continue study. In rural areas, the children are still helping their parents in farming and other household work for their livelihood, which is discouraging them to attend the classes regularly. In order to redress these issues, necessary provisions have to be made to open the schools in the vicinity of the scattered habitations which has not been done. The Committee observes that lack/absence of infrastructure and lack of motivation in teachers can be cited as the other main reasons for high rate of drop out. Besides all this, the economic factor, which is responsible to a great extent for this continuing problem, has to be effectively dealt with through various incentives/encouragement to needy and poor children, all of which are long pending. (Para 3.3)

The Committee is of the view that inspite of all the initiatives hardly any progress seems to have been made. As a result of its first hand experience in some sample districts in Bihar, Orissa and U.P. and also information made available to the Committee both by the Department and State authorities, the Committee would like to categorically point out that average figures be it in literacy rate, enrolment ratio or drop-out rate in respect of a particular State do not bring out the real assessment. The Committee observes with constraint that there are quite a few districts in all the four States – U.P., Bihar, Orissa and M.P. where there is no marked improvement for one reason or the other. The Committee is of the considered view that all the weak – performing districts-male-female literacy rate, enrolment ratio or dropout rate should be identified and a time-bound and action oriented action plan should be activated at the earliest so as to bring about all round improvement. The Committee is disappointed with the present system of figures being maintained only in respect of DPEP covered districts. The Committee feels that in view of centrally sponsored schemes of elementary education, all education indicators, district wise should be maintained at the State level. The Committee notes that district wise compilation of detailed educational statistics on the pattern of DPEP is proposed to be extended to all districts in the country under Sarva Shiksha Abhiyan (SSA) to make the system more efficient and updated. The Committee hopes that this initiative will be effectively implemented and analysed for remedial steps and shall not lapse into non performance like previous experiences. (Para 3.6)

IV OPERATION BLACKBOARD

The Committee observes that except U.P. none of the three States has been able to achieve the physical targets relating to construction of classrooms under the Scheme. The States of Bihar, M.P. and Orissa have still remained far away from achievement of the target. The Committee would also like to point out that these targets are based on the requirement of classrooms in 1986. Since then, requirement of classrooms should have increased manifold. The Committee is therefore, of the view that progress in construction of classrooms should be regularly monitored. (Para 4.3)

The Committee categorically records its reservations about the figures regarding status of primary school buildings in these States. Its experience in respect of both primary and upper primary school buildings has been totally different. The Committee during its visits found most of the school buildings in dilapidated condition. During its unscheduled visits, it found that some of the Govt. Schools in U.P. existed on paper only. At some places, the classrooms had all the junk and broken furniture stored. Most of the schools were found to be without a boundary wall which made the retention of students in the school all the more difficult. Toilet and drinking water facilities were available in very few schools. Even in few schools where these facilities existed, toilets were found to be stinking. They were not being at all properly maintained. In many cases, water taps/ hand pumps were not working for a long time and needed repair. (Para 4.4)

Similarly in Bihar, school buildings of almost all the primary and upper primary schools both in rural and urban areas visited by the Committee were not fit for use. Either the roof was not there or floor was not properly laid. To our utter disappointment there was no sign of any infrastructure worth-naming. In some schools, furniture for fear of theft, which did not seem to be fit for use was simply piled up in one of the rooms. Not only this, in many schools, the Committee was given to understand that additional classrooms/new buildings were in the state of construction for the last three -five years. Hand pumps and toilets were simply not there in majority of the schools. Situation in Orissa

was also more or less, the same. According to the own confession of the Secretary of the Department, girls toilets existed only in 9.4 per cent of schools in Bihar, 10 per cent in Orissa and 28 per cent in U.P. against a national level of 23 per cent. (Para 4.5)

The Committee was informed that under DPEP, high level of priority is given to the repairs of school buildings. The Committee is, however, constrained to find that although few of the schools visited by it were in the DPEP-covered districts, their condition was as bad as the schools located in non-DPEP districts. The Committee has been informed that the ceiling for civil works under DPEP has been increased from 24% to 33% which would enable the project states to take up additional civil works including repairs. The Committee has also been given to understand that with the implementation of Sarva Shiksha Abhiyan throughout the country, there will be improvement in all the basic facilities needed in a school as these issues have been adequately addressed under Sarva Shiksha Abhiyan. The Committee also notes that under Sarva Shiksha Abhiyan, provision has been made for the release of Rs. 5000/- per annum for each school for undertaking repair work. While these enhanced norms are positive initiatives, the Committee would like to emphasise that there is a need for having an effective monitoring mechanism to supervise the maintenance of school buildings at all the levels - District, State and Central. This is all the more necessary as Committee had noticed during its visits that there was no accountability whatsoever on the part of concerned authorities. Whatever school buildings found to being maintained satisfactorily were mainly due to community involvement. (Para 4.6)

While appreciating the action taken by the Government of Orissa, the Committee hopes that all schools in the tribal areas will be covered at the earliest. (Para 4.9)

The Committee is also perturbed to observe, that release of funds under the Scheme of Operation Blackboard during the last few years to Bihar has been held up due to unspent balance of Rs. 51.47 crores with the State and also due to non-submission of the certificate from the Chief Secretary for the sanctioning of additional posts of Teachers for Primary/Upper Primary schools. The Committee takes a serious view of this. The Committee is led to believe that the State is not interested in taking the benefit of OB as not a single third teacher for primary schools with enrolment exceeding 100 or additional teacher for upper primary schools has been sanctioned for the state under OB. This is of serious concern specially in view of the fact that under SSA which would absorb OB, expenditure on salary for teachers between Centre and States is to be on 75:25 basis in Tenth plan in contrast to 100% financing by Centre under OB. When the Central Govt. was giving 100% grant the State Govt. of Bihar could not take advantage of the same. The Committee has, therefore, serious reservation as to whether the State Govt. will ever agree for contributing 25% share under Sarva Shiksha Abhiyan. (Para 4.11)

The Committee notes that 14,112 posts of additional teachers were sanctioned and appointed in Orissa for single teacher primary schools existing on 30.9.1986. The Committee, however, understands, that single teacher schools are still functioning in the State. When asked to clarify, the Department replied that reasons for existence of single teacher primary schools may be that the State Govt. approved new primary schools with single teacher after 30.9.86 or additional primary teachers appointed in single teacher schools under OB have been shifted to other schools. The Committee feels that this is not a healthy position and remedial steps need to be taken by the State Government concerned. This aspect should also be monitored in SSA. (Para 4.12)

The Committee finds such a situation very disturbing and unhealthy and is constrained to observe that the Department needs to take this matter very seriously with the concerned State Governments and impress upon them to effectively deal with this unhealthy situation in the interest of the students and also for prudent expenditure of Government funds. (Para 4.13)

The Committee finds that besides Bihar, unspent balance of Rs. 48.66 crore and 59.58 crore are lying respectively with the State Govts. of M.P. and Orissa. The Committee also notes that whereas in the case of Bihar, no funds have been released under OB since 1998-99, funds continued to be released to MP and Orissa during this period inspite of unspent balances lying with them. The Committee would emphasise that the Department should vigorously pursue the matter of unspent balance with these states and closely monitor the proper utilisation of Central funds. (Para 4.14)

The Committee finds a wide gap between the information furnished by the Department to it and the ground reality. It therefore, recommends that physical verification of various components of the scheme should be undertaken to ensure that the funds allocated in this regard are properly utilised. (Para 4.15)

V RESTRUCTURING AND RE-ORGANISATION OF TEACHER EDUCATION

The Committee notes that not much progress has been made so far as construction of DIETs in Bihar is concerned. Against 34 DIETs sanctioned, grants for civil works have been released only for 18 and out of these 18 proposed DIETs, only one building has been completed so far. The Committee also observes that UP is the only state where funds under Teacher Education programme are being released. In the case of the remaining three states of Bihar, M.P. and Orissa, no funds have been released since 1998-99. Non-receipt of any proposal has been given the reason in respect of Bihar. The Committee feels that unspent balance of Rs. 705.07 lakhs and Rs. 50.60 lakhs with M.P. and Orissa respectively may be the reason for non-release of funds to them under this scheme. The Committee, however, fails to understand the reasons for annual release of funds to UP inspite of unspent balance of Rs. 57.10 lakhs lying with the state. The Committee is constrained to observe that no quarterly progress report is being sent by Bihar. The Committee recommends that submission of regular quarterly reports may be insisted from all states in order to effectively monitor the scheme. The Committee would also emphasise that matter of unspent balance should be vigorously pursued with the concerned states. (Para 5.3)

The Committee, despite various training and sanitization programmes for teachers, is deeply perturbed over the general attitude and behaviour of teachers towards the students in recent times. It regrets to note that there is a general erosion in the devotion and dedication of teachers towards their duties as compared in the past. The noble bond of teacher and the taught is entirely missing and commercialisation and parochialism have now taken its place. The Committee feels that production of good teachers is a great challenge before the country. Good teachers are the makers of the country. All concerned will have to put their heads together to face this challenge otherwise the future of the country will not be so bright as hoped. (Para 5.6)

VI NATIONAL PROGRAMME FOR NUTRITIONAL SUPPORT TO PRIMARY EDUCATION (MID-DAY MEAL SCHEME)

The Committee observes that situation is highly discouraging and disappointing in Bihar. Out of the 57 districts of undivided Bihar, in 15 districts there has been no lifting of food grains since 1998-99, in 26 districts no food grain has been allocated since 1999-2000. In the remaining districts also, lifting of food grains has been far below the allocated food grains. What is a cause of serious concern is that even these lifting figures furnished by the State Govt. do not match with the off take figures furnished by the FCI. The Committee finds that in Orissa, a declining trend is there in the figures of food grains lifted since 1998-99. In UP, situation is worse as during 2000-2001, against an allocation of 36,51,135 MTs only 8,19,218 MTs were lifted. Similar position is observed in MP also. The Committee has been given to understand that there is no provision of staff for implementation of Scheme both at Central and state levels with the result that there is nobody to take responsibility for sending reports from districts to states and states to Centre. The Committee takes a serious view of this. The Committee is also of the opinion that provision of food grains instead of cooked meals defeats the very purpose of the scheme. (Para 6.3)

The Committee notes that a Sub-group was constituted under the aegis of Working Group on Elementary Education and Literacy for formulation of Tenth Plan and it has suggested major changes in the scheme. The Committee would, however, like to express its reservations about the recommendation of the Sub-group with regard to expansion of the programme to cover the children studying in Alternative Schools. The Committee is of the view that the Mid-day Meal Scheme should be restricted to the formal schools for the time being. Steps should be taken to effectively implement this scheme. Efforts should also be made to provide cooked meal only under this programme. The Committee recommends that the changes suggested by the Sub-Group and the shortcomings/constraints noticed by this Committee be given due weightage when modifications under Tenth Plan are made. The State Governments/UT Administrations also need to be taken into confidence before revision of the Scheme. (Para 6.4)

VII DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)

The Committee was given to understand that the norms prescribed by the World Bank with regard to school buildings are not flexible. The committee desires that it may be reviewed. (Para 7.1)

The Committee is not convinced by the reply of the Department. The Committee notes that as mentioned in the CAG Report records relating to the Programme maintained in the State Project Offices, District Project Offices of the selected districts and Department of Education were test checked by Audit to assess the extent to which the programme objectives were achieved. In addition, ORG-Centre for Social Research conducted a survey of 54 districts, 1081 villages, 280 Census Enumeration Blocks(CEB), 22 SCERTs, 150 BRCs, 153 CRCs, 1361 schools across 14 States.

The agency contacted 40,844 households, 2451 teachers, 3161 members of VECs etc. Survey was carried out using both quantitative (primary survey using pre-tested beneficiary schedules) and qualitative (in-depth interview with programme functionaries) techniques. The Committee is of the opinion that observations of CAG need to be looked into seriously and shortcomings reported by them should be addressed suitably. The Committee finds that unspent balances under DPEP amounting to Rs.1100.75 lakhs, Rs.3008.64 lakhs, 1351.61 lakhs and 5018.73 lakhs are lying with Bihar, M.P., Orissa and U.P. respectively. This itself is an indication that DPEP is not functioning satisfactorily. (Para 7.5)

VIII JANSHALA PROGRAMME

The Committee is of the view that the Scheme is in the initial stages of implementation and needs more time to get the actual feedback about the scheme. The Committee, however, hopes that the observations made in the report of the Bodh Shiksha Samiti will help the Government in formulating its future strategy in regard to the Scheme. (Para 8.3)

As may be seen from the above, expenditure on the project in all the States is far from satisfactory. The Committee observes that implementation of the Scheme in all the above States is very slow and urgent remedial measures need to be taken by the Department as the scheme is scheduled to run for only 18 months more i.e. upto March, 2003. (Para 8.4)

IX MERGER OF SCHEMES:

The Committee welcomes the initiative taken in this regard, The Committee, however, recommends that all the inherent flaws of the earlier schemes should not be reflected in the revised new schemes after merger of these schemes. Therefore, the Committee is of the view that wide ranging consultations should be held with the State Govts., who are the implementing authority before arriving at a final decision. (Para 9.2)

X SARVA SHIKSHA ABHIYAN

The Committee recommends that provision for girls hostels especially in far flung areas should be made one of the components of SSA before it is implemented. (Para 10.5)

XI GIRLS' EDUCATION

The Committee hopes that all these measures will help in promoting girl education, which is still elusive. (Para 11.5)

XII EDUCATION OF SC/ST CHILDREN

The Committee notes the ambitious interventions of the Government which have now become the part of Sarva Shiksha Abhiyan, Since the SSA is still in initial stage of its implementation, the Committee can only hope that these efforts will yield the desired result. However, the Committee feels and recommends accordingly that such blocks/districts where the tribal women literacy (as in the case of Orissa where it is merely 1.8 per cent) is much below should be identified and given special attention in the implementation of the scheme. (Para 12.5)

MINUTES

I

FIRST MEETING

The Sub-Committee met at 4.00 P.M. on Monday, the 12th February, 2001 in Room No. 122, First Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

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|----|------------------------|----------|
| 1. | Shri Bratin Sengupta | Convenor |
| 2. | Shri Dina Nath Mishra | Member |
| 3. | Prof. R.B.S. Varma | -do- |
| 4. | Shri Trilochan Kanungo | -do- |

5. Shri Kirti Jha Azad -do-
6. Smt. Shyama Singh -do-

SECRETARIAT

Smt. Vandana Garg, Director
 Shri C. B. Rai, Under Secretary
 Shri P. Narayanan, Committee Officer

2. The Sub-Committee took up for consideration the Draft Study- Note on its visits to Bihar from 7th to 13th January, 2001. The Sub-Committee approved the Study Note with minor corrections/ modifications.
3. The Sub-Committee, then, adjourned at 4.50 P.M.

II

SECOND MEETING

The Sub-Committee met at 3.00 P.M. on Friday, the 8th June, 2001 in Committee Room `A', Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

1. Shri Bratin Sengupta Convenor
2. Shri Mourice Kujur Member
3. Shri Trilochan Kanungo -do-
4. Smt. Shyama Singh -do-
5. Shri Baliram Kashyap -do-

SECRETARIAT

Smt. Vandana Garg, Director
 Shri C. B. Rai, Under Secretary
 Shri P. Narayanan, Committee Officer
 Shri Ratan Kumar Sahoo, Research Officer

2. The Sub-Committee reviewed the work done so far and discussed its future programme. The Sub-committee decided to undertake visits to study the Implementation of Elementary Education Schemes in the rural areas adjoining Varanasi and Lucknow from 8th to 12th July, 2001. It also decided to visit the State of Madhya Pradesh in the second week of September, 2001.
3. The Sub-Committee, then, adjourned at 3.30 P.M.

III

THIRD MEETING

The Sub-Committee met at 3.00 P.M. on Thursday, the 6th September, 2001 in Room No. 122, First Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

1. Shri Bratin Sengupta Convenor
2. Prof. R.B.S. Varma Member
3. Smt. Shyama Singh -do-
4. Shri Baliram Kashyap -do-
5. Shri Mohammed Anwarul Haque -do-

SECRETARIAT

Smt. Vandana Garg, Director

Shri C. B. Rai, Under Secretary
Shri P. Narayanan, Committee Officer

2. After some discussion, the Sub-committee decided to undertake study visit to Madhya Pradesh from 21st to 24th October, 2001 subject to the schools being open during this period. Alternatively, the Sub-committee decided to hear the officials of the Department of Elementary Education on the 29th October, 2001. The Sub-committee also decided to finalise and adopt its report at the earliest.

3. The Sub-Committee, then, adjourned at 3.30 P.M.

IV

FOURTH MEETING

The Sub-Committee met at 11.00 A.M. on Tuesday, the 23rd October, 2001 in Committee Room `A`, Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

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| 1. | Shri Bratin Sengupta | Convenor |
| 2. | Shri Dina Nath Mishra | Member |
| 3. | Prof. R.B.S. Varma | -do- |
| 4. | Shri Trilochan Kanungo | -do- |
| 5. | Shri Shankar Prasad Jaiwal | -do- |
| 6. | Shri Kirti Jha Azad | -do- |
| 7. | Smt. Shyama Singh | |

WITNESSES

Representatives of the Ministry of Human Resource Development (Department of Elementary Education and Literacy) and others.

1. Shri B.K. Chaturvedi, Secretary
2. Shri Sumit Bose, Joint Secretary
3. Dr. J.S. Rajput, Director, NCERT
4. Shri A.N. Maheshwari, Chairman, NCTE
5. Prof. B.P. Khandelwal, Director, NIEPA
6. Prof. A.K. Ambastha, Director, National Open School

SECRETARIAT

Smt. Vandana Garg, Director
Shri C. B. Rai, Under Secretary
Shri Ratan Kumar Sahoo, Research Officer
Shri P. Narayanan, Committee Officer

2. At the outset, the Convenor welcomed the Members and the witnesses. Thereafter, the Members shared their experience of visits to the States of Orissa, Bihar and U.P. on the implementation of elementary education schemes in those States and put specific queries to the witnesses. The Secretary replied to some of the queries. The Sub-Committee asked him to furnish written replies to the remaining points at the earliest.

2A. A verbatim record of the proceedings of the meeting was kept.

3. The Sub-Committee, then, adjourned at 12.50 P.M.

FIFTH MEETING

The Sub-Committee met at 10.00 A.M. on Friday, the 7th December, 2001 in Committee Room No. 67, first Floor, Parliament House, New Delhi.

MEMBERS PRESENT

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| 1. | Shri Bratin Sengupta | Convenor |
| 2. | Prof. R.B.S. Varma | Member |
| 3. | Shri Trilochan Kanungo | -do- |
| 4. | Shri Mourice Kujur | -do- |
| 5. | Shri Kirti Jha Azad | -do- |

2 The Sub-Committee considered its Draft Report on Implementation of Elementary Education Schemes. The Sub-Committee, after some discussion, adopted the Report with certain modifications and decided to submit the report to the main Committee for adoption and presentation to Parliament in the ensuing Session.

3 The Sub-Committee, then, adjourned at 11.00 A.M.