

**PARLIAMENT OF INDIA**  
**RAJYA SABHA**

**DEPARTMENT-RELATED PARLIAMENTARY STANDING  
COMMITTEE ON HUMAN RESOURCE DEVELOPMENT  
HUNDRED SEVENTY - THIRD REPORT  
ON**

**DEMANDS FOR GRANTS 2006-2007 (DEMAND NO.55) OF  
THE DEPARTMENT OF ELEMENTARY EDUCATION AND  
LITERACY**

**(MINISTRY OF HUMAN RESOURCE DEVELOPMENT)**

(PRESENTED TO THE RAJYA SABHA ON 22<sup>ND</sup> MAY, 2006)

(LAID ON THE TABLE OF LOK SABHA ON 22<sup>ND</sup> MAY, 2006)

RAJYA SABHA SECRETARIAT

NEW DELHI

MAY, 2006/ JYAISTHA, 1928 (SAKA)

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**COMPOSITION OF THE COMMITTEE  
(2006)**

1. Shri Janardan Dwivedi — *Chairman*

**RAJYA SABHA  
MEMBERS**

2. Shri Dwijendra Nath Sharmah
3. Shri Shantaram Laxman Naik
4. Smt. Brinda Karat
5. Shri S. Anbalagan
6. Shri Uday Pratap Singh
7. Shri M.P. Abdussamad Samadani
8. Prof. Ram Deo Bhandary
9. Vacant
10. Vacant

**LOK SABHA**

11. Shri Basudeb Barman
12. Shri Hari Sinh Chavda
13. Shri G.V. Harsha Kumar
14. Shri R. L. Jalappa
15. Shri Ramswarup Koli

16. Shri Manjunath Kunnur
17. Shri Babu Lal Marandi
18. Dr. Thokchom Meinya
19. Shri Krishna Murari Moghe
20. Shri Mohd. Mukim
21. Shri Tukaram Ganpatrao Rengepatil
22. Prof. Rasa Singh Rawat
23. Shri M. Rajamohan Reddy
24. Shri Tufani Saroj
25. Smt. P. Satheedevi
26. Shri A.R. Shaheen
27. Smt. Jyotirmoyee Sikdar
28. Shri K. Virupaxappa
29. Shri Devendra Singh Yadav
30. Vacant
31. Vacant

### SECRETARIAT

Shri N.C. Joshi, Additional Secretary  
 Smt. Vandana Garg, Joint Secretary  
 Shri N.K. Singh, Director  
 Shri J. Sundriyal, Under Secretary  
 Shri Swarabji, B., Committee Officer  
 Smt. Meena Kandwal, Research Officer

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### 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 Hundred Seventy - third Report of the Committee on the Demands for Grants (Demand No. 55) of the Department of Elementary Education and Literacy, Ministry of Human Resource Development for the year 2006-2007.

2. The Committee considered the various documents and relevant papers received from the Department of Elementary Education and Literacy, Ministry of Human Resource Development and also heard the Secretary and other Officials of that Department on the said Demands for Grants in its meeting held on 18<sup>th</sup> April, 2006.

3. The Committee considered the Draft Report and adopted the same in its meeting held on 15<sup>th</sup> May, 2006.

NEW DELHI;

May 15, 2006

*Vaisakha 25, 1928 (Saka)*

**JANARDAN DWIVEDI**

*Chairman,*

*Department-related Parliamentary*

*Standing Committee on*

*Human Resource Development*

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### REPORT

#### I. INTRODUCTION

1.1 The strength and vitality of a nation emanates from its literate populace. Literacy begins from home and takes a formal shape in schools that lies in public domain. The schooling and elementary education is, thus, the edifice on which the pillars of a healthy society is built and a nation of character stands. However, the character of a nation is also reflected in the opportunities it provides to those left-out and the have-nots. Thus, Adult Education is an option that must be in the frame of things for a nation who desire to carve a niche for itself in the league of nations.

1.2 The Committee desires to see India as a strong and dynamic nation and it very well appreciates the task lying ahead. The Committee notes that the Department of Elementary Education and Literacy of the Government of India formulates and implements various programmes/schemes for providing care as well as quality education to every child of the country with special emphasis on girls and those coming from the disadvantaged sections of society and backward areas. The Department also runs various programmes in non-formal category to resolve the problem of illiteracy through its strategies of Adult Education.

## II. BUDGETARY ALLOCATION

2.1 The Secretary in her presentation before the Committee gave an idea about the financial outlays during the Tenth Plan and expenditure incurred during the first four years of the Plan period. Scheme-wise outlays for the Department both in the elementary education and Adult Education sector were also projected before the Committee.

2.2 There has been a considerable increase in the yearly outlays and the expenditure incurred vis-à-vis Budget Estimates/Revised Estimates in recent years in the Elementary Education sector. The outlay for Department of Elementary Education & Literacy has gone up from Rs. 8000/- crore in 2004-05 to Rs. 12,531.76 crore in 2005-06, representing an increase of over 56%. The allocation has further gone up from Rs. 12,531.76 crore in 2005-06 to Rs. 17,128.00 crore in 2006-07, registering a hike of over 37%.

2.3 The major enhancements have been in the flagship schemes of Sarva Shiksha Abhiyan (SSA) and National Programme of Nutritional Support of Primary education (Mid Day Meal Scheme). The allocation for SSA has gone up from Rs. 7,800.00 crore in 2005-06 to Rs. 11,000.00 crore, representing an increase of over 41%. The allocation for Mid Day Meal Scheme has gone up from Rs. 3,345.46 crore in 2005-06 to Rs. 5,348.00 crore in 2006-07, showing an increase of over 60%.

2.4 The quantum jump in fund allocation witnessed in SSA and MDM is a result of the revenue generated through Education cess @ 2 per cent on direct and indirect Central taxes which has been imposed since 2004. The cess is imposed "so as to fulfil the commitment of the Government to provide and finance universalized quality basic education". A separate, dedicated non-lapsable fund called Prarambhik Shiksha Kosh (PSK) has been created on 14<sup>th</sup> November, 2005 to receive proceeds of the Education Cess. Estimated receipts under PSK for 2006-07 are Rs. 8746 crores. Accordingly, in 2006-07 in addition to General Budgetary allocations to SSA and to MDM (as indicated in Table below), PSK's contribution to SSA and MDM is Rs. 5831 crores and Rs. 2915 crores respectively.

(Rs. in crores)

### 2006-07

Schemes	BE	Transfers from PSK	Total	NE Region
SSA	4210.70	5831.00	10041.70	958.30
MDM	1898.20	2915.00	4813.20	534.80

2.5 The trend of expenditure during the first four years of the Tenth Plan clearly indicates that the

Department has been successful in optimum utilization of funds allocated in the elementary education sector, quantum increase in the allocation notwithstanding. However, the Committee is constrained to observe that scene the position with the entire Adult Education sector is different. The Department has not been able to sustain the level of expenditure, particularly during the last two years, i.e. 2004-05 and 2005-06, inspite of there being only a marginal increase. In fact, it would not be wrong to say that Adult Education sector appears to be the worst affected during 2004-05. Less than 50% of the total outlay (Rs. 261.00 crore) for Adult Education has been spent upto December 2005. During the first three quarters of the year upto December, 2005, expenditure reported is Rs. 115.66 crore. The Committee is surprised to note that within a span of about one and a half month i.e. upto 17.2.2006, utilisation figures are Rs. 211.78 crore. The Committee can only conclude that different programmes of Adult Education are not being implemented as per the prescribed norms. One example would be sufficient to confirm this view. Under the scheme of 'Literacy Campaigns and Operation Restoration' expenditure reported upto December, 2005 was nil. However, by 17<sup>th</sup> February, 2006 implementing agencies could manage to incur an expenditure of Rs. 30.00 crore.

2.6 Twin problems of pending utilization certificates and unspent balances available with the implementing agencies continue to persist. The Committee has been observing that increase in the allocated funds has indirectly contributed in aggravating these two problem areas. The Committee has been given to understand that due to sustained efforts made by the Department, level of pending Utilization Certificates has been somewhat restricted. The Department has succeeded in extracting 471 UCs during the period from 1<sup>st</sup> April to 31<sup>st</sup> December, 2005. An amount of Rs. 3461.78 crores is still blocked as outstanding Utilization Certificates in respect of Grants/Loan released upto 31<sup>st</sup> March, 2004. However, no information has been provided by the Department about the amount parked as outstanding UCs for the year 2004-2005 which must have increased further by the end of 2005-2006. The Committee finds this situation to be very alarming and strongly feels that urgent steps need to be taken to eliminate the pending UCs. At the same time, the Department may also take up with the concerned State Governments, the problems, if any being faced by them in timely submission of UCs.

2.7 The Committee notes that the total unspent balances with implementing agencies under different schemes as on 1.4.05 was Rs. 1,680.96 crore which increased to the tune of Rs. 3,310.29 crore within a span of six months, i.e., on 30.9.2005. What is more worrisome is that these unspent balances are available with implementing agencies other than state Govts./UTs, mainly in the voluntary sector. The Committee wonders about the efficacy of the monitoring mechanism which is supposed to be activated right from the level of Centre to district/panchayat level. The Committee is of the firm opinion that remedial measures need to be initiated without any further delay. The Committee would also like to be apprised about the latest details of Utilization Certificates and unspent balances scheme-wise and state wise.

### **III. SARVA SHIKSHA ABHIYAN**

3.1 Building upon the success of the District Primary Education Programme (DPEP), begun in 1994, the Sarva Shiksha Abhiyan (SSA) or "Education for all Programme" was launched in 2001-02. As an umbrella programme, the SSA continued to support and build upon other primary and elementary education projects of GOI like DPEP, Lok Jumbish, Janshala, etc. while at the same time extended the coverage of the initiative up to Class-VIII, i.e. the elementary level, beyond the primary classes which were targeted under DPEP.

3.2 The Programme covers the entire country and addresses the needs of 19.2 crore children in 11 lakh habitations. 8.5 lakh existing primary schools and upper primary schools and 33 lakh existing teachers are being covered under the scheme. The programme seeks to open new schools in habitations which do not have schooling facilities and strengthen existing school infrastructure through provision of additional class rooms, toilets, drinking water, maintenance grant and school improvement grant. The approach is community-owned and village education plans prepared in consultation with Panchayati Raj Institutions form the basis of district elementary education plans.

3.3 The assistance under the programme of Sarva Shiksha Abhiyan was on an 85:15 sharing

arrangement during the IX Plan, is 75:25 sharing arrangement during the X Plan, and 50:50 sharing thereafter between the Central Government and the State Government. The Secretary of the Department informed that the Planning Commission after its Mid-Term review of the Xth Plan has recommended that the funding pattern for SSA would continue to be 75: 25.

3.4 The Committee has been given to understand that provision of state share by states has improved over the years. Presently, only Kerala (Rs. 21.67), crores, Manipur (Rs.2.07 crores) and Sikkim (Rs. 3.89 crore) have outstanding state share for 2004-05. The Committee would like to be apprised about the status of state share during 2005-06. The Committee would also like to be informed about the final decision of the Government in respect of provision of some relief to NE states and Sikkim in the percentage of their contribution to SSA.

3.5 Allocation of funds under SSA since its inception has shown a phenomenal growth from Rs. 350.00 crore in 2000-01 to Rs. 7156.00 crore in 2005-06. Allocation for 2006-07 is Rs. 11000.00 crores thus showing a quantum leap over 2005-06. The Committee observes that the Department has outwardly maintained the same level on the utilization front also. However, data made available to the Committee reveals a new dimension. Funds under various schemes are being duly released by the Centre but somehow due to reasons not known to the Committee, increasing amount of funds remain unspent. SSA being the flagship programme of the entire Elementary Education Sector, and having the highest allocation is also the major contributor in unspent balances of Rs. 30.91 crore out of total unspent balance of Rs. 33.10 crore as on 30.9.05. The Committee apprehends that the problem is bound to aggravate further in line with the enhanced availability of funds.

3.6 Committee had the opportunity to see the Annual Report and Audited Accounts of SSA in six States/UTs. Status of unspent balances as indicated below under SSA is an eye-opener for the Committee:-

State/UT		Annual Report/Audited account year	Grants received	(in Rupees) Carried forward	Utilisation of funds
Dadra & Nagar Haveli		2003-04	Rs.4,47,42,000	16,38,903	6,01,678
Himachal Pradesh		2003-04	Rs.64,47,84,000	12,70,84,934	63,31,79,782
Nagaland		2004-05	Rs.26,67,49,000	3,71,52,846	27,92,04,891
Dadra & Nagar Haveli		2004-05	Rs.2,19,00,000	4,46,21,452	10,61,818
Assam		2004-05	Rs.226,54,00,000	36,19,79,876	226,04,96,950
U.P.		2004-05	Rs.1170,14,75,000	123,57,40,101	1251,73,90,166
Uttranchal		2004-05	Rs.91,44,70,000	8,68,36,000	96,37,22,000

3.7 The above details clearly indicate that the ground realities are varying from state to state about the actual status of utilization of SSA. The Committee is compelled to claim that unspent balances will be available in respect of other States/UTs also. If that be so, the Committee can only conclude that States/UTs have simply not succeeded in sustaining the expenditure level. The Committee can only hope that with the accounting procedure being streamlined and monitoring mechanism fully activated, status of fund utilization under SSA will improve.

3.8 The Committee notes that the Mid-Term Appraisal of the Tenth Plan by the Planning Commission indicated that some of the major states like U.P., Punjab, West Bengal, Orissa, Bihar and Jharkhand were experiencing a problem of resource absorption under SSA. The Department have informed that due to concerted efforts by State Governments and intensive monitoring and capacity

building initiatives of the Central Government, the position of utilization of funds has improved and fund utilization upto December, 2005 by UP is 74%, Punjab is 55%, West Bengal is 65%, Orissa is 57 % and Jharkhand is 74%. The Committee is of the opinion that fund utilization by the Punjab, West Bengal and Orissa is still unsatisfactory. To this list state like Maharashtra may also be added which has utilized the funds to the tune of 50% only upto December, 2005. The Committee expresses its reservation against slow pace of implementation and utilization of funds. The Committee would like the Department to ensure timely utilization of funds at least by the third fiscal quarter and restrain itself from last minute rush in the utilization of funds that results in poor infrastructure and quality. The Committee hopes that the Department would take all possible steps to ensure allotment of land for schools in J&K, Nagaland and Andaman and Nicobar Islands and utilization of sanctioned amount for civil construction in these states by July this year as promised by the Secretary before the Committee.

3.9 The Committee has been informed that there has been a decline in the number and proportion of out of school children since 2001 when Sarva Shiksha Abhiyan was initiated.

3.10 The Committee notes that utilization of funds under SSA is not commensurately reflected in the achievements made in respect of physical targets. The Committee fails to understand as to why the physical targets like construction of school buildings, additional classrooms, drinking water facilities, toilets, etc. are not completed despite one-third (34.21%) of the total outlay being assigned for civil works. In fact, a Work Bank- Harvard University study has found poor infrastructure to be one of the factors behind teacher absenteeism. The Committee feels that this may also be a factor for student drop-out.

3.11 The Committee is distressed to note that the progress report of civil works upto 31.12.2005 shows a very dismal status *vis-a-vis* the civil works completed. The Committee is disappointed to note that only 47.69 percent of primary school buildings, 64.78 percent of upper primary school building and a mere 41.16 percent of additional rooms, 56.59 % drinking water facilities and 54.36 % toilets have been completed against the targets fixed since the inception of the Abhiyan. Committee's disappointment knows no bounds after noting the achievement level after first three quarters against the following targets for 2005-06 which is given below:-

	Target set for 2005-06	Achievement after first three quarters	
		In progress	Completed
Construction of school buildings	34,262	22046	598
Construction of additional classrooms	1,41,886	75038	2415
Drinking water facilities	40,760	20123	3414
Construction of toilets	65,771	21102	3357

3.12 State-wise details of progress of civil works upto 31.12.05 as indicated below establishes the fact that in some states, SSA has yet to make a beginning:

State	Primary School Building % completed	Upper Primary School Building % completed	Addl. Rooms % completed	Drinking Water facilities % completed	Toilets % completed
<b>Bihar</b>	8.76	-	15.56	34.78	25.27
<b>J &amp; K</b>	31.66	13.15	43.60	0%	0%
<b>Manipur</b>	11.42	-	12.05	25.17	14.87
<b>Meghalaya</b>	3.03	0%	0%	0%	0%
<b>Nagaland</b>	37.80	0%	33.02	9.33	2.37
<b>W.Bengal</b>	11.11	-	34.16	24.36	28.58

Besides, State/UTs of Goa, Delhi, Andaman & Nicobar Islands, Chandigarh, Dadra & Nagar Haveli, Daman & Diu, Lakshdweep, and Pondicherry are yet to make a beginning inspite of the fact that funds under SSA have been released to them.

3.13 The Committee is of the firm view that alongwith the Central assistance being released, progress of achievement level of physical targets has to be vigorously pursued with special focus on States/UTs lagging behind. Both inherent drawbacks in the Scheme itself and lack of initiative on the part of implementing agencies have to be attended to at the highest level, if need is felt. Only then, it can be claimed that SSA has started achieving its goal of reaching to the neediest. The Committee understands that the targets for the year 2006-07 are being decided and will be finalized by the month of May, 2006 through the process of approval of Annual Work Plans of States/UTs by the Project Approval Board of SSA. The Committee feels that this exercise needs to be completed in the last quarter of previous year so that work starts from the first quarter of the next year itself.

3.14 Supply of free textbooks is a major initiative for girls and children of weaker section under SSA. The Committee notes that against a target of 6.14 crore students to be distributed free textbooks, achievement level has been 5.35 crores i.e. 87% by December, 2005. However as per the state-wise figures made available to the Committee, status of distribution of free textbooks in the following states cannot be considered satisfactory:-

<b>State</b>	<b>Target</b>	<b>Achievement</b>
Andhra Pradesh	3,66,034	1,29,226
Bihar	41,82,188	10,81,138
Gujarat	4,87,074	3,67,500
Haryana	14,49,223	6,49,814
Jharkahand	29,56,123	0
Punjab	17,04,816	14,42,413
Utteranchal	6,37,941	5,01,548
West Bengal	36,92,428	19,98,420

The Committee was informed that due to delay in finalization of tender for free textbooks by the State Government, eligible students of Jharkhand were deprived of free textbooks. The Committee hopes that before the start of the next academic session, free textbooks would be available for the students. The Committee also recommends that the Department should pursue the fulfillment of this target with the concerned State Governments.

3.15 To provide additional teachers to the existing schools with inadequate teacher strength is another important component of SSA. The Committee notes that out of 7.72 lakh teachers sanctioned, 4.92 (64%) lakh teachers have been appointed by December 2005. Court cases and enforcement of model code of conduct were the main constraints faced by states like Rajasthan, MP, Bihar, Chattisgarh, W. Bengal and Andhra Pradesh which has delayed the process of recruitment of teachers in these states. The Committee has, however, been given to understand that these problems have been resolved and recruitment process is ongoing/completed or some interim arrangements have been made. The Committee notes that this problem continues to bethere in some other States like Goa, Manipur, Daman and Diu and Pondicherry where inspite of teachers being sanctioned, not even a single teacher has been appointed till date. Position is also very discouraging in states like Mizoram, Jharkhand, Manipur, Sikkim, Chandigarh and Dadra & Nagar Haveli. The Committee is of the view that the Centre should continue pursuing with all these State Governments, the issue of appointment of sanctioned teachers without any further delay. Under SSA, it is also envisaged that teachers are exposed to annual in-service training. The Committee was informed that out of 89,60,745 teachers, training of only 24,02,566 teachers could be completed/in progress as on 31.12.05 The Committee feels that teacher training has not been given the due importance. The Committee would like to point out that only trained teachers would be in a position to give a direction to our future generation. Hence, teacher training should be taken up in a mission mode.

3.16 The Committee has been informed that there has been a decline in the number of out-of-school children since 2001 when Sarva Shiksha Abhiyan was launched. The Committee notes that all India sample survey of out of school children commissioned by the Ministry was conducted by the Social and Rural Research Institute in all the States and UTs during July to October 2005. As per this survey, 8.09% children were out of school in the country. The Committee notes that this survey besides the normal children, has also assessed the disabled children. As per findings, 38.92 % disabled children do not go to school. The Committee strongly feels that time has come when a serious attempt is made to bring the disabled children also in the mainstream. The Committee recommends that all inclusive education for disabled and differently abled children should become a focused component under SSA.

3.17 The fact that more than a crore (1,34,59,734) children in the age-group of 6-14 years are still reeling under the stigma of illiteracy is an area of great concern and the Department needs to brace itself to cover these left-outs. The Committee finds that Bihar, Uttar Pradesh, West Bengal, Madhya Pradesh, Rajasthan and Jharkhand are still to go a long way to bring every child in school. The Committee recommends that the Department take up the matter with these states urgently and make special arrangements for education with them. In fact, the Committee desires that this special arrangement be made for all the twelve states where percentage of out of school children is more than the national level.

3.18 The Committee notes that the Department has targeted 48 districts with highest number of out of school children with specific interventions for the year 2006-07. **The** Committee appreciates this proposal of the Department and at the same time desire that the Department must come out with innovative techniques to ensure that once a child is enrolled, he does not drop out. The Department needs to take stock of the situation because it has been noticed by the Committee that though enrolment ratio in schools is quite impressive, drop-out rates are equally discouraging. Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Manipur, Meghalaya, Rajasthan, Sikkim and Tripura have higher drop-out rates (class 1-V) when compared with the All India average of 31.47 %. The Committee strongly feels that effective and urgent action has to be initiated to reduce the drop-out rates.

3.19 The Committee is of the view that states having the maximum number of out of school children and also having a higher drop out rate need to be focussed more. The Committee notes that though the Mid-Day Meal is one of the major attraction for children and it has to some extent even increased the enrolment in the schools. But the SSA needs more interventions such as inclusion of sports as an integral part of the syllabus, so as to maintain the interest of children. This would not only make school attractive but also prepare the children psychologically as well as physically strong to feel motivated to go to schools. Another intervention, according to the Committee, should be to make anti-child labour campaign an integral part of SSA. The Committee feels that social mobilization programme to check child labour could help in withdrawing the children engaged as labourers to alternate sources of education. The INDUS project is a welcome step in this direction and the Committee appreciates the Department's association with this project. The Committee opines that eradication of child labour should become one of the prominent objectives of SSA so as to ensure inclination of the society towards educational needs of the children. A step in this direction could be to work in coordination with the Ministries of Labour and Social Justice and Empowerment.

3.20 Committee's attention has been drawn by media reports about a study 'Annual Status of Education Report (ASER) conducted by Pratham. The Committee understands that this study is based on a survey of 1,91,057 households, 3,32,971 children and 2,252 schools in 9,531 villages of 485 districts spread across 28 States. One of the findings of this survey relates to impact of SSA on quality of education which says that 35% of all children in the 7 to 14 age group could not read simple paragraphs of standard I level while 52% could not read a short story of standard II level. On a specific query in this regard, the Department while indicating the inadequacy of sample survey of Pratham, admitted that its findings were not much at variance with Government database on the quality of education.



3.21 As per the national survey on “Learning Achievement of Students at the end of Class V” conducted by the NCERT in 2002, whose report shows that the mean achievement of students in Language, Mathematics & EVS at the national level is 58.57%, 46.51% and 50.30% respectively. The Committee finds this mean achievement to be a cause of concern and feels that the Department needs to take care that the quality aspect should not be sacrificed in the race for achieving targets.

3.22 The Committee observes that under SSA there are already a number of components which take care of infrastructure to be in place at schools and also required number of teachers. The Committee would, however, like to point out lack of qualified teachers and also their low motivation level fail to attract and retain students. In service training at regular intervals can successfully fill this gap. More emphasis is required to be made on the training component under SSA. The Committee understands that the Department with the help of NCERT has recently operationalised a quarterly quality monitoring system. The Committee feels that with all these measures, things should improve. Perhaps what is required now is an element of accountability and sense of involvement by all concerned.

3.23 Teachers at primary and upper primary level under SSA are supposed to possess NCERT prescribed qualifications. However, ground realities seem to be quite different. The Committee has been observing that in order to meet the increasing demand of teachers, they are being recruited on temporary basis. In some states, such teachers have gone to Courts. The Committee is of the firm opinion that alongwith the fulfillment of targets, quality aspect also needs to be given its due importance. The Committee does not share the Department’s explanation that a two-month in-service training is sufficient to enable these para-teachers qualified enough to undertake the task of teaching. The Committee recommends that the Department take initiatives to stop this type of ad-hocism. The Committee opines that in the event of unavoidable appointment of para-teachers it should be ensured that they are qualified to be appointed as teachers. The Committee recommends that such teachers may be given better emoluments. It would not be out of context to point out that since Education is on Concurrent List, the Centre can prevail upon the States in the larger interest of education and the society.

#### **IV. NATIONAL PROGRAMME OF NUTRITIONAL SUPPORT TO PRIMARY EDUCATION (MID-DAY MEAL SCHEME)**

4.1 The National Programme of Nutritional Support to Primary Education, popularly known as the Mid-Day Meal Scheme, covers 12 crore children. It has emerged as the world’s largest school feeding programme. The Scheme, launched in August, 1995(revised in September, 2004) envisages a provision of a cooked mid-day meal with minimum calorie content of 300 calories and 8-12 grams of protein, for all children studying in Class 1-V in Govt. Local Body and Govt. –aided schools; and Education Guarantee Scheme and Alternative & Innovative Education Centres.

4.2 The Committee notes that an amount of Rs. 5438 crore (including NER component) has been allocated for the financial year 2006-07 under the Mid-Day-Meal Scheme. The Department propose to utilize the enhanced allocation for the following purposes:

- i) Enhancement of current Central assistance towards cooking cost @ Re. 1 per child per school day to Rs. 1.50 with a minimum contribution by States/UTs.
- ii) Construction of about one lakh kitchen sheds.
- iii) Provision of cooking/kitchen devices.

4.3 The Committee welcomes the enhancement in cooking cost as this would bring an improvement in the variety and quality of the food served. However, the Committee has its doubts about the matching contribution required from the States/UTs. The Committee desires that the Department should prevail upon all the States/UTs to give their share towards cooking cost. Further, the Committee is a little worried about the impact this little enhancement would have on the variety and quality of the meal served. The Committee is of the opinion that even the increased Central assistance towards cooking cost

is not adequate. The Committee understands that there are other Ministries/Departments that are implementing other schemes for providing nutritious food to our children. The Committee recommends that convergence and close coordination may be brought among these schemes so as to have the best results.

4.4 The Committee however, is apprehensive of the quality, variety and hygiene of the food served under the scheme in view of the fact that there are many reported and unreported cases of children falling ill after taking their mid-day meal. Such incidents take away the spirit out of the scheme. On a specific query about cases of irregularity notice in MDM scheme, the Department has given details of instances which have taken place in some states during 2005-06. All these cases indicate diversion misuse of foodgrains by those very authorities which were responsible for implementation of the scheme. The Committee would like to have full details of all these cases alongwith the follow up action taken thereon. The Committee wonder, that inspite of such well-planned monitoring mechanism how such instances could have taken place. The Committee can only conclude that monitoring and surprise inspections need to be done vigorously. The Department needs to be more proactive instead of acting only after receipt of complaints.

4.5 Committee's attention has been drawn by a survey conducted by the National Institute of Nutrition, Hyderabad which has pointed out that the growth of 50% children is adversely affected due to poor level of nutrition in the MDM served in the country. **The** Committee recommends that the Department take earnest measure to provide wholesome meal. For this purpose, the Committee feels that good quality cereal be released from the FCI godowns and this should be supplemented by fruits and vitamin and iron tablets.

4.6 The Committee was informed that with regard to quality of foodgrains, following two important actions have been taken:

- (i) States have been asked to constitute joint inspection team with FCI to verify the quality of foodgrains before being lifted from FCI depot.
- (ii) FCI has also appointed nodal officers for each State to look into the issues relating to quality & regularity of supply of foodgrains.

4.7 To improve quality of meals, variety has been introduced through weekly measures. Besides, states have been asked to mobilize mothers to oversee the programme. Mothers of children studying in school would take turns to supervise the preparation of meals & feeding of children. The Committee has been informed that the programme is being implemented in a decentralized manner with the involvement of local agencies such as Village Panchayats, Village Education Committees, Schools Management Committees, Parent Teacher Associations etc. Cooking is being done by women Self Help Groups in many cases. In urban areas, NGOs have undertaken this task. Cooks, particularly women from SC/ST communities, are also being engaged.

4.8 The Committee is of the view that the community participation is not very effective or else the meal served under scheme would not have suffered in quality, variety and hygiene or there would have been no misappropriation. There is also a feeling in the Committee that education has taken a backseat in schools serving mid-day meal. The Committee has been given to understand that the involvement of teachers in preparation and distribution of meal has adversely affected the quality of education. The guidelines clearly specify that a teacher's main responsibility is to teach and not engage themselves in cooking process. In fact there is a provision for engaging workers for the cooking of Meals. The Committee regrets that the remuneration to these workers are not only low but also varies from place to place. Even this meager amount is not given regularly. The Committee would therefore recommend upward revision of wages/remuneration for those who are cooking food and also ensure to uniform rate. Strict monitoring of the guidelines is the need of hour.

4.9 It has been noted that attendance in the schools drops drastically during post-lunch session. This, the Committee, feels is a big challenge to the entire objective of the programme and no intervention except vibrant community participation can check this malice. The Committee strongly

urges the Department to take the matter with states which can actually ensure community participation through *Panchayat and* in true sense. At the same time, the Department is advised to carry out a scientific assessment of community participation in the Mid-Day Meal Scheme.

## V. STRENGTHENING OF TEACHERS EDUCATION

5.1 As envisaged in the National Policy on Education (NPE), 1986, and its Programme of Action (POA), a Centrally-sponsored Scheme of Restructuring and Reorganization of Teacher Education was launched in 1987 to create a sound institutional infrastructure of pre-service and in-service training of elementary and secondary school teachers and for provision of academic resource support to elementary and secondary schools.

5.2 The Committee learns that the scheme has been revised under the Xth Plan. Main objectives of the revised Scheme are:-

- (1) Speedy completion of DIET/CTE/IASE/SCERT projects, which have been sanctioned but not completed up to the end of the IX Plan period.
- (2) Making DIETs, CTEs, IASEs sanctioned (and SCERTs strengthened) upto the IX Plan period, optimally functional and operational.
- (3) Sanction and implementation of fresh DIET/CTE/IASE/SCERT project to the extent necessary.
- (4) Improvement in the quality of programme being undertaken by DIETs, etc. especially those of pre-service and in-service training, so as to enable them to effectively play their nodal role of improving quality of elementary and secondary education in their respective jurisdiction, as measured in terms of levels of learner achievement.

5.3 The Committee learns that 556 DIETs and 135 CTEs/IASEs have been approved upto 1.2.2006. These include 58 DIETs and 15 CTEs/IASEs sanctioned between 2004-2005 and 2005-06 under revised Scheme during the Xth Plan.

5.4 The Committee observes that against total 599 districts in the country, 556 DIETs have been sanctioned earlier and another 59 DIETs have been sanctioned recently. However, functional DIETs as on date are only 466. Arunachal Pradesh, Bihar, Chattisgarh, Haryana, Jharkhand, MP and Orissa are the states showing gaps between required, sanctioned and functional DIETs. The Committee notes that DIETs play a major role in the development of textbooks, teaching-learning material, quality, monitoring of schools etc.

5.5 This situation, the Committee feels, is more worrisome because the DIETs have also been assigned the role of monitoring the implementation of the MDM scheme. The fact that many districts in poorly performing states still do not have DIET will have an adverse impact on the monitoring activity in the district. The Committee notes that in many DIETs, vacancies are there which affect various training programme. The Committee would like to draw the attention of the Department to the observation of Planning Commission made in the Mid Term Appraisal of Tenth Plan. "The institutional support organizations for teacher education and development of curriculums are closely linked with the learning achievements of children and performance of teachers. Teachers vacancies at all levels should be filled up urgently and there should be advance planning for future requirement too."

5.6 The very fact that the vacancy position of DIETs is now being reviewed in national meeting of Education Secretaries and meetings of Teacher Education Approval Board indicates that the position is quite grim. The Committee is disturbed to note that expeditious releases of Central assistance towards salaries are being ensured through regular meetings of TEAB. The Committee would like to have full details about existing vacancies in DIETs, since when and number of vacancies filled during 2005-06 (state-wise). The Committee hopes that all remedial measures are being taken by the Centre so that the DIETs can become functioning in the real sense for carrying out their assigned task.

5.7 The Department claims that there has been a marked increase in the releases made to States/UTs under Teacher Education Scheme during 2005-06. As against a BE of Rs.200 crores, the actual releases were 211.91 crores (including North East). For the financial year 2006-07, a Budget Estimate of Rs.217.00 crores was projected. However, keeping in view over-all allocation made by the Planning Commission for the Department of Elementary Education & Literacy, a provision of Rs.180.00 crores has been made for the scheme for the year 2006-07, out of which, Rs.18.00 crores is allocated for the North-Eastern Region.

5.8 The Department further informed that to expand facilities for pre-service training of elementary teachers, National Council for Teachers Education (NCTE) has taken the following steps:-

- (i) Permission is being accorded to increase in-take of DIETs upto 200 seats.
- (ii) Recognized B. Ed. Colleges are being encouraged to start pre-service training courses in elementary education.
- (iii) Further, for training of un-trained teachers, specially designed courses through distance-mode are also being conducted by IGNOU which include Certificate in Primary Education Course (CPE) for North-Eastern Region and two years Diploma course for certain other States in the country, based on state-specific requirements.

5.9 NCTE is also the statutory body for recognition of institutions for conducting various teacher education programmes. In pursuance of this mandate, as on January, 2006, 5854 teacher education institutions offering 6647 courses have been recognized by the council with an approved intake of about 5.22 lakh teacher trainees. The Committee would like to have full details of institutions state-wise, recognized during the last two years by the Council.

5.10 The Committee understands that the Planning Commission has suggested that the Teacher Education Programme should be merged with SSA in the Eleventh Plan. The Committee observes that to maintain the quality of education under SSA, training of teachers needs to be given due focus which has been hitherto lacking. The Committee hopes that 2006-07 being the last year of the Tenth Plan, the Department must have taken a decision by now.

## **VI. DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**

6.1 The Centrally Sponsored Scheme of District Primary Education Programme (DPEP) was launched in 1994 as a major initiative to revitalize the primary education system and to achieve the objective of universalisation of primary education.

6.2 The Committee notes that at present DPEP is in operation in 7 States viz. Bihar, Jharkhand, Rajasthan, Orissa, U.P, Uttranchal and West Bengal covering 104 districts. As the programme will complete its term in four more states on 31.3.2006, DPEP will be in operation in three states only viz. Rajasthan, Orissa and West Bengal during 2006-07.

The detailed targets and achievement under DPEP till last financial year is as under:

<b>Cumulative Targets and Achievements 2005-06</b>				
<b>(DPEP)</b>				
<b>Sl. No.</b>	<b>Item</b>	<b>Cumulative Target upto 2005-06</b>	<b>Cumulative Achievement upto 30.9.2005</b>	<b>% Achievement</b>
1.	School Opened	6894	5781	84
2.	Total No. of Teachers Appointed	25128	22671	90
3.	Total number of children to	7711511	2973991	39

	whom free Text Books distributed			
4.	In-service training of teachers (no. of trainee days) Teacher Training	1329570	867588	65
5.	Number of toilet constructed	40465	31033	77
6.	No. of Drinking water facility provided	21213	10417	49
7.	No. of additional classroom constructed	34159	23969	70
8.	Civil works no. school buildings constructed	15516	9854	64

6.3 The Committee takes note of the targets and achievements made under DPEP till the year 2005-06. The Committee notes that as per the table given above the achievements of the Department as such is not very impressive, especially as regards free text book distribution, in service training of teachers, drinking water facility. The Committee recommends the Department to undertake sincere steps to achieve the targets fixed under DPEP.

6.4 The Committee is further at a loss to find out the level of achievements against the various targets fixed for 2005-06, particularly in respect of Bihar, Jharkhand, UP and Uttaranchal whose project period was completed on 31.3.2006. The Committee is not happy with the attempt of the Department to give data on targets and achievements in cumulative format as this prevents the Committee from drawing conclusive inference. The Committee recommends the Department to give data on targets and achievement on yearly basis.

6.5 The Committee is dismayed to note that the four States viz., Bihar, Jharkhand, U.P. and Uttaranchal where the external assistance is going to close on 31<sup>st</sup> March, 2006 has not made any significant stride towards the goal of universalization of primary education. As regard total number of children admitted in a AIE centres, the cumulative achievement upto 2005-06 is little more than 50 percent in Bihar and less than 50 percent in Uttaranchal. Again, the total cumulative achievement upto 2005-06 for construction of toilets is a poor 30 percent in Bihar. Similarly, as regards construction of additional classrooms, Bihar had 2016 class rooms as against a cumulative target of 2297 classroom Uttaranchal had 866 classroom against a target of 1219 classrooms. The Committee would like the Department to submit a status paper within one month of the presentation of the Report as to why there has been no achievement of the targets fixed for the abovementioned states under DPEP despite massive funding and its complete utilization. One of the major objectives of DPEP is to reduce drop out rate to less than 10 per cent. The Committee is interested to have an idea about the level of achievement (district-wise) in the four states where project period has ended on 31.3.2006.

## VII. KASTURBA GANDHI BALIKA VIDYALAYA (KGBV) SCHEME

7.1 The Government of India has launched in August, 2004 Kasturba Gandhi Balika Vidyalaya (KGBV) Scheme for setting up 750 residential schools at upper primary level for girls belonging predominantly to the SC, ST, OBC's and Minorities in difficult areas in Educationally Backward Blocks (EBBs) where the female literacy is below the national average and gender gap in literacy is more than the national average.

7.2 The schools will be opened in a phased manner over Xth Plan period at an estimated cost of Rs. 19.05 lakh as recurring cost and Rs.26.25 lakh as non-recurring cost, per school. A provision of Rs.489 crore has been made for the Xth Plan. The pattern of financing will be 75:25 ratio of sharing between the Centre and the States during the Tenth Five Year Plan and 50:50 thereafter.

Budget Estimates and Revised Estimates for the year 2004-05 and 2005-2006 are as under:

*(Rs. in crore)*

Year	BE	RE	Funds Released
2004-05	100.00	100.00	92.56
2005-06	250.00	250.00	27.94

7.3 The Committee has been informed that all 750 KGBVs have been sanctioned by the Department of Elementary Education & Literacy and an amount of Rs. 120.50 crores has been released (till December, 2005) to the concerned SSA State Implementation Society for KGBV implementation. 649 out of 722 KGBV schools sanctioned so far reported to have been operationalised and 32,541 girls have been enrolled in these schools.

7.4 The Committee notes the Government of India has approved the merger of the KGBV Scheme with the SSA from the XI<sup>th</sup> Plan period in January 2006. The norms and nomenclature of the approved KGBV scheme will remain intact, as approved by the Government of India and the KGBV scheme will continue unaltered but as a component of the SSA.

7.5 The Committee observes that this scheme has not taken off as yet. Fund utilization position seemed to be satisfactory in the first year of the scheme i.e. 2004-05. However, in the very next year, against a provision of Rs. 225.00 crore utilization status stood at Rs. 27.93 crore as on 17.2.06. Committee's apprehension is further confirmed by the fact that as on 1.4.2005, unspent balances of Rs. 92.00 crore were available with different states which increased to Rs. 103.29 crore within a period of six months. The Committee views this development with serious concern and feels that position as on today instead of showing any improvement must have deteriorated further.

7.6 The Committee observes that the functional status of KGBV school as on 31<sup>st</sup> December, 2005, reveals that out of 722 sanctioned schools, 649 have become functional Bihar and J & K are the two major defaulter states having only 29 and 1 school functional out of 62 and 14 sanctioned respectively. The Committee is further constrained to note that in respect of Arunachal Pradesh, Tripura and Uttaranchal, inspite of school becoming operational status, of land availability is not known. Details regarding construction agencies reveal that it would be long before construction would start and schools would be having their own building.

7.7 The Committee urges the Department to take up this matter with State Governments on priority basis and ensure the process of land availability and completion of preliminary exercise for construction work expedited. Otherwise, there is a looming danger of this scheme getting stuck causing undue delay in delivering the noble aims the scheme stands for.

7.8 The Committee notes that 430 new KGBVs sanctioned in February, 2006 to be made operational in 2006-2007 Proposal for additional 570 KGBVs is being processed towards Finance Ministers commitment made in his Budget Speech. While welcoming the ambitious plan of the Government, the Committee has a word of caution. The Committee is of the view that KGBVs already sanctioned and made operational need to be focused on priority basis so that they have all the prescribed infrastructure. Only then the Department should expand the scheme further. This is also the proper time to have an assessment about the problem areas identified so far and taking remedial action therefor and also for future KGBVs.

### **VIII. MAHILA SAMKHYA**

8.1 The Mahila Samakhya Programme was launched in 1989 as a concrete programme for the education and empowerment of women in rural areas, particularly women from socially and economically marginalized groups.

8.2 The Mahila Samakhya Programme (Education for Women's Equality) was launched as a 100% Dutch assisted project. From 2004-05, the Programme is being funded from domestic resources. It is currently being implemented in nine States viz. Andhra Pradesh, Assam, Bihar, Jharkhand, Karnataka, Kerala, Gujarat, Uttar Pradesh & Uttaranchal. The effectiveness of the Mahila Samakhya strategy in mobilizing women for education has resulted in its being adopted by other basic education projects. The programme is currently covering more than 15823 villages spread over 63 districts in these nine States.

The position of BE & RE over the last four years is given below:

Year	BE	RE	(Rs. in Crores) Funds Released
2002-03	20.00	9.00	7.35
2003-04	30.00	14.00	10.31
2004-05	30.00	15.00	14.99
2005-06	30.00	24.00	#16.43

#As on 31.01.2006

8.3 On inquiring about the reason for reducing the allocation for Mahila Samakhya in RE 2005-06 to Rs. 24 crores from Rs. 30.00 crores in BE, the Department informed that the proposed expansion to two additional States of Madhya Pradesh and Chhatisgarh and to 20 additional districts in the existing MS States was approved by the Ministry of Finance only in the last Quarter of the current financial year. The registration of the Bihar MS Society got delayed because of elections to the State Assembly. Also, the Jharkhand MS Society has not been registered so far. This matter is pending in the State Cabinet. The Mahila Samakhya Societies in Madhya Pradesh and Chhatisgarh have also not been registered so far. States have initiated expansion activities but this exercise could not be completed since approval of the Finance Ministry was awaited.

8.4 The Committee is dismayed to note that the Department could not even spend the reduced allocation as its total expenditure which has been a mere Rs.19.00 crore. The Committee is more astonished to see that despite non-utilization, the States getting the grants have more or less achieved the targets fixed, in some cases, the targets have been surpassed over and above the limit. The Committee fails to understand this phenomenon and would like to be enlightened.

8.5 The Committee has been informed that Rs.30.00 crores has been projected as BE for 2006-07 since the MS programme is set to expand to two new States of MP and Chhatisgarh as well as to 20 additional districts in the existing States. Apart from that funding for Bihar and Jharkhand will also be made from the MS Budget in 2006-07, which was earlier being made from DPEP funds. This projected BE in the Department's opinion would be sufficient to cater to the needs of existing programme as well as the proposed new districts under the MS programme. The Committee feels that the present allocation is not sufficient to run the scheme efficaciously. It recommends that the Department ensure that the scheme does not get affected for want of funds.

## IX. CONTINUING EDUCATION FOR NEO-LITERATES

9.1 The Scheme of Continuing Education was launched in December 1995. It provides a learning continuum to the efforts of Total Literacy/Post Literacy Programme after these have been completed in a district.

9.2 Under the scheme, the main thrust is given to setting up of Continuing Education Centres which function as a focal point for providing learning opportunities such as library, reading room, learning centres, sport centres, cultural centres are up to serve a population of 200 to 2500 with a relaxation in the population criteria in sparsely populated areas. One Nodal Continuing Education Centre (NCEC) is set up for cluster of 8-10 Continuing Education Centres (CECs) to oversee and monitor the activities of CECs. The programme of Continuing Education is being implemented under the aegis of Zilla Saksharata Samiti (ZSS).

9.3 The Committee notes that the Scheme of Continuing Education has been sanctioned to 295 districts in 22 States and 2 Union Territories till 20.11.2005. 165 Districts are still under the Post Literacy Programme (PLP) and a large number of them would be ripe for being sanctioned a CE Project. On the basis of existing financial norms, the annual expenditure per district is around 2.50 crores.

9.4 At present Continuing Education Project are being implemented in 304 districts in the country, the details of which are as under:

S. No.	State/UT	No. of districts	No. of Centres sanctioned
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		covered	CECs	NCECs
1.	Andhra Pradesh	21	17797	2227
2.	Bihar	3	2090	208
3.	Chandigarh	1	360	40
4.	Chhatisgarh	2	1402	1206
5.	Gujarat	23	14380	1524
6.	Haryana	4	1469	150
7.	Himachal Pradesh	1	2582	382
8.	Jharkhand	5	3477	360
9.	Karnataka	26	17715	1813
10.	Kerala	14	3000	500
11.	Madhya Pradesh	42	21337	1522
12.	Maharashtra	24	15463	1630
13.	Mizoram	8	360	40
14.	Orissa	3	1736	170
15.	Pondicherry	4	172	28
16.	Punjab	1	1000	130
17.	Rajasthan	31	18866	2103
18.	Tamil Nadu	28	12744	1510
19.	Tripura	4	1227	122
20.	West Bengal	17	30286	3191
21.	Uttar Pradesh	23	20310	2089
22.	Uttaranchal	9	2498	246
23.	Lakshadweep	1	27	3
24.	Delhi	9	3000	30
	Total	304	1,90,598	21,224

9.5 The Committee notes that Plan allocation for Continuing Education for Neo-literates was reduced from Rs. 165.92 crores in BE 2005-2006 to Rs. 149.12 crores in RE 2005-2006. The Department has informed that this was done in view of the priority given to covering the illiterates in 150 low literacy districts. For this purpose an amount of Rs. 15 crore was re-appropriated from the Scheme of Continuing Education for Neo-literates to the Scheme of Literacy Campaigns and Operation Restoration for taking up Special Literacy Drive in those districts. The Committee disapproves the reappropriation of Rs. 15 crore from the Plan allocation for Continuing Education Scheme. The Committee feels that given the fact that the annual expenditure per district under this scheme is Rs. 2.50 crores and in view of nearly 300 districts covered under this scheme in 2005-06, the BE itself can be considered less than required. Re-appropriation from this lesser amount cannot be commended. The Committee is of the view that the Department should have made separate provision for the special Literacy Drive.

9.6 Looking into the grants released under the scheme of Continuing Education for Neo-literates during the last three years, the Committee notes that Karnataka, Madhya Pradesh, Maharashtra, Tamil Nadu, Uttar Pradesh etc. have higher allocation in 2004-05 in comparison to 2003-04, while other States have reduced allocation for the same period. The Committee is of the opinion that an effective implementation of the scheme should have resulted in lesser requirement of funds than previous year. But the argument is that effective implementation mean larger people in the ambit of the scheme and consequent increased funding, then, States like Andhra Pradesh, Gujarat, Mizoram, West Bengal seems to be poorly performing States. Whatever is the position, the Department needs to look into the performance of the Scheme sincerely and do the needful to make the scheme efficacious.



9.7 The Committee also notes with concern that Arunachal Pradesh, Assam, Jammu & Kashmir, Punjab, A & N Island, etc. have not been released any fund from 2002-03 to 2004-05. Also, States like Bihar, Delhi, Himachal, Jharkand, Nagaland, Orissa, Sikkim have been provided grants only once during 2002-2003 to 2004-2005. The Committee is unhappy with such a pattern of funding. It recommends the Department to take urgent steps to ensure proper implementation of the scheme.

## **X. LITERACY CAMPAIGNS & OPERATION RESTORATION**

10.1 The Literacy Campaigns are implemented through Zilla Saksharata Samities (district level literacy committee) as independent and autonomous bodies, having due representation of all sections of society. No targets are fixed from the top. The targets emanate from the grass-root level on the basis of the survey, which also serve as a tool of planning, mobilization and environment building. Though the TLC is meant to impart functional literacy, it also disseminate a 'basket' of other socially relevant messages such as enrolment and retention of children in schools, immunization, propagation of small family norms, women's equality and empowerment, peace and communal harmony etc.

10.2 The funding pattern is in the ratio of 2:1 and 4:1 between Centre and State Governments for normal and tribal districts respectively. The per learner cost for TCL and PLP is Rs. 90-180 and Rs. 90-130, respectively.

10.3 The Committee notes that out of 600 districts in the country 597 are under different Adult Education Programmes – 129 under Total Literacy Campaigns, 164 under Post Literacy Programme and 304 under Continuing Education Programme. About 119.90 million persons have been covered under Literacy Programmes as on 31.3.2005. About 60% of the beneficiaries are women, while 22% and 12% belong to Scheduled Castes and Scheduled Tribes respectively.

10.4 The Committee also notes that the Department has accorded priority to cover the districts having female literacy rate below 30%, which are 45 in number. Focus has to be on women and those belonging to disadvantaged groups. Regional disparities and special problems of low literacy States like U.P., Bihar, Rajasthan, Madhya Pradesh, Andhra Pradesh, J&K, Jharkhand, Chattisgarh along with North Eastern Region and Sikkim would continue to be given greater attention.

### ***Special Literacy Drive in 150 districts***

10.5 The Committee learns that the Council of the NLMA in its meeting held in April, 2005 decided to launch a special literacy drive in 150 low literacy districts of the country. All the concerned districts were requested to submit their proposals for consideration and approval of NLMA. The Project Approval Committee (PAC) of the NLMA in its meeting held in August-September, 2005 approved the proposals of 46 districts in the States of Bihar (23), Rajasthan (11) and Jharkhand (12). The proposals of 4 districts of Karnataka were approved by the PAC in its meeting held in October 2005. These proposals are under process and will be sanctioned on settlement of the accounts of earlier programme and receipt to the commitment form the State Government concerned.

### ***Projects for Residual Illiteracy (PRI)***

10.6 There are large pools of illiteracy in various States even after completion of Total Literacy Campaigns and Post Literacy Programmes. Projects of Residual Illiteracy (PRI) have been taken up to address the requirements of these residual illiterates in geographically remote regions and segments of population requiring special focus (SC/ST/women). PRIs have been taken up in 30 districts of Rajasthan, 10 districts of Andhra Pradesh, 1 district of Bihar, 4 districts of Karnataka and 3 districts of Tripura. During the current year i.e. 2005-06, PRIs have been sanctioned in 12 districts of Madhya Pradesh, 8 districts of West Bengal and 13 districts of Karnataka.

10.7 The Committee notes that the Literacy Campaigns and Operation Restoration saw an increase in allocation from Rs. 22.50 crores in BE 2005-06 to Rs. 37.50 crores in RE 2005-06. As regards the reasons for this increase, the Department informed that the main reason for increase in the allocation for

the Scheme of Literacy Campaigns & Operation Restoration is to provide financial assistance for launching of Special Literacy Drive in 150 low literacy districts of the country. Based on the proposals received so far, Special Literacy Drive has been approved in 23 districts of Bihar, 23 districts of Uttar Pradesh, 11 districts of Rajasthan, 12 districts of Jharkhand, 4 districts of Karnataka and 1 district of Punjab. So far, an expenditure of Rs. 27.85 crores has been incurred under this scheme. The Committee expresses its unhappiness over the non-utilization of the funds under the scheme. The Committee notes that there was an increase of Rs. 15.00 crores at the RE stage in 2005-06 mainly for the Special Literacy Drive in 150 low literacy districts, however, the Project Approval Committee (PAC) of NLMA has approved the proposals of only 74 districts. The Committee finds this situation worrisome and recommends that Special Drive be conducted as a special measure. The unspent balance indicates the apathy of the Department towards the scheme in general and special drive in particular. The Committee would like the Department to eradicate illiteracy in an effective manner and not sink the drive in the whirlpool of rules and regulations. The Committee recommends the Department to simply and rationalize the rules and be accommodative to the genuine constraints of states and expedite the process to cover all the 150 districts.

10.8 As regards the allocation for 2006-07, the Committee notes that a BE provision of Rs.30.00 crores has been made for the Scheme which includes a provision of Rs. 3.00 crores for NER, as against the projected requirement of Rs. 45.00 crores. The Department has informed that the position will be reviewed at the Revised Estimates stage depending upon the proposals received from State governments for augmentation of funds, if needed. The Committee recommends the Department to ensure required fund for the proper implementation of the scheme and see to it that there is no unspent balances under the scheme.

## **XI. SUPPORT TO NON-GOVERNMENTAL ORGANISATIONS**

11.1 The Committee has been informed that National Literacy Mission (NLM) fully recognizes the vast potential of NGOs in furthering its programme and schemes. Ever since its inception, NLM has taken measures to strengthen its partnership with NGOs and has given voluntary organization an active promotional role in the literacy movement. These NGOs are provided 100% financial assistance for imparting literacy to adult non-literates in the age group of 15-35; organizing vocational and technical education programmes for neo-literates; provision of academic and technical resource support; promoting innovation, experimentation; conducting evaluation and impact studies; organization of workshops, seminars, etc.

11.2 The Committee notes that the Plan allocation under the scheme of Support to NGOs in the field of Adult Education in BE 2005-2006 was 25.00 crores, but only Rs. 19.10 crore was released finally on account of non-receipt of viable proposal from NGOs. The Committee is of the view that in case of non-receipt of viable proposals, the Department should utilize the funds through Zilla Saksharta Samitis. The Committee is, however, dismayed to note that even out of the reduced allocation, the Department has managed to spend only 11.10 crores till 17<sup>th</sup> February, 2006. The Committee strongly recommends that the Department should ensure timely utilization of the funds and prevent last minute rush. The Committee also notes that the allocation under the scheme in BE 2006-07, is Rs. 7.00 crores. As regard the cut in the BE 2006-07 it is stated that the outlay projected for 2006-07 was Rs. 25.00 crores, against which an allocation of Rs. 7.00 crores only has been provided. The adult neo-literates are mostly covered under Continuing Education Programme implemented by the Zilla Saksharata Samities. The Committee endorses this reduction and is also of the considered opinion that the allocation should completely utilized.

## **XII. JAN SHIKSHAN SANSTHAN**

12.1 The scheme of Jan Shikshan Sansthan (JSS) or Institute of People's Education (formely known as Shramik Vidyapeeth) aims to provide Polyvalent or multi-faceted adult education programme by improving the vocation skills and quality of life of its beneficiaries, which are mostly neo-literates,

semi-literates. It concentrates on the socio-economically backward and educationally disadvantaged groups of urban/rural population, such as neo-literates, semi-literates, SCs, STs, women and girls, slum dwellers, migrant workers, etc. The total number of beneficiaries of these programmes during the last three years has been as under:-

2002-2003-14,73,548  
2003-2004-16,69,028  
2004-2005-13,91,200

12.2 The Committee is disappointed to see that there is reduction in the number of beneficiaries in 2004-05 by nearly 3 lakh from its previous year, 2003-2004. The Committee takes this reduction very seriously, more so, in face of the fact that allocations and expenditure under JSS has increased during the said period.

12.3 As regards the allocation for 2006-07, the Committee notes that a BE provision of Rs.40.00 crores has been made, which includes an allocation of Rs.4.00 crores for NER. The Committee notes that allocation is not adequate to meet the requirements for the next year hence the allocation under the scheme should be suitably augmented at the RE stage but the allocation should be subjected to optional and timely utilization.

12.4 The Committee would, however, draw attention of the Department to very strong observation made by the Planning Commission in its mid-term review of the Xth Plan. It has observed that only 16 JSS out of 80 could be rated very good. This is sufficient to indicate that monitoring work of JSS in particular and that of NGOs in general is not being carried out properly. The Committee recommends that the Department put in sincere efforts to see that the NGOs deliver all for which they are funded and no laxity on their part be tolerated.

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## OBSERVATIONS/RECOMMENDATIONS AT A GLANCE

### II. BUDGETARY ALLOCATION

The trend of expenditure during the first four years of the Tenth Plan clearly indicates that the Department has been successful in optimum utilization of funds allocated in the elementary education sector, quantum increase in the allocation notwithstanding. However, the Committee is constrained to observe that scene the position with the entire Adult Education sector is different. The Department has not been able to sustain the level of expenditure, particularly during the last two years, i.e. 2004-05 and 2005-06, inspite of there being only a marginal increase. In fact, it would not be wrong to say that Adult Education sector appears to be the worst affected during 2004-05. Less than 50% of the total outlay (Rs. 261.00 crore) for Adult Education has been spent upto December 2005. During the first three quarters of the year upto December, 2005, expenditure reported is Rs. 115.66 crore. The Committee is surprised to note that within a span of about one and a half month i.e. upto 17.2.2006, utilisation figures are Rs. 211.78 crore. The Committee can only conclude that different programmes of Adult Education are not being implemented as per the prescribed norms. One example would be sufficient to confirm this view. Under the scheme of 'Literacy Campaigns and Operation Restoration' expenditure reported upto December, 2005 was nil. However, by 17<sup>th</sup> February, 2006 implementing agencies could manage to incur an expenditure of Rs. 30.00 crore.

(Para 2.5)

Twin problems of pending utilization certificates and unspent balances available with the implementing agencies continue to persist. The Committee has been observing that increase in the allocated funds has indirectly contributed in aggravating these two problem areas. The Committee has been given to understand that due to sustained efforts made by the Department, level of pending Utilization Certificates has been somewhat restricted. The Department has succeeded in extracting 471 UCs during the period from 1<sup>st</sup> April to 31<sup>st</sup> December, 2005. An amount of Rs. 3461.78 crores is still

blocked as outstanding Utilization Certificates in respect of Grants/Loan released upto 31<sup>st</sup> March, 2004. However, no information has been provided by the Department about the amount parked as outstanding UCs for the year 2004-2005 which must have increased further by the end of 2005-2006. The Committee finds this situation to be very alarming and strongly feels that urgent steps need to be taken to eliminate the pending UCs. At the same time, the Department may also take up with the concerned State Governments, the problems, if any being faced by them in timely submission of UCs. (Para 2.6)

The Committee notes that the total unspent balances with implementing agencies under different schemes as on 1.4.05 was Rs. 1,680.96 crore which increased to the tune of Rs. 3,310.29 crore within a span of six months, i.e., on 30.9.2005. What is more worrisome is that these unspent balances are available with implementing agencies other than state Govts./UTs, mainly in the voluntary sector. The Committee wonders about the efficacy of the monitoring mechanism, which is supposed to be activated right from the level of Centre to district/panchayat level. The Committee is of the firm opinion that remedial measures need to be initiated without any further delay. The Committee would also like to be apprised about the latest details of Utilization Certificates and unspent balances scheme-wise and state wise. (Para 2.7)

### III. SARVA SHIKSHA ABHIYAN

The Committee has been given to understand that provision of state share by states has improved over the years. Presently, only Kerala (Rs. 21.67), crores, Manipur (Rs.2.07 crores) and Sikkim (Rs. 3.89 crore) have outstanding state share for 2004-05. The Committee would like to be apprised about the status of state share during 2005-06. The Committee would also like to be informed about the final decision of the Government in respect of provision of some relief to NE states and Sikkim in the percentage of their contribution to SSA. (Para 3.4)

The above details clearly indicate that the ground realities are varying from state to state about the actual status of utilization of SSA. The Committee is compelled to claim that unspent balances will be available in respect of other States/UTs also. If that be so, the Committee can only conclude that States/UTs have simply not succeeded in sustaining the expenditure level. The Committee can only hope that with the accounting procedure being streamlined and monitoring mechanism fully activated, status of fund utilization under SSA will improve. (Para 3.7)

The Committee notes that the Mid-Term Appraisal of the Tenth Plan by the Planning Commission indicated that some of the major states like U.P., Punjab, West Bengal, Orissa, Bihar and Jharkhand were experiencing a problem of resource absorption under SSA. The Department have informed that due to concerted efforts by State Governments and intensive monitoring and capacity building initiatives of the Central Government, the position of utilization of funds has improved and fund utilization upto December, 2005 by UP is 74%, Punjab is 55%, West Bengal is 65%, Orissa is 57 % and Jharkhand is 74%. The Committee is of the opinion that fund utilization by the Punjab, West Bengal and Orissa is still unsatisfactory. To this list state like Maharashtra may also be added which has utilized the funds to the tune of 50% only upto December, 2005. The Committee expresses its reservation against slow pace of implementation and utilization of funds. The Committee would like the Department to ensure timely utilization of funds at least by the third fiscal quarter and restrain itself from last minute rush in the utilization of funds that results in poor infrastructure and quality. The Committee hopes that the Department would take all possible steps to ensure allotment of land for schools in J&K, Nagaland and Andaman and Nicobar Islands and utilization of sanctioned amount for civil construction in these states by July this year as promised by the Secretary before the Committee. (Para 3.8)

The Committee notes that utilization of funds under SSA is not commensurately reflected in the achievements made in respect of physical targets. The Committee fails to understand as to why the physical targets like construction of school buildings, additional classrooms, drinking water facilities, toilets, etc. are not completed despite one-third (34.21%) of the total outlay being assigned for civil works. In fact, a World Bank- Harvard University study has found poor infrastructure to be one of the factors behind teacher absenteeism. The Committee feels that this may also be a factor for student drop-out. (Page 3.10)

The Committee is of the firm view that alongwith the Central assistance being released, progress of achievement level of physical targets has to be vigorously pursued with special focus on States/UTs lagging behind. Both inherent drawbacks in the Scheme itself and lack of initiative on the part of implementing agencies have to be attended to at the highest level, if need is felt. Only then, it can be claimed that SSA has started achieving its goal of reaching to the neediest. The Committee understands that the targets for the year 2006-07 are being decided and will be finalized by the month of May, 2006 through the process of approval of Annual Work Plans of States/UTs by the Project Approval Board of SSA. The Committee feels that this exercise needs to be completed in the last quarter of previous year so that work starts from the first quarter of the next year itself. (Para 3.13)

The Committee was informed that due to delay in finalization of tender for free textbooks by the State Government, eligible students of Jharkhand were deprived of free textbooks. The Committee hopes that before the start of the next academic session, free textbooks would be available for the students. The Committee also recommends that the Department should pursue the fulfillment of this target with the concerned State Governments. (Para 3.14)

The Committee has been informed that there has been a decline in the number of out-of-school children since 2001 when Sarva Shiksha Abhiyan was launched. The Committee notes that all India sample survey of out of school children commissioned by the Ministry was conducted by the Social and Rural Research Institute in all the States and UTs during July to October 2005. As per this survey, 8.09% children were out of school in the country. The Committee notes that this survey besides the normal children, has also assessed the disabled children. As per findings, 38.92 % disabled children do not go to school. The Committee strongly feels that time has come when a serious attempt is made to bring the disabled children also in the mainstream. The Committee recommends that all inclusive education for disabled and differently abled children should become a focused component under SSA. (Para 3.16)

The fact that more than a crore (1,34,59,734) children in the age-group of 6-14 years are still reeling under the stigma of illiteracy is an area of great concern and the Department needs to brace itself to cover these left-outs. The Committee finds that Bihar, Uttar Pradesh, West Bengal, Madhya Pradesh, Rajasthan and Jharkhand are still to go a long way to bring every child in school. The Committee recommends that the Department take up the matter with these states urgently and make special arrangements for education with them. In fact, the Committee desires that this special arrangement be made for all the twelve states where percentage of out of school children is more than the national level. (Para 3.17)

The Committee notes that the Department has targeted 48 districts with highest number of out of school children with specific interventions for the year 2006-07. The Committee appreciates this proposal of the Department and at the same time desire that the Department must come out with innovative techniques to ensure that once a child is enrolled, he does not drop out. The Department needs to take stock of the situation because it has been noticed by the Committee that though enrolment ratio in schools is quite impressive, drop-out rates are equally discouraging. Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Manipur, Meghalaya, Rajasthan, Sikkim and Tripura have higher drop-out rates (class 1-V) when compared with the All India average of 31.47 %. The Committee

strongly feels that effective and urgent action has to be initiated to reduce the drop-out rates.  
(Para 3.18)

The Committee is of the view that states having the maximum number of out of school children and also having a higher drop out rate need to be focussed more. The Committee notes that though the Mid-Day Meal is one of the major attraction for children and it has to some extent even increased the enrolment in the schools. But the SSA needs more interventions such as inclusion of sports as an integral part of the syllabus, so as to maintain the interest of children. This would not only make school attractive but also prepare the children psychologically as well as physically strong to feel motivated to go to schools. Another intervention, according to the Committee, should be to make anti-child labour campaign an integral part of SSA. The Committee feels that social mobilization programme to check child labour could help in withdrawing the children engaged as labourers to alternate sources of education. The INDUS project is a welcome step in this direction and the Committee appreciates the Department's association with this project. The Committee opines that eradication of child labour should become one of the prominent objectives of SSA so as to ensure inclination of the society towards educational needs of the children. A step in this direction could be to work in coordination with the Ministries of Labour and Social Justice and Empowerment.  
(Para 3.19)

As per the national survey on "Learning Achievement of Students at the end of Class V" conducted by the NCERT in 2002, whose report shows that the mean achievement of students in Language, Mathematics & EVS at the national level is 58.57%, 46.51% and 50.30% respectively. The Committee finds this mean achievement to be a cause of concern and feels that the Department needs to take care that the quality aspect should not be sacrificed in the race for achieving targets.  
(Para 3.21)

The Committee observes that under SSA there are already a number of components which take care of infrastructure to be in place at schools and also required number of teachers. The Committee would, however, like to point out lack of qualified teachers and also their low motivation level fail to attract and retain students. In service training at regular intervals can successfully fill this gap. More emphasis is required to be made on the training component under SSA. The Committee understands that the Department with the help of NCERT has recently operationalised a quarterly quality monitoring system. The Committee feels that with all these measures, things should improve. Perhaps what is required now is an element of accountability and sense of involvement by all concerned.  
(Para 3.22)

Teachers at primary and upper primary level under SSA are supposed to possess NCERT prescribed qualifications. However, ground realities seem to be quite different. The Committee has been observing that in order to meet the increasing demand of teachers, they are being recruited on temporary basis. In some states, such teachers have gone to Courts. The Committee is of the firm opinion that alongwith the fulfillment of targets, quality aspect also needs to be given its due importance. The Committee does not share the Department's explanation that a two-month in-service training is sufficient to enable these para-teachers qualified enough to undertake the task of teaching. The Committee recommends that the Department take initiatives to stop this type of ad-hocism. The Committee opines that in the event of unavoidable appointment of para-teachers it should be ensured that they are qualified to be appointed as teachers. The Committee recommends that such teachers may be given better emoluments. It would not be out of context to point out that since Education is on Concurrent List, the Centre can prevail upon the States in the larger interest of education and the society.  
(Para 3.23)

#### **IV. NATIONAL PROGRAMME OF NUTRITIONAL SUPPORT TO PRIMARY EDUCATION (MID-DAY MEAL SCHEME)**

The Committee welcomes the enhancement in cooking cost as this would bring an improvement in the variety and quality of the food served. However, the Committee has its doubts about the matching contribution required from the States/UTs. The Committee desires that the Department should prevail upon all the States/UTs to give their share towards cooking cost. Further, the Committee is a little worried about the impact this little enhancement would have on the variety and quality of the meal served. The Committee is of the opinion that even the increased Central assistance towards cooking cost is not adequate. The Committee understands that there are other Ministries/Departments that are implementing other schemes for providing nutritious food to our children. The Committee recommends that convergence and close coordination may be brought among these schemes so as to have the best results.

(Para 4.3)

The Committee however, is apprehensive of the quality, variety and hygiene of the food served under the scheme in view of the fact that there are many reported and unreported cases of children falling ill after taking their mid-day meal. Such incidents take away the spirit out of the scheme. On a specific query about cases of irregularity notice in MDM scheme, the Department has given details of instances which have taken place in some states during 2005-06. All these cases indicate diversion misuse of foodgrains by those very authorities which were responsible for implementation of the scheme. The Committee would like to have full details of all these cases alongwith the follow up action taken thereon. The Committee wonder, that inspite of such well-planned monitoring mechanism how such instances could have taken place. The Committee can only conclude that monitoring and surprise inspections need to be done vigorously. The Department needs to be more proactive instead of acting only after receipt of complaints. (Para 4.4)

Committee's attention has been drawn by a survey conducted by the National Institute of Nutrition, Hyderabad which has pointed out that the growth of 50% children is adversely affected due to poor level of nutrition in the MDM served in the country. **The** Committee recommends that the Department take earnest measure to provide wholesome meal. For this purpose, the Committee feels that good quality cereal be released from the FCI godowns and this should be supplemented by fruits and vitamin and iron tablets. (Para 4.5)

The Committee is of the view that the community participation is not very effective or else the meal served under scheme would not have suffered in quality, variety and hygiene or there would have been no misappropriation. There is also a feeling in the Committee that education has taken a backseat in schools serving mid-day meal. The Committee has been given to understand that the involvement of teachers in preparation and distribution of meal has adversely affected the quality of education. The guidelines clearly specify that a teacher's main responsibility is to teach and not engage themselves in cooking process. In fact there is a provision for engaging workers for the cooking of Meals. The Committee regrets that the remuneration to these workers are not only low but also varies from place to place. Even this meager amount is not given regularly. The Committee would therefore recommend upward revision of wages/remuneration for those who are cooking food and also ensure to uniform rate. Strict monitoring of the guidelines is the need of hour. (Para 4.8)

It has been noted that attendance in the schools drops drastically during post-lunch session. This, the Committee, feels is a big challenge to the entire objective of the programme and no intervention except vibrant community participation can check this malice. The Committee strongly urges the Department to take the matter with states which can actually ensure community participation through *Panchayat and* in true sense. At the same time, the Department is advised to carry out a scientific assessment of community participation in the Mid-Day Meal Scheme. (Para 4.9)

## **V. STRENGTHENING OF TEACHERS EDUCATION**

This situation, the Committee feels, is more worrisome because the DIETs have also been assigned the role of monitoring the implementation of the MDM scheme. The fact that many districts in poorly performing states still do not have DIET will have an adverse impact on the monitoring activity in the district. The Committee notes that in many DIETs, vacancies are there which affect various training programme. The Committee would like to draw the attention of the Department to the observation of Planning Commission made in the Mid Term Appraisal of Tenth Plan. “The institutional support organizations for teacher education and development of curriculums are closely linked with the learning achievements of children and performance of teachers. Teachers vacancies at all levels should be filled up urgently and there should be advance planning for future requirement too.” (Para 5.5)

The very fact that the vacancy position of DIETs is now being reviewed in national meeting of Education Secretaries and meetings of Teacher Education Approval Board indicates that the position is quite grim. The Committee is disturbed to note that expeditious releases of Central assistance towards salaries are being ensured through regular meetings of TEAB. The Committee would like to have full details about existing vacancies in DIETs, since when and number of vacancies filled during 2005-06 (state-wise). The Committee hopes that all remedial measures are being taken by the Centre so that the DIETs can become functioning in the real sense for carrying out their assigned task. (Para 5.6)

NCTE is also the statutory body for recognition of institutions for conducting various teacher education programmes. In pursuance of this mandate, as on January, 2006, 5854 teacher education institutions offering 6647 courses have been recognized by the council with an approved intake of about 5.22 lakh teacher trainees. The Committee would like to have full details of institutions state-wise, recognized during the last two years by the Council. (Para 5.9)

The Committee understands that the Planning Commission has suggested that the Teacher Education Programme should be merged with SSA in the Eleventh Plan. The Committee observes that to maintain the quality of education under SSA, training of teachers needs to be given due focus which has been hitherto lacking. The Committee hopes that 2006-07 being the last year of the Tenth Plan, the Department must have taken a decision by now. (Para 5.10)

## **VI. DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**

The Committee takes note of the targets and achievements made under DPEP till the year 2005-06. The Committee notes that as per the table given above the achievements of the Department as such is not very impressive, especially as regards free text book distribution, in service training of teachers, drinking water facility. The Committee recommends the Department to undertake sincere steps to achieve the targets fixed under DPEP. (Para 6.3)

The Committee is further at a loss to find out the level of achievements against the various targets fixed for 2005-06, particularly in respect of Bihar, Jharkhand, UP and Uttaranchal whose project period was completed on 31.3.2006. The Committee is not happy with the attempt of the Department to give data on targets and achievements in cumulative format as this prevents the Committee from drawing conclusive inference. The Committee recommends the Department to give data on targets and achievement on yearly basis. (Para 6.4)



The Committee is dismayed to note that the four States viz., Bihar, Jharkhand, U.P. and Uttaranchal where the external assistance is going to close on 31<sup>st</sup> March, 2006 has not made any significant stride towards the goal of universalization of primary education. As regard total number of children admitted in a AIE centres, the cumulative achievement upto 2005-06 is little more than 50 percent in Bihar and less than 50 percent in Uttaranchal. Again, the total cumulative achievement upto 2005-06 for construction of toilets is a poor 30 percent in Bihar. Similarly, as regards construction of additional classrooms, Bihar had 2016 class rooms as against a cumulative target of 2297 classroom Uttaranchal had 866 classroom against a target of 1219 classrooms. The Committee would like the Department to submit a status paper within one month of the presentation of the Report as to why there has been no achievement of the targets fixed for the abovementioned states under DPEP despite massive funding and its complete utilization. One of the major objectives of DPEP is to reduce drop out rate to less than 10 per cent. The Committee is interested to have an idea about the level of achievement (district-wise) in the four states where project period has ended on 31.3.2006.

(Para 6.5)

## **VII. KASTURBA GANDHI BALIKA VIDYALAYA (KGVB) SCHEME**

The Committee observes that this scheme has not taken of as yet. Fund utilization position seemed to be satisfactory in the first year of the scheme i.e. 2004-05. However, in the very next year, against a provision of Rs. 225.00 crore utilization status stood at Rs. 27.93 crore as on 17.2.06. Committee's apprehension is further confirmed by the fact that as on 1.4.2005, unspent balances of Rs. 92.00 crore were available with different states which increased to Rs. 103.29 crore within a period of six months. The Committee views this development with serious concern and feels that position as on today instead of showing any improvement must have deteriorated further.

(Para 7.5)

The Committee observes that the functional status of KGBV school as on 31<sup>st</sup> December, 2005, reveals that out of 722 sanctioned schools, 649 have become functional Bihar and J & K are the two major defaulter states having only 29 and 1 school functional out of 62 and 14 sanctioned respectively. The Committee is further constrained to note that in respect of Arunachal Pradesh, Tripura and Uttaranchal, inspite of school becoming operational status, of land availability is not known. Details regarding construction agencies reveal that it would be long before construction would start and schools would be having their own building.

(Para 7.6)

The Committee urges the Department to take up this matter with State Governments on priority basis and ensure the process of land availability and completion of preliminary exercise for construction work expedited. Otherwise, there is a looming danger of this scheme getting stuck causing undue delay in delivering the noble aims the scheme stands for.

(Para 7.7)

## **VIII. MAHILA SAMKHYA**

The Committee is dismayed to note that the Department could not even spend the reduced allocation as its total expenditure which has been a mere Rs.19.00 crore. The Committee is more astonished to see that despite non-utilization, the States getting the grants have more or less achieved the targets fixed, in some cases, the targets have been surpassed over and above the limit. The Committee fails to understand this phenomenon and would like to be enlightened.

(Para 8.4)

The Committee has been informed that Rs.30.00 crores has been projected as BE for 2006-07 since the MS programme is set to expand to two new States of MP and Chhatisgarh as well as

to 20 additional districts in the existing States. Apart from that funding for Bihar and Jharkhand will also be made from the MS Budget in 2006-07, which was earlier being made from DPEP funds. This projected BE in the Department's opinion would be sufficient to cater to the needs of existing programme as well as the proposed new districts under the MS programme. The Committee feels that the present allocation is not sufficient to run the scheme efficaciously. It recommends that the Department ensure that the scheme does not get affected for want of funds. (Para 8.5)

## **IX. CONTINUING EDUCATION FOR NEO-LITERATES**

The Committee notes that Plan allocation for Continuing Education for Neo-literates was reduced from Rs. 165.92 crores in BE 2005-2006 to Rs. 149.12 crores in RE 2005-2006. The Department has informed that this was done in view of the priority given to covering the illiterates in 150 low literacy districts. For this purpose an amount of Rs. 15 crore was re-appropriated from the Scheme of Continuing Education for Neo-literates to the Scheme of Literacy Campaigns and Operation Restoration for taking up Special Literacy Drive in those districts. The Committee disapproves the reappropriation of Rs. 15 crore from the Plan allocation for Continuing Education Scheme. The Committee feels that given the fact that the annual expenditure per district under this scheme is Rs. 2.50 crores and in view of nearly 300 districts covered under this scheme in 2005-06, the BE itself can be considered less than required. Re-appropriation from this lesser amount cannot be commended. The Committee is of the view that the Department should have made separate provision for the special Literacy Drive. (Para 9.5)

Looking into the grants released under the scheme of Continuing Education for Neo-literates during the last three years, the Committee notes that Karnataka, Madhya Pradesh, Maharashtra, Tamil Nadu, Uttar Pradesh etc. have higher allocation in 2004-05 in comparison to 2003-04, while other States have reduced allocation for the same period. **The** Committee is of the opinion that an effective implementation of the scheme should have resulted in lesser requirement of funds than previous year. But the argument is that effective implementation mean larger people in the ambit of the scheme and consequent increased funding, then, States like Andhra Pradesh, Gujarat, Mizoram, West Bengal seems to be poorly performing States. Whatever is the position, the Department needs to look into the performance of the Scheme sincerely and do the needful to make the scheme efficacious. (Para 9.6)

The Committee also notes with concern that Arunachal Pradesh, Assam, Jammu & Kashmir, Punjab, A & N Island, etc. have not been released any fund from 2002-03 to 2004-05. Also, States like Bihar, Delhi, Himachal, Jharkand, Nagaland, Orissa, Sikkim have been provided grants only once during 2002-2003 to 2004-2005. The Committee is unhappy with such a pattern of funding. It recommends the Department to take urgent steps to ensure proper implementation of the scheme. (Para 9.7)

## **X. LITERACY CAMPAIGNS & OPERATION RESTORATION**

### ***Special Literacy Drive in 150 districts***

The Committee learns that the Council of the NLMA in its meeting held in April, 2005 decided to launch a special literacy drive in 150 low literacy districts of the country. All the concerned districts were requested to submit their proposals for consideration and approval of NLMA. The Project Approval Committee (PAC) of the NLMA in its meeting held in August-September, 2005 approved the proposals of 46 districts in the States of Bihar (23), Rajasthan (11) and Jharkhand (12). The proposals of 4 districts of Karnataka were approved by the PAC in its meeting held in October 2005. These proposals are under process and will be sanctioned on settlement of the accounts of earlier

programme and receipt to the commitment form the State Government concerned.  
(Para10.5)

### ***Projects for Residual Illiteracy (PRI)***

The Committee notes that the Literacy Campaigns and Operation Restoration saw an increase in allocation from Rs. 22.50 crores in BE 2005-06 to Rs. 37.50 crores in RE 2005-06. As regards the reasons for this increase, the Department informed that the main reason for increase in the allocation for the Scheme of Literacy Campaigns & Operation Restoration is to provide financial assistance for launching of Special Literacy Drive in 150 low literacy districts of the country. Based on the proposals received so far, Special Literacy Drive has been approved in 23 districts of Bihar, 23 districts of Uttar Pradesh, 11 districts of Rajasthan, 12 districts of Jharkhand, 4 districts of Karnataka and 1 district of Punjab. So far, an expenditure of Rs. 27.85 crores has been incurred under this scheme. The Committee expresses its unhappiness over the non-utilization of the funds under the scheme. The Committee notes that there was an increase of Rs. 15.00 crores at the RE stage in 2005-06 mainly for the Special Literacy Drive in 150 low literacy districts, however, the Project Approval Committee (PAC) of NLMA has approved the proposals of only 74 districts. The Committee finds this situation worrisome and recommends that Special Drive be conducted as a special measure. The unspent balance indicates the apathy of the Department towards the scheme in general and special drive in particular. The Committee would like the Department to eradicate illiteracy in an effective manner and not sink the drive in the whirlpool of rules and regulations. The Committee recommends the Department to simply and rationalize the rules and be accommodative to the genuine constraints of states and expedite the process to cover all the 150 districts. (Para 10.7)

As regards the allocation for 2006-07, the Committee notes that a BE provision of Rs.30.00 crores has been made for the Scheme which includes a provision of Rs. 3.00 crores for NER, as against the projected requirement of Rs. 45.00 crores. The Department has informed that the position will be reviewed at the Revised Estimates stage depending upon the proposals received from State governments for augmentation of funds, if needed. The Committee recommends the Department to ensure required fund for the proper implementation of the scheme and see to it that there is no unspent balances under the scheme. (Para 10.8)

## **XI. SUPPORT TO NON-GOVERNMENTAL ORGANISATIONS**

The Committee notes that the Plan allocation under the scheme of Support to NGOs in the field of Adult Education in BE 2005-2006 was 25.00 crores, but only Rs. 19.10 crore was released finally on account of non-receipt of viable proposal from NGOs. The Committee is of the view that in case of non-receipt of viable proposals, the Department should utilize the funds through Zilla Saksharta Samitis. The Committee is, however, dismayed to note that even out of the reduced allocation, the Department has managed to spend only 11.10 crores till 17<sup>th</sup> February, 2006. The Committee strongly recommends that the Department should ensure timely utilization of the funds and prevent last minute rush. The Committee also notes that the allocation under the scheme in BE 2006-07, is Rs. 7.00 crores. As regard the cut in the BE 2006-07 it is stated that the outlay projected for 2006-07 was Rs. 25.00 crores, against which an allocation of Rs. 7.00 crores only has been provided. The adult neo-literates are mostly covered under Continuing Education Programme implemented by the Zilla Saksharata Samities. The Committee endorses this reduction and is also of the considered opinion that the allocation should completely utilized. (Para 11.2)

## **XII. JAN SHIKSHAN SANSTHAN**

The Committee is disappointed to see that there is reduction in the number of beneficiaries in 2004-05 by nearly 3 lakh from its previous year, 2003-2004. The Committee takes this

reduction very seriously, more so, in face of the fact that allocations and expenditure under JSS has increased during the said period.

(Para 12.2)

The Committee would, however, draw attention of the Department to very strong observation made by the Planning Commission in its mid-term review of the Xth Plan. It has observed that only 16 JSS out of 80 could be rated very good. This is sufficient to indicate that monitoring work of JSS in particular and that of NGOs in general is not being carried out properly. The Committee recommends that the Department put in sincere efforts to see that the NGOs deliver all for which they are funded and no laxity on their part be tolerated.

(Para 12.4)

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**MINUTES**  
**CONFIDENTIAL**

**MINUTES OF THE DEPARTMENT-RELATED PARLIAMENTARY STANDING  
COMMITTEE ON HUMAN RESOURCE DEVELOPMENT**

**XVI**

**SIXTEENTH MEETING**

The Committee on Human Resource Development met at 11.00 a.m. on Monday, the 18<sup>th</sup> April, 2006 in Main Committee Room Ground Floor, Parliament House Annexe, New Delhi.

**MEMBERS PRESENT**

1. Shri Janardan Dwivedi — *Chairman*

**RAJYA SABHA**

2. Shri Dwijendra Nath Sharmah  
3. Shri Shantaram Laxman Naik  
4. Shri Uday Pratap Singh

**LOK SABHA**

5. Shri Hari Sinh Chavda  
6. Shri G.V. Harsha Kumar  
7. Shri Ramswarup Koli  
8. Dr. Thokchom Meinya  
9. Shri Krishna Murari Moghe  
10. Shri Mohd. Mukim  
11. Shri Tukaram Ganpatrao Rengepatil  
12. Prof. Rasa Singh Rawat  
13. Smt. P. Satheedevi  
14. Shri K. Virupaxappa  
15. Shri Devendra Singh Yadav

**SECRETARIAT**

Smt Vandana Garg, Joint Secretary  
Shri J. Sundriyal, Under Secretary  
Shri Swarabji, B., Committee Officer  
Smt. Meena Kandwal, Research Officer

**WITNESSES****I REPRESENTATIVES OF THE DEPARTMENT OF ELEMENTARY EDUCATION AND LITERACY (MINISTRY OF HUMAN RESOURCE DEVELOPMENT)**

- |    |                      |                         |
|----|----------------------|-------------------------|
| 1. | Smt. Kumud Bansal,   | Secretary, (EE&L)       |
| 2. | Smt. Anuradha Gupta, | Joint Secretary (EE.I)  |
| 3. | Ms. Vrinda Sarup     | Joint Secretary (EE.II) |
| 4. | Smt. Vandana K.Jena  | Joint Secretary (AE)    |
| 5. | Shri S.K. Ray        | JS&FA, HRD              |
| 6. | Mrs. Purnima Gupta,  | Economic Advisor        |

**II REPRESENTATIVES OF THE MINISTRY OF YOUTH AFFAIRS AND SPORTS**

- |    |                                |                 |
|----|--------------------------------|-----------------|
| 1. | Shri S. Krishnan               | Joint Secretary |
| 2. | Shri Sailesh                   | Joint Secretary |
| 3. | Shri Ratan P. Watal            | D.G. (SAI)      |
| 4. | Dr. Shakeel Ahmad Khan         | D.G. (NYKS)     |
| 5. | Shri Sujit Gulati              | J.S. & F.A.     |
| 6. | Shri Vijay Kumar Gautam        | Director        |
| 7. | Shri S.K. Ratho                | Director        |
| 8. | Shri B.K. Sinha                | Secretary, SAI  |
| 9. | Maj. Gen.(Rtd.) S.N. Mukherjee | VC (LNIPE)      |

2. At the outset, the Chairman welcomed the Secretary and other representatives of the Department of Elementary Education and Literacy and asked the Secretary to make a brief presentation on Demands for Grants (2006-2007) of the Department. The Secretary outlined the various achievements made by the Department and details of various financial proposals. The Members then sought clarifications, which the Secretary and the officials of the Department replied.

The witnesses then withdrew.

3. The Committee, thereafter, adjourned at 12.40 p.m.

4. The Committee reassembled at 3.30 p.m. and heard the Joint Secretary, Ministry of Youth Affairs Sports in connection with the examination of Demands for Grants for the year 2006-2007. The Joint Secretary explained the activities and achievements of the Ministry. He also briefly explained the budgetary allocation on different heads as also the functioning of the Ministry. Members put queries which the officials of the Ministry replied.

5. A verbatim record of the proceedings was kept.

6. The Committee then adjourned at 5.05 p.m.

**NEW DELHI**

18<sup>th</sup> April, 2006

**J. SUNDRIYAL**  
UNDER SECRETARY

**CONFIDENTIAL****MINUTES OF THE DEPARTMENT-RELATED PARLIAMENTARY STANDING  
COMMITTEE ON HUMAN RESOURCE DEVELOPMENT****XVII  
SEVENTEENTH MEETING**

The Committee on Human Resource Development met at 5.30 p.m. on Monday, the 15<sup>th</sup> May, 2006 in Room No. 63, First Floor, Parliament House, New Delhi.

**MEMBERS PRESENT**

1. Shri Janardan Dwivedi — *Chairman*

**RAJYA SABHA**

2. Shri Dwijendra Nath Sharmah  
3. Shri Shantaram Laxman Naik  
4. Smt. Brinda Karat

**LOK SABHA**

5. Shri Basudeb Barman  
6. Dr. Thokchom Meinya  
7. Prof. Rasa Singh Rawat  
8. Shri M. Rajamohan Reddy  
9. Shri Tufani Saroj  
10. Smt. P. Satheedevi  
11. Smt. Jyotirmoyee Sikdar

**SECRETARIAT**

Smt Vandana Garg, Joint Secretary  
Shri J. Sundriyal, Under Secretary  
Shri Swarabji.B., Committee Officer  
Smt. Meena Kandwal, Research Officer

2. The Committee took up for consideration the draft Reports on the Demands for Grants (2006-2007) of the Department of Elementary Education and Literacy and Department of Secondary and Higher Education. The Committee adopted the same with certain modifications.
3. The Committee then adjourned at 6.45 p.m. to meet again at 5.30 p.m. on the 16<sup>th</sup> May, 2006.

NEW DELHI

15<sup>th</sup> May, 2006

J. SUNDRIYAL

UNDER SECRETARY

**CONFIDENTIAL**

**MINUTES OF THE DEPARTMENT-RELATED PARLIAMENTARY STANDING  
COMMITTEE ON HUMAN RESOURCE DEVELOPMENT**

**XVIII**

**EIGHTEENTH MEETING**

The Committee on Human Resource Development met at 5.30 p.m. on Tuesday, the 16<sup>th</sup> May, 2006 in Room No. 63, First Floor, Parliament House, New Delhi.

**MEMBERS PRESENT**

1. Shri Janardan Dwivedi — *Chairman*

**RAJYA SABHA**

2. Smt. Brinda Karat  
3. Shri Uday Pratap Singh

**LOK SABHA**

4. Shri Basudeb Barman  
5. Shri Manjunath Kunnur  
6. Shri Mohd. Mukim  
7. Shri M. Rajamohan Reddy  
8. Smt. P. Satheedevi  
9. Smt. Jyotirmoyee Sikdar  
10. Shri K. Virupaxappa

**SECRETARIAT**

Smt Vandana Garg, Joint Secretary  
Shri J. Sundriyal, Under Secretary  
Shri Swarabji, B., Committee Officer  
Smt. Meena Kandwal, Research Officer

2. The Committee took up for consideration the draft Reports on the Demands for Grants (2006-2007) of the Ministry of Women and Child Development and Ministry of Youth Affairs and Sports. The Committee adopted the same with certain modifications. The Committee decided to present the four Reports on the Demands for Grants (2006-2007) to both the Houses of Parliament on the 22<sup>nd</sup> May, 2006.

3. The Committee further decided that the Report on University and Higher Education which was adopted on 25<sup>th</sup> January, 2006 may be presented/laid in both the Houses of Parliament alongwith the Reports on Demands for Grants (2006-2007) on the 22<sup>nd</sup> May, 2006.

4. The Committee authorized the Chairman, Shri Janardan Dwiwedi and in his absence, Smt. Brinda Karat to present the Reports in the Rajya Sabha and Dr. Thockchom Meinya, and in his absence, Shri Basudeb Barman to lay the Reports in the Lok Sabha.

5. The Committee then adjourned at 6.55 p.m.

**NEW DELHI**

16<sup>th</sup> May, 2006

**J. SUNDRIYAL**

**UNDER SECRETARY**