

PARLIAMENT OF INDIA
RAJYA SABHA

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

HUNDRED NINETY-SECOND REPORT

ON

**DEMANDS FOR GRANTS 2007-2008 (DEMAND NO. 56) OF
THE DEPARTMENT OF SCHOOL EDUCATION AND
LITERACY
(MINISTRY OF HUMAN RESOURCE DEVELOPMENT)**

**(PRESENTED TO THE RAJYA SABHA ON 27th APRIL, 2007)
(LAID ON THE TABLE OF LOK SABHA ON 27th APRIL, 2007)**

**RAJYA SABHA SECRETARIAT
NEW DELHI
APRIL, 2007/VAISAKHA, 1929 (SAKA)**

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**COMPOSITION OF THE COMMITTEE ON HRD
(2006-07)**

1. Shri Janardan Dwivedi $\frac{3}{4}$ *Chairman*

**RAJYA SABHA
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3. Shri Shantaram Laxman Naik
4. Shri Vijay Kumar Rupani

5. Shri Laxminarayan Sharma
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LOK SABHA

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27. Shri Francis K. George
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30. Dr. Ram Lakhan Singh
31. Shri Abu Hasem Khan Chowdhury

SECRETARIAT

Shri N.C. Joshi, Additional Secretary
Smt. Vandana Garg, Joint Secretary
Shri N.K. Singh, Director
Shri Vimal Kumar, Under Secretary
Shri Swarabji B, Committee Officer

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 Ninety-second Report of the Committee on the Demands for Grants (Demand No. 56) of the Department of School Education and Literacy, Ministry of Human Resource Development for the year 2007-08.

2. The Committee considered the various documents and relevant papers received from the Department of School 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 29th March, 2007.

3. The Committee considered the Draft Report and adopted the same at its meeting held on 18th April, 2007.

NEW DELHI;
April 18, 2007
Chaitra 28, 1929 (Saka)

JANARDAN DWIVEDI
Chairman
Department-related Parliamentary
Standing Committee on
Human Resource Development

REPORT

Earlier, the Department was called Department of Elementary Education and Literacy. However, with the transfer of the mandate for promotion and development of Secondary Education to this Department from the then Department of Secondary and Higher Education on 12th July 2006, it is now called Department of School Education and Literacy. Currently, the Department of School Education and Literacy is responsible for the promotion and development of elementary education, secondary education and adult education. Thus, the Department with the widening of its area of operation is the nodal authority for giving the required support and direction to our children so that they can become responsible citizens of the country.

I BUDGETARY ALLOCATION

1.1 The Department projected a requirement of Rs. 36,585.23 crores for the various schemes concerning School Education and Literacy. Against this projection, a plan allocation of Rs. 22,191.00 crores has been provided in BE 2007-08. The Committee was informed that the increase in Plan allocation this year by Rs. 5063.00 crores was mainly due to merger of the Secondary Education in the Department of School Education and Literacy.

1.2 The Secretary, in his presentation before the Committee made a comparative analysis of allocations made in 2006-07 and 2007-08. Allocations made for 2007-08 show an enhancement as indicated below:-

Programme		(Rs. in crore)			
		2006-07		2007-08	
		BE	RE	BE	%increase (w.r.t.RE)
Elementary Education & Literacy	Plan	17,128.00	17,128.00	19,027.00	11.09%
	Non-Plan	4.71	5.00	5.22	4.40%
Secondary Education	Plan	1,087.00	1,087.00	3,164.00	191%
	Non-Plan	877.08	901.04	946.00	4.99%
Total	Plan	18,215.00	18,215.00	22,191.00	21.82%
	Non-Plan	881.79	906.04	951.22	4.99%

1.3 The Committee finds that the Department could not utilize the allocations made to it as the Department was left with 1453.76 crore under Elementary Education and Literacy and 109.09 crores under Secondary Education as on 28.02.2007. Against total expenditure of Rs. 15774.24 crore upto 28.2.07, expenditure incurred as on 31st December, 2006 was Rs. 11977.91 crore. Thus in the last quarter of the financial year, that too in two months, expenditure incurred was Rs. 3796.33 crore. The Committee, as it has done in the past, expresses its concern over the uneven and slow pace of

utilization of funds and the resultant rush to spend remaining amount in the last quarter. Every effort be made to avoid this.

1.4 The Committee observes that while Sarva Shiksha Abhiyan allocation for 2007-08 has been reduced compared 2006-07, allocation, all other major schemes show an upward trend with Mid-Day-Meal scheme and Adult Education regarding the maximum increase. Under Secondary Education, three new schemes have been announced, i.e. Scheme for Universal Access and Quality at Secondary stage, Special Navodaya Vidyalayas and National Merit Scholarship Scheme, reflecting 191% increase.

1.5 The Committee noted that while the Sarva Shiksha Abhiyan, the flagship scheme, has been the biggest gainer with Rs.10,671 crore, its allocation, however, has decreased by Rs. 329.00 crore during 2007-08 as compared to 2006-07. The Committee was given to understand that this has been done in face of the fact that Centre's contribution for the SSA will be reduced to 50 per cent during the XIth plan from 75 per cent during Xth plan. **The Committee, in view of States opinion in this regard, feels that this proposal needs to be considered favorably.**

1.6 The revenue generated through education cess continues to be the major source of allocations for SSA and MDM. Prarambhik Shiksha Kosh (PSK), a non-lapsable fund has been created for the purpose of parking into it the proceeds of education cess of 2% imposed in 2004-05 *vide* Finance (No.2) Act, 2004. Each year, after exhausting the funds provided by way of gross budgetary support for the schemes for Sarva Shiksha Abhiyan (SSA) and Mid-Day Meal (MDM), subsequent expenditure on these schemes is financed from the PSK. In 2006-07 B.E. provisions for this purpose, recoupable from the Prarambhik Shiksha Kosh, was Rs.5831 crores (Sarva Shiksha Abhiyan) and Rs.2915 crores (Mid-Day Meal Scheme) respectively. Against the provision of Rs.8746 crores mentioned above, expenditure to the extent of Rs.8458.92 crore has so far been incurred upto February, 2007. (Figures are provisional and unaudited). Of this expenditure, Rs.7530 crore has been recouped from PSK to the extent of balance in PSK.

1.7 For the financial year 2007-08 a provision of Rs.6993 crore has been provided additionally over Gross Budgetary Support for SSA and Rs.3400 crore for MDM scheme, which are recoupable from PSK. In this year's budget, the provision for inter account transfer to PSK based on estimated receipts of education cess has been included as Rs.10393 crore.

1.8 The Committee has been compelled to make such an observation due to valid reasons. The trend of expenditure during the Tenth Plan clearly indicates that the Department has been successful in optimum utilization of funds allocated to the elementary education sector, quantum increase in the allocation notwithstanding. The area of concern being Teacher Education, ICT @ Schools and Adult education. Teacher education saw a total expenditure of 899.11 crores (till 28th February, 2007) out of 1047.00 crores allocation. Similarly, Adult education (upto 28th February, 2007) failed to utilize its Tenth Plan allocation of Rs. 1218.20 crores and remained short by Rs. 130.00 crores. The Committee accordingly, recommends that every attempt should be made by all concerned for optimum and judicious utilisation of allocated funds under these schemes during 2007-08 positively.

1.9 Twin problems of pending utilization certificates and unspent balances available with the implementing agencies continued to persist during 2006-07 also. The Committee notes that as on 31.12.2006, 1362 UCs are still to be obtained. As a result, an amount of Rs.2131.52 crore has been blocked in respect of grants released upto March, 2005. However, no information has been provided by the Department about the amount parked as outstanding UCs for the year 2005-2006. The Committee feels that this must have increased further by the end of 2006-2007. The Committee views this situation as alarming and recommends that urgent steps be taken to eliminate the pending UCs at the earliest. The Department must take up this with the State Governments and other implementing agencies primarily to ascertain/redressing the problems being faced by them in timely submission of UCs.

1.10 The Committee notes that the total unspent balances with implementing agencies under different schemes as on 1st April, 2006 was Rs. 3603.80 crore, which increased to the tune of Rs. 4291.54 crore within a span of six months, i.e., on 30.9.2006. 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.

1.11 The Committee has been expressing its concern from time to time, about the pending Utilization Certificates and under-utilization of funds allocated to important schemes such as SSA, MDM and teacher's training. These two are important indicators about the performance of a scheme. While outstanding UCs block further releases of funds, unspent balance indicate slow implementation and non-fulfillment of the targets. It, therefore, creates a vicious cycle, year after year, resulting in getting their implementation stuck. It creates a strange situation where we have the money, yet we are not able to achieve our targets. It may, therefore, be concluded that non-fulfillment of targets or slow pace of our schemes is not due to shortage of fund but mainly due to problem in our delivery mechanism. The Committee, therefore, feels that necessary changes/revamp in these regards need to be undertaken urgently.

II SARVA SHIKSHA ABHIYAN

2.1 Sarva Shiksha Abhiyan (SSA) was launched in 2001-02 for achieving the goal of Universalisation of Elementary Education (UEE) through a time bound approach in partnership with States and local bodies. It is a response to the demand for quality basic education all over the country and seeks to ensure supervision by and accountability to the local community for the elementary school system in the country. It is also an attempt to bring all children (6 to 14 years age) to schools to receive quality education in a mission mode. The SSA covers all States and Union territories and reaches out to 19.4 crore children in 12.3 lakh habitations.

The goals of SSA are:

- All children in school, Education Guarantee Centre, Alternate School, 'Back-to-School' camp by 2005.
- Bridge all gaps based on gender and social categories at primary stage by 2007 and at elementary education level by 2010.
- Universal retention by 2010.
- Focus on elementary education of satisfactory quality with emphasis on education for life.

2.2 Sarva Shiksha Abhiyan works on a community-based approach with a habitation as a unit of planning and monitoring. Every school is encouraged to share all information, including the grants received with the community. half of the SSA funds flow through the local bodies i.e. VEC, SMC or PTAs etc. The local community does a social audit of school funds and their utilization through these structures.

2.3 Concern for education of socially disadvantaged group is interwoven in SSA. Educational incentives to offset cost of education are provided to SC, ST and girl children. SSA also enables context-specific interventions for promoting educational opportunities to such groups. Districts with substantial population of SC, ST and minority (Muslim) communities have been identified as special focus districts for targeted interventions under SSA.

2.4 Quality improvement is one of the most important components under SSA. To ensure useful, relevant and quality education SSA provides support for - recruitment and training of teachers, curriculum/textbook renewal, development and distribution of teaching-learning materials, annual school grants, pupil assessment systems, remedial teaching, computer-aided learning, establishment of decentralised academic resource support centres, distance education, monitoring and research activities related to quality issues.

2.5 The Committee finds that quality of education being imparted under SSA, leaves much to be desired despite the fact that quality improvement is one of the important components under this scheme. Among the various measures to improve the quality, teacher-training is a crucial factor. As far as in-service teacher training (20 days) is concerned, the progress till December 2006 shows that only 69 percent of teachers received this 20-day training. The situation is more disappointing in many States/Uts, viz, Arunachal Pradesh (45%), Bihar (29%), Haryana (47%), Jammu & Kashmir (20%), Jharkhand (48%), Lakshadweep (13%), Maharashtra (55%), Meghalaya (54%), Nagaland (2%), Tripura (0%), Uttar Pradesh (33%) and West Bengal (34%). The Committee deprecates such a dismal progress in teacher-training and it strongly recommends the Department to ensure that teacher training is provided in time and there should be no laxity on this count.

Children With Special Needs

2.6 Sarva Shiksha Abhiyan also aims to ensure that every child with special needs (CWSN), irrespective of the kind, category and degree of disability, is provided education in an appropriate environment. The interventions for inclusive

education include early detection and identification, functional and formal assessment, appropriate educational placement, preparation of Individualised Educational Plan, provision of aids and appliances, teacher training, resources support, removal of architectural barriers, monitoring and evaluation and a special focus on girls with special needs.

2.7 The components of inclusive education under SSA are:

- SSA provides up to Rs. 1200/- per child for integration of disabled children, as per specific proposals, per year.
- Residential bridge courses for CWSN with the main objective of preparing CWSN for schools, thereby ensuring better quality inclusion for them.
- Home-based education for children with severe profound disabilities with the objective of either preparing CWSN for schools and for life, by imparting to them basic life skills.

2.8 The Committee notes that 30.38 lakh CWSN have been identified in 33 States/UTs, out of which 20.30 lakh CWSN (66.84 percent of those identified) are enrolled in schools. Further 88009 CWSN are being covered through EGS/AIE in 15 states and 77083 CWSN are being provided homebound education in 19 states. In all 72.27% of the identified CWSN in 2006-07 have been covered through various strategies.

2.9 The Committee is of the considered opinion that the Department must make all out efforts to bring cent percent children with special needs under the purview of inclusive education. The Committee finds that performance of Arunachal Pradesh (43%), Bihar (55%), Goa (0%), Maharashtra (33%), Punjab (50%), Tripura (43%), D&N Haveli (0%) and Lakshadweep (20%) have been poor under inclusive education of SSA. The Committee recommends the Department to take immediate steps to improve the situation in this regard in these States/UTs.

2.10 The Committee has been informed that all new schools are to be barrier free in order to improve access for CWSN which is incorporated in the SSA framework. 4.44 lakh schools have ramps for CWSN. The Committee desires that the ramps be provided in the existing schools also apart from the new schools.

EGS & AIE Component of SSA

2.11 Under the Education Guarantee Scheme (EGS), educational facilities are set up in habitations that do not have a primary school within a distance of 1 km. Any habitation having 25 out-of-school children in the 6-14 age group (15 in the case of hilly & desert areas and tribal hamlets) is eligible to have an EGS centre. The EGS is a transitory facility till a primary school replaces it in two years. Formal curriculum is taught in EGS centres and all enrolled children are provided free textbooks and mid day meal.

2.12 The EGS centre is managed by the local community *viz.* Parent Teacher Association (PTA), Village Education Committee (VEC) or the Gram Panchayats. A local teacher is engaged by the community for teaching at such centres. Till December 2006, 85,924 EGS centres have been upgraded as primary schools. The amount spent per child for a primary EGS is Rs. 1535/- per annum and that of an Upper Primary EGS is Rs. 2960/- per child per annum.

2.13 Under the AIE component, flexible strategies are being implemented for education of children who cannot be directly enrolled in a school/EGS centre. The strategies include residential and non-residential bridge courses, back to school camps, seasonal hostels, drop-in centres and other alternative schools.

2.14 The Committee notes that AIE has been more effective in providing education to the older age group (11-14 years) never enrolled or dropout children, children who migrate seasonally with their families, street and other deprived urban children, working children and other vulnerable children in difficult circumstances. For 2006-07 the total number children targeted for coverage under AIE was 56.11 lakh.

2.15 The Committee was informed that under AIE, provision for supporting community run unrecognized/unregistered Madarsa/Maktabs to introduce formal curriculum in areas where children in these institutes are not going to regular schools is also there. Till 2005-06, 4867 such Madarsas have been supported under AIE. The Committee recommends that more Madarsa/Maktabs as well as other drop out children from other schools may be encouraged to come forward for help under AIE.

2.16 The Committee finds that during 2006-07, against a target of 47,71,395 children in EGS centres, there were only 25,24,203 children (52.90%) while against a target of 56,11,865 children in AIE centres, only 16,22,095 children (28.90%)

could covered. The Committee takes a serious note of this low achievement. State wise details of achievement level under EGS Centres during 2006-07 reveal very disturbing facts. There are States like Jammu & Kashmir, Manipur, Nagaland, Orissa, Rajasthan and Sikkim which have failed to set up even one EGS centre. In contrast, achievement level in respect of Maharashtra, Tamil Nadu, UP and West Bengal exceeded the targets with West Bengal setting up 18,66,817 EGS centres against the target of 8,63,355 EGS centres. The Committee notes that position is more or less same with regard to AIE centres with Dadar & Nagar Haveli, Delhi, Goa, Haryana, J&K, Lakshadweep, Manipur, Meghalaya, Nagaland, Orissa, Pondicherry, Sikkim showing nil achievement and Daman & Diu, Karnataka, Maharashtra and Mizoram exceeding the targets. The Committee would like to point out that average percentage of achievement with such a varying degrees of performance level does not make any sense. The Committee, accordingly, recommends that the Department should initiate an exercise focussing on the problem areas/constraints coming in the way of different States in timely setting up of EGS and AIE centres.

2.17 As regard special focus States, the Committee notes that Bihar (23.15 lakh), West Bengal (6.64 lakh), Madhya Pradesh (4.72 lakh), Rajasthan (1.34 lakh) and Uttar Pradesh (1.04 lakh) have the highest number of out-of-school children. Whereas the combined enrollment in the EGS and AIE Centres during 2006-07, in Bihar was 3.73 lakh, Madhya Pradesh (1.73 lakh), Uttar Pradesh (2.73 lakh), and West Bengal (3 thousand). The Committee feels, that the low combined coverage in the five special focus States of SSA reveals a discouraging picture. The Committee recommends that the Department needs to make sincere and concerted efforts to ensure that the objectives of SSA through the EGS & AIE mechanism be achieved.

2.18 The Committee's attention is drawn to the fact that against an outlay of Rs.845.72 crores for EGS & AIE in 2004-05 only Rs.340.58 crores (40.27%) was spent while in 2005-06, it was Rs.44.680 crores (4.75%) against an outlay of Rs.938.82 crores. Thus, the combined expenditure under EGS/AIE for these two years has been only Rs.385.27 crores (21.59%) against a total outlay of Rs.1784.54 crores. The Committee is deeply concerned over such a poor level of expenditure. It is of the strong view that necessary corrections be made to make EGS/AIE component of SSA efficacious and result oriented. This is more necessary in face of the fact that physical targets regarding enrolment of children in these centres is also embarrassingly low.

Girls Education

2.19 Girls education has been well ingrained under SSA which clearly recognizes that ensuring girl's education requires changes not only in the education system but also in societal norms and attitudes. A two-pronged gender strategy has, therefore, been adopted, to make the education system responsive to the needs of the girls through targeted interventions which serve as a pull factor to enhance access and retention of girls in schools and on the other hand, to generate a community demand for girls' education through training and mobilisation.

2.20 The Committee notes that SSA provides funds under Innovative head (Rs. 15 Lakh per district) and under the National Programme for Education of Girls at Elementary Level (NPEGEL) component (for 30 educationally backward blocks) to support pre-school component of ICDS or an interim pre-school centre where ICDS does not exist but is needed.

2.21 In addition to target pockets where girls education is lagging behind, the Government has launched two focused interventions under SSA - the NPEGEL and the Kasturba Gandhi Balika Vidyalaya (KGBV) to reach out to girls from marginalized social groups in over 3,000 educationally backward blocks in the country, where the female rural literacy is below the national average and the gender gap in literacy is above the national average.

2.22 The NPEGEL, launched in September 2003 provides additional provisions for enhancing the education of underprivileged/disadvantaged girls at elementary level through more intense community mobilisation. All Educationally Backward Blocks have been included under NPEGEL.

2.23 The Committee has been informed that under NPEGEL, 31,450 Model Schools has been developed, 1.97 lakh teachers gender sensitized in EBBs, Skill building for girls on diverse trades and life skills has been introduced. Over 50,000 Early Childhood Care and Education (ECCE) centres are being supported in non ICDS areas and 3.54 lakh Anganwadi centres, to help free girls from sibling care responsibilities, in order to attend schools. For 2006-07, NPEGEL coverage has expanded to 38,748 clusters in 3,122 blocks for which a fund of Rs. 813.36 crores has been allocated.

2.24 The KGBV, launched in July 2004, is designed to encourage greater participation of girls in education at the upper

primary level. Under the scheme, 2075 residential schools at upper primary level have been sanctioned for girls belonging predominantly to SC, ST, OBC and minority communities in educationally backward blocks having high gender gaps and low female literacy. A minimum of three-fourths of the seats are reserved for girls from marginalized or minority communities and the remaining are made available to girls from families below the poverty line.

2.25 1180 KGBVs had been sanctioned by Government of India till February 2006, of which 1039 KGBVs (88.5%) have been operationalized with an enrollment of 62,816 girls. 27% of these girls belong to SC community, 30.43% to ST category and 27.32% to OBC category. 14 States have achieved 100% target by opening all the KGBV schools allotted to them.

2.26 The Government of India has sanctioned 1000 (March 07) new KGBV schools. Thereby, 2180 EBBs will get covered with residential facilities for girls at upper primary level, as a direct measure to help girls continue and complete their elementary education up to class VIII.

2.27 The Committee is happy to note that 88.5% of the total 1180 KGBVs have been operationalized. In these KGBVs, the Committee notes that 27% girls are SC, 30.43% girls are ST & 27.32% are from OBC category. The Committee would further like to know the total number of SCs, STs, OBCs & minority community girls in the EBBs who are the primary beneficiaries of this scheme and their percentage of enrolment in these schools. This will give a clear and complete picture of beneficiaries. The Committee recommends that the Department must try to ensure that all the intended beneficiaries were in these schools within a shortest possible time.

Learning Achievements

2.28 The Committee learns that National surveys on learning achievement of students are done by NCERT at the end of classes III, V and VII/VIII every three years for a cross state study to assess the level of achievement of children in different subject areas including factors affecting students' learning differentiated by category, area and gender. Base line studies for the above classes have been completed in 2005-06. The sample survey on learning achievement at the end of class V reveals that the mean achievement of student in Language, Mathematics & EVS at the national level is 58.57%, 46.51% and 50.30% respectively. Class III survey has found the mean learning achievement in Mathematics and Language to be 58.25% and 63.12% respectively. Mean achievement for class VII in Mathematics, Language, Science and Social Science is 29.87%, 53%, 36% and 33% respectively. Class VIII students have scored on an average of 38%, 52%, 41% and 45% in Mathematics, Language, Science and Social Science respectively. This serves as a base line for states to design their quality improvement plans and to provide useful and relevant quality education to all children as per the stated objective of the Sarva Shiksha Abhiyan.

2.29 The Committee notes that we have to go a long way in learning achievements of students under SSA. The finding of the NCERT in this regard, no doubt, presents a dismal picture which is not at all commensurate with the efforts and resources put in for this purpose.

2.30 The Committee has been given to understand that there is increased awareness of issues pertaining to students learning achievements in States, in general. Committee's attention has also been drawn by initiatives taken by a number of States like Gujarat (Gujarat Achievement Profiles), Andhra Pradesh (Children's Language Improvement Programme), Karnataka (School Quality Assessment Organisation), Orissa (Learners' Achievement Tracking System) etc. The Committee hopes that more and more States will come forward in designing innovative Programmes for bringing significant improvement in quality of education under SSA.

2.31 The Committee notes that BE 2006-07 of Rs. 10041.70 crores for SSA for States/UTs (other than North Eastern States), was increased to Rs. 10145.70 crores at RE. Against this an amount of Rs. 10038.54 crore was released to States/Uts. (upto to 7th March, 2007). BE 2006-07 for North Eastern States was 958.30 crore against which an amount of Rs. 589.98 crore has been released to NE States upto 7th March, 2007. The Department has informed that the slow pace of releases of funds to NE States is due to slow pace of expenditure in these States due to infrastructure and other constraints associated with NE States. The Committee is, however, concerned over the slow/under release of funds in North Eastern States. The Committee expresses its reservations against the argument that infrastructure and other constraints affected the release of central funds in North East. The Committee would like the Department to specify the constraints that affected expenditure in North East and the efforts it made to remove these constraints. The Committee at

the same time desires that the Department take necessary measures to ensure that implementation of this scheme in North-Eastern States does not suffer. The Committee advises the Department to help sensitize States of the region to implement this scheme in full measure.

2.32 The Committee observes that mere release of funds by the Central Government does not ensure their optimum and judicious utilisation of funds by the States. As per the information available with the Committee, States could utilise Rs. 9,770.65 crores upto 31st December, 2006. As informed by the Secretary, expenditure figures on 28th February, 2007 stood at Rs. 10,573.58 crores. The Committee will not dispute the fact that central funds released by 7th March, 2007 were optimally utilised by the States. But the fact remains that these details pertain to central funds only. As per the existing norms, 25 per cent of central funding is to be contributed by the States. Overall figures of State releases upto 31st December, 2006 seem to be very satisfactory. However, on a State-wise analysis, the Committee is constrained to note that contribution of States/UTs like A&N Islands, Arunachal Pradesh, Assam, Goa, Lakshdweep and Manipur was nil as on 31st December, 2006. In the case of Dadar & Nagar Haveli, Daman & Diu and Pondicherry neither Central nor State releases were there. As informed by the Department, 1st installment of central funds could only be released in June-July to Nagaland, Lakshdweep and Goa. Reason for non-release of central funds in respect of Chandigarh and Pondicherry was availability of significant carry forward funds as on 1.4.2006. Not only this, in most of the cases, expenditure figures do not match with the funds released by the Centre and States.

2.33 The Committee can only conclude that unspent balances must be available with all the States. It would not be appropriate to make an assessment of utilisation status of funds allocated under SSA only on the basis of Central releases. One cannot deny the fact that under this programme both the Centre and States are contributors, different level of funding notwithstanding. Thus, utilisation status should also be taken into account of entire funding. The Committee would appreciate if exact status of utilisation of total funds released upto 2006-07 is made available to it.

2.34 The allocation for SSA in BE 2007-08 is Rs. 10671.00 crore which is slightly less than allocation for SSA in BE 2006-07 that was Rs. 11000 crore. The Department has further informed that the total funds projected for the SSA programme in 2007-08 at Rs. 20,000 crore, which @ 50% Central share is Rs. 10,000 but if 75:25 fund sharing (as requested by the States) is continued in the XIth Plan, then another Rs. 5000 crores would be needed in the Central budget. The NE States are asking for a 90:10 ratio in view of their special circumstances, which could be accommodated in the mandatorily 10% earmarked funds for the region in GOI's SSA budget.

2.35 The Committee shares the concern of the States over the proposed decrease in the Centre's share for the SSA during 11th Plan. The Committee has seen for itself during its visits to various States that most of the States, particularly of the North-Eastern region are not able to spare their share timely due to various financial constraints with them. Now, having come this far and spend enormous resources for SSA adopting new pattern of 50:50 under the 11th Plan, Committee feels, might derail the scheme. As a result, implementation of this scheme might suffer, that country can ill-afford at this stage. The Committee, therefore, feels that the Xth Plan funding pattern of 75:25 under SSA needs to be maintained so that the achievements of the scheme are not adversely affected.

2.36 As per the present scheme the SSA will be transferred to the State sector after the year 2010. The Committee for the reasons stated above feels that the central funding to the scheme should continue beyond 2010 if we have to consolidate the gains made in this regard.

2.37 The Committee notes that though the Department claim that financial progress of Sarva Shiksha Abhiyan is reviewed and expenditure levels are closely monitored every quarter by the Department, still only 13 States/UTs out of all the 35 States/UTs have been able to utilize 80 or more percent of the available funds. When the Department was asked about the reasons for this situation, it was submitted that various factors such as non-submission of utilization certificates, delay in release of State's share, court cases, imposition of Election Model code of conduct, natural calamities, etc. contributed for less than 80% utilization of funds in some States. The Department further added that it must be borne in mind that balance funds are works in progress, as in such a vast decentralized programme, funds are in the pipeline for ongoing works. Therefore, these cannot be treated as idle or unutilized funds. The Committee, however, is of the opinion that while such balance funds may not be termed as idle or unutilized funds in strict sense, still these can always be treated as underutilized fund. The underutilization will lead to time-cost escalation and the very purpose for which the funds has been allocated is lost. The Committee expresses its concern over underutilization of funds and recommends the Department to check such tendency.

2.38 The Committee notes that Sarva Shiksha Abhiyan (SSA) emphasizes the provision of basic physical infrastructure to all schools in a time-bound manner. Civil Works include construction of school buildings, additional classrooms, toilets, drinking water provisions etc., and is, therefore, a major component under SSA, consuming 33% per cent of programme allocations.

2.39 The civil works component of SSA is planned and implemented based on principles of community ownership, child-friendliness and good environmental practices. In the process it has incorporated the learnings from the earlier programs of Lok Jumbish and DPEP.

2.40 SSA also emphasizes use of local materials and technologies. SSA envisages a safe and secure, clean and hygienic school campus, complete with toilet, drinking water, boundary, electrification, mid-day meal kitchen, playground and landscaping. Each school is expected to develop a master plan reflecting this vision with school committees complimenting SSA resources with other funds and contributions to implement this vision of the school within a defined time frame.

2.41 An extensive supervision and monitoring system has been put in place to ensure quality of construction. Social audit by the community is the basis of this supervision system.

2.42 The Department has furnished the details of physical achievement of SSA upto 31.12.2006 against the cumulative targets under different components which are as under:-

Sl. No.	Items	Cumulative Targets including 2006-07	Achievements (upto 31.12.2006)
1.	Construction of school buildings	183461	Completed and in Progress 149683 (81.58%)
2.	Construction of additional classrooms	692678	Completed and in Progress 579586 (83.67%)
3.	Drinking water facilities	170267	Completed and in Progress 152302 (89.44%)
4.	Construction of Toilets	235041	Completed and in Progress 203605 (86.62%)
5.	Supply of Free Textbooks	6.69 crore	Supplied 6.22 cr. (92.97%)
6.	Teacher appointment	10.12 lakh	Completed and in Progress 7.38 lakh (72.92%)
7.	Opening of New Schools	240072	Completed and in Progress 181169 (75.46%)

2.43 The Committee would however like to point out that performance level during 2006-07, upto December, 2006 shows considerable shortfall in some components as indicated below:

Components	Targets during 2006-07	Achievements upto December 2006
Opening of New Schools	66,273	51,276
Construction of School buildings	62,832	39,984
Construction of additional classrooms	3,62,978	2,48,303
Construction of Toilets	12,970	12,853
Teacher appointment	2,35,982	1,45,782

2.44 The Committee doubts whether it would be possible to fulfill these gaps during the last quarter of the year. The

Committee is dismayed to note the achievement figures which have again been clubbed as "completed and in progress" despite Committee's repeated request to furnish segregated details. The clubbed figures do not allow proper appreciation of the achievements *vis-a-vis* the targets fixed. Committee's attention has been drawn by details of actual achievements till 31.12.06 under the following components enumerated in the Annual Report of the Ministry.

Components	Cumulative Targets	Works Completed	In Progress	Total
Construction of School Buildings	of 1,83,461	1,07,539	42,144	1,49,683
Construction of additional classrooms	of 6,92,678	3,09,005	2,70,581	5,79,586
Drinking Water Facilities	1,70,267	1,38,999	13,303	1,52,302
Construction of Toilets	of 2,35,041	1,86,879	16,726	2,03,605

2.45 The above details confirm committee's apprehensions about the actual level of achievements about different components under SSA. The Committee reiterates that only the actual details can project the real picture about the progress made under SSA.

2.46 Supply of free Text Books is another area of concern. The Committee notes that upto December, 2006, against a cumulative target of supply of 6.69 crore free text books, 6.22 crore free textbooks were supplied Committee's attention has been drawn by recent media reports which indicate that free textbooks are not reaching the eligible students. Large-scale mismanagement at district level has been reported. As per the CAG Report, free textbooks were not reaching the targeted students. The Committee is of the strong view that this aspect needs to be looked into by the Department at the earliest and remedial measures be taken on time bound basis. The Committee very strongly recommends that the Department must do the needful to complete the targets in all respects fixed during this fiscal.

2.47 The Committee observes that against a cumulative target (2006-07) of 10.12 lakh teachers to be recruited, only 7.38 lakh teachers were recruited as on 31.12.06, with major shortfalls in some States. On a specific query in this regard, the Committee was informed that rigorous state-wise quarterly review was being done by the Department. The Committee was assured that by December, 2007, there would be marked improvement on this front. Committee's attention has also been drawn by high percentage of teachers being appointed on contract in some States. The Committee views with concern that maximum number of such teachers are in the most vulnerable States like Bihar (33.56%), Chattisgarh (25.30%), Jharkhand (22.44%), M.P (31.48%) and UP (18.20%). The Committee strongly feels that this aspect also needs attention as dedicated teachers with job satisfaction can alone be the ideal teachers, the key functionary in achieving the objectives of SSA.

Monitoring of SSA

2.48 The Committee observes that monitoring mechanism operational at different levels and handled by different agencies both internal and external has been put into place and reports have already started coming out. The National University of Educational Planning and Administration has developed an Educational Development Index to track progress of the States based on broad parameters of access, infrastructure, teacher related indicators and outcomes. EDI State Ranking 2005-06 has already come out. NUPA has also developed School Report Cards of more than 1.04 million primary and upper primary schools which provide comprehensive information on the vital parameters of students, teachers of each school on 26 different variables. Another important initiative is assignment of 41 National Social Science Institutions to different States, with bigger States having two such institutions. These Institution are required to make field visits and report on the progress of SSA at the ground level every six months 25% of Districts are to be covered in six months so as to cover all the districts of the State within their two year assignment. Finally, six monthly Joint Review Missions are also being held with independent experts to review the progress of SSA. January is a field-based mission while July JRM is a desk review. Five JRMs have been completed so far.

2.49 The Committee appreciates the initiatives taken by the Department in strengthening the monitoring mechanism under SSA covering all the aspects. The Committee would, however, like to emphasize that wider publicity should be

given to the Outcomes/Reports coming out at periodic intervals. For example, School Report Cards developed by NUEPA need to be shared specially with parents and community members of concerned schools. It should be kept in mind that information being available on website perhaps does not become accessible for Parents/Community members, specially in the case of schools located in backward areas. A via media needs to be developed so that this information is shared with Parents/Community members. PTA meetings can be one such forum for dissemination of such information.

2.50 The Committee also observes that the following findings of 5th JRM held between 16-31 January, 2007 need immediate follow-up action:-

- Civil Works - While the quality of civil works across the States has been reasonably good, national level and third party evaluation in States be taken up at the earliest. During appraisal process of AWP & B, 2007-08, a careful assessment be done.
- monitoring of children's attendance, and a pilot system for such monitoring be developed.
- measures to improve basic literacy at class I and II level should be taken by all the States. Good practices of States should be shared with other States.

The Committee hopes that required action must have been initiated by the Department.

2.51 In response to a query on whether any data is available regarding teacher absenteeism in our primary, secondary and senior secondary schools, the Department replied that teacher absenteeism in secondary and higher secondary schools has not been studied in detail. However, such study for primary schools has been done by World Bank and Harvard University and as per a nationwide survey undertaken by them in 2004 covering 3700 primary schools spread over 20 States in the country, 25% of teachers in Government primary schools were absent on a typical day. Further, only 45% of teachers were actively engaged in teaching at the time of the study. The measures taken by the Department to check teacher-absence by the different States include (i) issuing of instructions for not deputing teachers on non-teaching duty, (ii) organising in-service teaching programmes during vacations so that teaching work does not suffer. Further, emphasis has been given on the role of Village Education Committees or local bodies in monitoring and supervision of schools, including attendance of teachers.

2.52 The Committee is of the opinion that the Department must carry out a new survey about teacher absenteeism as the one quoted above was done in 2004. Things must have changed by now. The Committee recommends the Department to devise an effective mechanism to monitor teachers' absenteeism in schools. It also desires that the problem of teacher absenteeism in secondary and higher secondary schools be also studied in detail and remedial measures may be taken.

III MAHILA SAMAKHYA (MS)

3.1 The Mahila Samakhya programme recognizes the centrality of education in empowering women to achieve equality. It seeks to bring about a change in women's perception about themselves and the perception of society with regard to women's traditional roles.

3.2 The core activities of the MS programme centre around issues of health, education of women and girls, accessing public services, addressing issues of violence and social practices which discriminate against women and girls, gaining entry into local governance and seeking sustainable livelihoods. The enabling activities of the programme area:-

- Formation of women's collectives (Sanghas) by women facilitators (Sahayoginis) for mobilizing women.
- Dissemination of information, awareness building and facilitating collective action on core themes.
- Development of supportive structures (such as Mahila Shikshan Kendras) for the education of older girls and young women who have never been enrolled or have dropped out of school, setting up Nari Adalats for addressing issues of violence against women, etc.

3.3 The Mahila Samakhya (MS) programme was started in 1989 to translate the goals mentioned in the National Education Policy into action. The programme was initially started with Dutch assistance. From 2005-06, the programme is being funded by the GOI from domestic resources.

3.4 The MS programme has generated a demand for literacy and education for women and girls. It has thereby strengthened women's abilities to effectively participate in village-level educational processes. MS has provided specialized inputs for vocational and skill development, as well as for the educational need of girls in general and adolescent girls in particular, Mahila Samakhya endeavors to develop gender sensitive pedagogical and learning material.

3.5 The Mahila Shikshan Kendras (MSKs) set up under the MS Scheme, provide a unique learning opportunity for adolescent girls and young women. There are 53 MSKs functioning at present and 8206 girls have passed out of these MSKs, so far.

3.6 Currently, the MS programme is operating in 83 districts covering more than 20,380 villages in 9 States of Andhra Pradesh, Assam, Bihar, Jharkhand, Karnataka, Kerala, Gujarat, Uttar Pradesh & Uttarakhand. From the current year, i.e., 2006-07, the programme is expanded to two other States *i.e.* Madhya Pradesh and Chattisgarh. There are at present 23,352 Mahila Sanghas with a total number of 5,93,570 Sangha Women Members. Besides that, for adolescent girls there are 1031 Kishori Sanghas having 1,34,558 members.

3.7 The Committee is concerned over the expenditure under Mahila Samakhya. It has noticed that the RE has always been reduced every year and it was done during 2006-07 also from Rs. 30.00 crores to Rs. 26.00 crores. This programme continues to be dogged by same old problem of non-registration of MS society, this time mainly in Jharkhand, Chattisgarh and Madhya Pradesh. As a result, this programme has shown under-utilization of funds.

3.8 The Committee finds that out of Rs. 140.00 crores allocated to MS scheme during the Xth Plan, only Rs. 77.15 crores could be spent under the scheme so far. The Committee expresses its concern about the poor performance of such a good scheme and urges the Department to ensure optimal utilization of funds.

3.9 In view of performance of this scheme so far, the Committee is hardly inclined to believe Department's optimism that this programme will be fully functional in all the 11 States next year. The Committee, therefore, recommends that all out effort be made by the Department if it were sincere to cover the existing as well as the proposed new districts under the programme during the year 2007-08.

IV DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)

4.1 The District Primary Education Programme (DPEP), a centrally sponsored scheme for holistic development of primary education covering class I to V. Its major objectives are (i) reducing drop-out rate to less than 10%, (ii) reducing disparities among gender and social groups in the areas of enrolment, learning achievement etc. to less than 5% and (iii) improving the level of learning achievement. DPEP have since been subsumed under SSA. DPEP is now in existence in only 17 districts in the 2 States viz. Rajasthan & Orissa.

4.2 The Committee notes that under the various physical targets set under the Programme during 2006-07, under-achievement is reported in most of them, with nil achievement under DIETs, Kitchen Sheds and ramps for disabled children. Only one dilapidated school could be repaired against 52 targeted schools. Only 278 Building-less schools out of 731 proposed could be taken up. The Committee is not at all satisfied with the performance of this scheme in Rajasthan and Orissa particularly when it is running only in two States. This is all the more disturbing as there was no shortage of funds. However, BE allocation of Rs. 200.00 crore had to be reduced by half and expenditure reported upto 28.2.07 is only Rs. 93.15 crores. Since these components are part of SSA also, every effort needs to be made to achieve the targets under this scheme.

V MID DAY MEAL PROGRAMME

Revised Scheme

5.1 The Mid-Day Meal Scheme is a Centrally sponsored programme to support universalization of primary education and to improve the nutritional status of children at primary stage. The scheme has since been revised to provide cooked mid-day meal with enhanced nutritional content of 450 calories and 12 grams of protein.

5.2 The main components of Central Assistance as revised in June 2006 are:

- Free food grains (wheat/rice) @ 100 grams per child per school day through Food Corporation of India.
- Assistance for cooking cost @ Rs. 1.50 per child per school day with mandatory contribution of 50 paise by States to arrive at overall cost norm of Rs. 2. In the case of NER States, the minimum contribution was fixed at 20 paise, and Central Assistance at Rs. 1.80 per child per school day.

- Reimbursement of transportation charges up to a maximum of Rs. 100 per quintal for special-category States and up to Rs. 75 per Quintal for other States and UTs.
- Assistance for Management, Monitoring and Evaluation of the programme.
- Assistance for construction of kitchen-cum-store @ Rs. 60,000 per unit; simultaneously stressing the need to ensure convergence with other development programmes for construction.
- Assistance for cooking/kitchen devices @ Rs. 5,000 per school.
- Assistance for implementation of MDM Scheme during summer vacation in drought-affected areas.

5.3 The Committee welcomes the revision in the components of Central Assistance of the Scheme, which came in force from June 2006. Amongst the many revisions, the Committee takes note of the provision of assistance for construction of kitchen-cum-store @ Rs. 60,000 per unit. The Committee recommends that this assistance be given to all the schools with no kitchen in a shortest possible time.

Budgetary Allocation

5.4 The Committee observes that the budgetary allocation for Mid Day Meal Scheme for the year 2007-08 is Rs. 7324 crores, representing a 37% increase over the budget allocation of Rs. 5384 crores in 2006-07. Ten percent of the allocation i.e. Rs. 732.40 crores will be earmarked for the NE States and Sikkim.

5.5 The Scheme has been proposed to be extended to cover children in Upper Primary Classes in 3427 Educationally Backwards Blocks (EBBs) in 2007-08. As per the recommendation of the Sub Committee of the National Steering cum Monitoring Committee (NSCM), children at the upper primary stage will be provided a mid day meal comprising 150 grams of foodgrains/700 calories. The NSCM has also recommended that the central share of the cooking cost for upper primary be fixed at Rs. 2.00 per child/per school day. These recommendations will be considered while revising the Mid Day Meal Scheme for extension to upper primary stage in the 3427 EBBs.

Low lifting of foodgrains

5.6 The Committee expresses its concern over the pattern of lifting of food grains. The Committee is disturbed to know that lifting of foodgrains has been declining continuously. It was 2189188 MTs in 2004-05, then 1792069.23 MTs in 2005-06 and 1203971.78 MTs (upto Dec.06). The Committee further notes that out of total food grains allocation, 56.88% had been lifted till the end of third quarter, i.e. upto December, 2006. The Committee is of the opinion that on account of low lifting of food grains, the scheme must have suffered. The Department holds States solely responsible for low-lifting of the food grains, the Committee is not convinced by this argument. There are many States who have increased lifting to a great extent. The Committee is of the firm view that lifting of food grains must be a joint effort by the Central Department and the States. Former has to be pro-active in this regard. It, therefore, recommends the Department to ensure proper and timely lifting of food grains by the States. The Department must try to extend them all possible cooperation in this regard.

Quality of Food

5.7 The Committee is of the view that quality and nutritional value of food served under MDM must be ensured. Instances of the poor quality of food served at many places have come to Committee's notice. The Committee is of the view that poor quality of food served is mainly due to sub-standard food grains, unhygienic cooking and lack of effective monitoring at the ground level. The Committee is happy to know that mothers of school children are being encouraged to supervise the preparation of meals and to ensure regularity and quality of the meal served. The Committee appreciates this initiative but is of the view that this in itself is not working effectively at many places. The Committee recommends that all the activities related to the MDM such as procuring food material, their storage cooking, serving of food, supervision, etc. at the school may be entrusted mainly to the PTAs/village education committee/school management committees. And where these bodies are not so effective/ organized, SHGs, if involved, may be able to deliver effectively. Community participation, Committee feels, is the best way for the success of this scheme.

5.8 The Committee learns that the Planning Commission has taken initiative for carrying out a scientific assessment of community participation in MDM programme. It is conducting a nation-wide evaluation study. The Committee desires that the Department may provide a copy of the study Report as soon as it is made available to the Department.

Payment to cooks and helpers

5.9 On the concern of the Committee over the payments to workers/helpers under the MDM Scheme, the Department replied that the Government had enhanced the cooking cost, from Rs. 1.50 to Rs. 1.80 per child per day for States in the North East Region and from Rs. 1.00 to Rs. 1.50 for other States/UT Administrations in the country. The respective State contribution is Rs. 0.20 for the North Eastern States and Rs. 0.50 for other States, making a total allocation of Rs. 2.00 per child/school day. With this enhancement of cooking cost, the wages for cooks and helpers are expected to increase further. The Committee feels that it may be difficult to manage the concerns like quality of cooked food, the supplementaries to be served and reasonable wages for cooks/helpers in Rs. 2.00 provided as cooking cost. The Committee is of the view that most of the States are playing the role of an active partner towards the successful implementation of the scheme. Some States, however, may not be in a position to contribute their share on time. The Committee hopes that the Department would take up with these States and sort out the matter.

5.10 Committee's attention has been drawn by a number of innovations made by some States like Tamil Nadu, Bihar, Gujarat, Karnataka, Kerala, Andhra Pradesh and Pondicherry and Delhi so as to provide better/additional meals to students and better supervision through community participation. The Committee strongly feels that these examples need to be brought to the notice of other States. Writing letters in this regard to the States would not serve the purpose. Work shops/seminars where such experiences are highlighted followed by clarification of doubts/elimination of inhibitions of other States will prove to be more effective. Visits to such States to have first hand experience may be useful. The Committee, accordingly, recommends that the Department should play a more pro-active role by bringing the States together on a common platform for this purpose.

5.11 The Committee describes the Mid-Day Meal scheme as one of the most popular and effective interventions, not only to attract/retain children in schools but also for improving their nutritional status to some extent. The Committee also notes that allocations for the MDM are increasing every year; that being 37% in 2007-08. The Committee, however, is of the view various problem as reported from time to time, such as supply of sub-standard foodgrains, low quality of cooked meal, less lifting of foodgrains, lack of kitchen and cooking devices/utensils, low nutritional value of food are not allowing the scheme to have the desired impact at the ground level. The Committee, therefore, feels that for attending to these problems as also extending it to upper primary level, even the increased allocation may not be adequate. Rising inflation also would take its toll on the funds. The Committee, therefore, recommends that more funds be given for the MDM at RE stage in 2007-08.

Monitoring of MDM

5.12 The Committee welcomes the move to entrust the monitoring of MDM Programme to the 41 Institutions of Social Science Research. The Committee would like to be apprised about the findings of assessment carried out by them during 2006-07. The Committee also notes that besides study being conducted at present by the Planning Commission, a number of State specific studies by different agencies are also going on. The Committee would like to see these Reports as and when received.

VI SCHEME OF RESTRUCTURING AND REORGANIZATION OF TEACHER EDUCATION

6.1 A Centrally-Sponsored Scheme of Restructuring and Reorganization of Teacher Education aims at creating sound institutional infrastructure for pre-service and in-service training of and academic resource support to elementary and secondary school teachers. The Scheme had, *inter alia*, the following components for which Central Government has been providing financial assistance to States for setting up of District Institutes of Education and Training (DIETs); strengthening of Secondary Teachers Education Institutions - Colleges of Teacher Education (CTEs) and Institutes of Advanced Study in Education (IASEs); and strengthening of State councils of Educational Research and Training (SCERTs).

6.2 Since the inception of the Scheme in 1987, a total of 571 DIETs/DRCs and 104 CTEs and 31 IASEs had been sanctioned under the Scheme. The Committee notes that out of 571 DIETs, over 489 DIETs are functional. The Committee is not happy with only 33 DIETS becoming operational out of 100 DIETS sanctioned during the Tenth Plan. The Committee notes that not all the districts have DIETs in the country; only 571 have. The Committee, in view of huge backlog in teachers' training, recommends to sanction DIETs in rest of the districts and also to urgently take steps for operationalising all the sanctioned DIETs through a fixed time schedule.

6.3 The Committee notes that a large number of districts in the States of Bihar, Jharkhand, Rajasthan are without

sanctioned DIETs/DRCs as compared to other States. The Committee finds that these States, particularly Bihar and Jharkhand are also at the lowest ladder of Education Development Index. For these States to come out of the education backwardness, it is very important that they have requisite number of trained teachers at least for primary and upper primary levels. The Committee recommends that these States, therefore, must be given priority in setting up DIETs/DRCs so that they can improve their position in this regard.

6.4 As regards the CTEs & IASEs, the position regarding the process by which these are established is not clear. The Committee desires that complete details on CTEs/IASEs may be furnished to it in the Action Taken Reports of the Department.

6.5 The Committee notes that Teacher Education programmes of the Government is being carried out through various agencies at different levels such as NCERT, NCTE, SCERTs, DIETs, DRCs, etc. There also appears to be lack of vision for future requirements and current realities. The Committee feels that the manner in which Teacher Education is being handled, the adverse impact is there for everyone to see. The poor achievement level of students, lack of professional/trained teachers, etc. need to be taken note of. The Committee strongly recommends the Department to undertake an overhaul of the Teacher Education programmes. The role, efficacy as well as interface between various agencies of teacher education be thoroughly activated.

6.6 The Committee finds that a provision of Rs. 500.00 crores has been allocated for the year 2007-08 for restructuring and reorganization of teacher education. The Committee is constrained to observe that 6 out of 11 DIETs sanctioned in Arunachal Pradesh, 6 out of 12 DIETs sanctioned in Jharkhand, 38 out of 45 sanctioned DIETs in MP, and 13 out of 30 DIETs sanctioned in Orissa have become operational. The Committee has been pointing out from time to time about the large number of DIETs remaining non-operational mainly because of delay in civil works, transfer of land, etc. It had also expressed its concern about resulting cost and time overrun. Unfortunately, we have not been able to make visible improvement in this regard. The Committee strongly feels that such problems can be resolved if they are pursued at the highest level in the State in right earnest.

6.7 Committee's attention has been drawn by an Evaluation study of DIETs conducted by NCERT and NIEPA wherein following constraints have been pointed out:-

- no proper arrangements for recruiting faculty trained in Elementary Education
- most DIET Faculty positions are filled by personnel on deputation.
- mass scale appointment of para-teachers in several States has resulted in suspension of pre-service training.

The Committee would like to be apprised about the corrective measures taken by the Department in these regards.

6.8 On a specific query about the status of vacancy position in DIETs, the Committee was informed that the appointments to the academic/non-academic positions in DIETs are made by the State Governments and details of vacancies are being obtained from the States/Uts. The Committee wonders that in the absence of such a vital information, how can it be considered that 489 DIETs out of 571 sanctioned DIETs are functional at present. The Committee would appreciate if sincere efforts are made to obtain the State-wise information about vacancy position in DIETs, followed by corrective measures.

6.9 The Committee only hopes that with an enhanced allocation this year, the Department would be able to streamline and implement the scheme in a vigorous way.

SECONDARY EDUCATION

VII NATIONAL COUNCIL OF EDUCATIONAL RESEARCH & TRAINING (NCERT)

7.1 The National Council of Educational Research and Training (NCERT) is an apex resource organization to assist and advise the Central and the State Governments on academic matters related to school education. It provides academic and technical support for qualitative improvement of school education through its institutions located at Ajmer, Bhopal, Bhubaneswar, Mysore and Shillong.

7.2 The Committee notes that the budgetary allocation provided for NCERT during the financial year 2006-07 and 2007-08 is as under:

(Rs. in Crores)

Head	2006-07	2007-08	Increase
Plan	35.00	40.00	5.00
Non-plan	59.03	61.95	2.92

7.3 NCERT's Non-plan budget estimate for the financial year 2007-08 is Rs 195.49 Crores, out of which Rs 61.95 Crores will be provided by the Govt. as grants-in-aid and rest will be funded from internal revenue generation by NCERT.

7.4 The Committee does not know the reasons behind reducing the allocation for research and training to Rs. 9.00 crore in 2007-08 from Rs. 10.89 crore allocated in 2006-07. The Committee is of the view that sufficient allocation be made to programmes of educational research and training by the NCERT that remains one of its basic mandate.

7.5 The Committee notes that Rs. 4.00 crores has been provided for North-Eastern (NE) States, under the provision of mandatory cut from the allocation under Plan head for utilisation in NE Region for the financial year 2007.08, which will be utilized as under:

S. N.	Heads of Expenditure	Plan Budget
1.	<u>Programme activities.</u>	1.20
2.	<u>Construction of building of North Eastern Regional Institute of Education (NERIE) Shillong.</u>	2.80
	Total:	4.00

7.6 The Committee is perturbed to see that construction of building of Pandit Sunderlal Sharma Central Institute of Vocational Education (PSSCIVE), Bhopal and North Eastern Regional Institute of Education (NERIE), Shillong has been going on at snail's pace for the last several years. These could not be completed till date. The Committee has been pointing about this in all of its reports relating to the Department. The Committee urges once again to complete the construction well within time since there has already been undue delay.

VIII CENTRAL TIBETAN SCHOOLS ADMINISTRATION (CTSA)

8.1 Central Tibetan Schools Administration was established as an autonomous organization with the objectives to run, manage and assist institutions set up for the education of Tibetan children living in India. These schools are affiliated to CBSE. The Administration runs 76 schools including eight Senior Secondary (including six Residential Schools), six Secondary, seven Middle Schools, seven Primary Schools and 40 Pre-Primary Schools. In addition, CTSA also provides grant to eight schools run by Tibetan organisations.

8.2 The Administration is fully financed by the Government of India. It has started generating some funds from the financial year 2004-2005 by introducing Development Fund @ Rs. 20/- per head per month from all the students from class 1 to VIII and computer fee @ Rs. 20/- from all the students from class IX to XII, except Informatics Practices, and @Rs. 40/- from students having Information Practices as a subject at +2 level.

8.3 The Committee notes that Central Tibetan School Society Administration has been given an increase to Rs.22.35 crore in BE 2007-08 from Rs.19.65 crores in RE 2006-07. It has been informed that the increase of Rs.2.70 crores in BE 2007-08 over RE 2006-07 is due to increase in the number of pensioners, requirement to fill up of the vacant posts, general inflation, periodical increments, allowing Selection Grades to the teachers and granting ACP to non-teaching staff.

8.4 The Committee inquired about the proposal, if any, to hand over all the schools under Central Tibetan School Society Administration (CTSA) to Sambhota Schools Society, an NGO under Tibetan Government in Exile, at Dharamsala. The Department replied that the administrative control of Central Tibetan Schools remains with CTSA which

is an autonomous body (society) under Ministry of Human Resource Development. No school under CTSA has been transferred to any N.G.O.

8.5 The Committee notes that no school under CTSA has been transferred to any NGO. But the Department does not deny categorically about existence of any such move. There seems to have been some move in this regard otherwise, it would not have been brought to Committee's notice by the concerned people who also had gone to the court of law. This matter, in fact, was brought to Committee's notice which sought factual position from the Department in November, 2006. It took the Department more than four months to send this incomplete reply. The Committee does not approve of such an attitude while dealing with a parliamentary Committee's works. The Committee would like to know latest position in this regard.

IX KENDRIYA VIDYALAYA SANGATHAN (KVS)

9.1 The Committee notes that the Plan allocation for Kendriya Vidyalaya Sangathan (KVS) has been increased to Rs. 270 crores in BE 2007-08 against Rs. 211.50 crores in RE 2006-07. The higher allocation is to enable construction of school building and provision of infrastructure for sports, computerization and training of teachers and pay and allowances of the staff of 50 new KVs sanctioned during 2006-07. The Committee urges KVS to optimally utilize the allocation and ensure that all its activities, particularly relating to civil construction are completed on time.

9.2 The Committee also hopes that Rs. 30.00 crores that has been earmarked for NE States and Sikkim as plan provision for KVS will be optimally utilized.

9.3 The Committee notes that out of 979 KVs, only 919 are functional. The Committee urges upon the Department to take immediate steps to make all the KVs functional.

9.4 The Committee takes note of the fact that against a Tenth Plan target of 140 permanent school buildings and 1950 units staff quarters, the KVS has achieved a target of only 82 permanent buildings and 1363 units of staff quarters. The Committee takes note of this shortfall and is of the considered opinion that the authorities responsible for construction activities of KVS, need to put in more efforts to achieve the optimum results. The Committee has often repeated that civil delay in constructions only add to cost-time overrun. The Committee was informed about certain new measures taken in this regard. It, however, does not know their impact on expediting constructions activities.

9.5 The Committee notes that CCEA has approved the proposal of opening of 50 new KVs in Special Focus Districts on 16.6.2006 and it was conveyed to KVS on 26.6.2006. Orders for opening of 50 new KVs were issued on 30.8.2006 by KVS with the approval of Competent Authority in such districts which are falling under the criteria of Special Focus Districts and having no KV.

9.6 In response to a query whether all the 50 new KVs will be functional during 2007-08, the Department informed that State Government/Sponsoring agencies have agreed to provide temporary accommodation and other infrastructural facilities in 37 locations (out of 50 sanctioned) and they are likely to be functional from 1.4.2007. For remaining 13 locations, State Government/Sponsoring agencies have not been able to provide temporary accommodation and the matter is being pursued. The Committee is aware of the formalities and limitations in getting temporary accommodation and lands with requisite infrastructure for starting KVs. In view of large number of demands for opening KVs in different parts of the country, it looks strange that identification/sanctioning of lands take long time. The KVs may insist land documents with proposal/request to open a new KV. It might, the Committee feels, help expedite the process. The Committee strongly recommends the Department to take all measures to ensure the functioning of all the 50 new KVs during 2007-08 itself.

9.7 The Committee has been informed that out of 95 Kendriya Vidyalayas opened during 2003-04 and 2004-05, 86 Kendriya Vidyalayas have been made functional in temporary buildings. The other 9 Kendriya Vidyalayas are still non functional as the local administrations have not made available the minimum infrastructural facilities for them. The Committee has been further informed that three Vidyalayas have permanent buildings. While land has been made available by state administration for 15 schools and sanction for construction has been given for 03 locations. The construction may take about 3 years. The matter of procuring land is being pursued with state Governments.

9.8 The Committee is not happy to see that out of 95 KVs sanctioned during 2003-04 and 2004-05, 9 are yet to be

made functional even after two-three years of their sanctioning. Further, the number of KVs having permanent buildings is very less. Also nearly 50 KVs are still to get land from concerned authorities. The Committee has seen same problem year after year. It strongly recommends the Department to make all out efforts to get land for these sanctioned Vidyalayas within this fiscal and construct permanent buildings for these at the earliest.

9.9 Vacancy position in Kendriya Vidyalaya Sangathan as per the information available with the Committee is as indicated below:-

	<i>KVS as on 1.11.2006</i>
<i>Principal</i>	<i>68</i>
<i>Vice Principal</i>	<i>06</i>
<i>Post Graduate Teachers</i>	<i>1397</i>
<i>Trained Graduate Teachers</i>	<i>1201</i>
<i>Misc. Teachers</i>	<i>664</i>
<i>Non-teaching staff</i>	<i>466</i>

9.10 The Committee has been informed that to fill up the posts by direct recruitment, written examination has been held in February 2007 by the KVS for teaching posts, and for non-teaching posts the examination will be held in April 2007. Besides this, Departmental Promotion Committee (DPC) meeting to fill up the posts for promotion quota have also been conducted in February 2007. It has been the experience of the Committee that recruitment process generally takes long time which adds to the problem of shortage of permanent positions. It has resulted in hiring of contract/temporary teachers, which needs to be avoided. The Committee, therefore, recommends to expedite the process of recruitment that is going on and start the process for coming Vidyalayas as soon as possible.

9.11 The Committee has been informed that Action Taken Note on Audit para 8.4 of report No. 3 of year 2006 regarding idling of investment due to deviation from MOU are being prepared in consultation with KVS. The Committee wants the Department to submit a detailed note in this regard to the Committee.

X NAVODAYA VIDYALAYA SAMITI (NVS)

10.1 Navodaya Vidyalayas are run by the Navodaya Vidyalaya Samiti, an autonomous organization under the Ministry of Human Resource Development are fully residential, co-educational institutions, providing boarding and lodging, textbooks, uniform, etc., free for all students.

10.2 Reservation of 75 per cent seats is made to students belonging to rural areas. Similarly, the scheme also provides a proportionate representation of SC/ST population subject to minimum national average. In addition to this, 33 per cent of the seats are reserved for girl students. In total 1,89,397 students were on the rolls of Navodaya Vidyalayas as on 31st October 2006.

10.3 The Committee notes that out of 539 functional Jawahar Navodaya Vidyalayas, 400 are presently functioning at the permanent site. Construction of buildings has already been sanctioned for 109 Jawahar Navodaya Vidyalayas. Construction could not be sanctioned for remaining 30 JNVs due to non-availability of land from the concerned State Governments. The Department has informed that matter is being regularly pursued with the concerned authorities for transfer of land.

10.4 The Committee appreciates the efforts of the Department to construct 400 JNVs that are working in permanent sites. Committee's concern has been over the slow pace of construction and also over the long time taken to get the required land. The Committee, therefore, recommends the Department to ensure that it procures the land from the State authorities at the earliest and complete the construction activities well within time in the present case.

10.5 The Committee notes that a sum of Rs 805.15 crore was allocated to Navodaya Vidyalaya Samiti for the year 2006-07 and this has been revised to Rs. 818.65 crore at RE stage. The Committee notes that a sum of Rs 883.40 crore has been allocated to NVS for the financial year 2007-08, which is about 10% increase as compared to the allocation for year 2006-07.

10.6 The Committee learns that 101 new Jawahar Navodaya Vidyalayas (JNVs) was proposed to be opened during Xth

Plan period. Out of these 99 JNVs have already been sanctioned. Proposal for sanctioning two new Vidyalayas is under progress. Thus, 565 JNVs have already been sanctioned out of 584 districts (excluding the State of Tamil Nadu, which has not accepted the Scheme of Navodaya Vidyalaya). The NVS has assured to open JNVs in the remaining 19 uncovered districts in the country during 2007-08. The Committee only hopes that the Department would be able to ensure opening of the JNVs in uncovered districts during 2007-08 itself.

10.7 The Committee notes that out of 85 JNVs sanctioned in North Eastern Region and Sikkim, 76 are presently functioning, while nine are non-functional. Also construction in respect of 40 JNVs has been completed during 2006-07, while it is in progress in 29 more JNVs. The Committee calls upon the Department to begin the construction of buildings in the remaining functional JNVs during 2007-08 itself.

10.8 The Committee is perplexed to note that the Department has made a provision of Rs. 302.50 crores for special Navodaya Vidyalayas but it has no idea as to what are the objectives of Special Navodaya Vidyalayas and how are these different from Jawahar Navodaya Vidyalayas. The Department of School Education & Literacy has informed that it has not formulated any scheme in this regard and have written to the Planning Commission for details of this scheme. The Committee is surprised that provision for Special Navodaya Vidyalayas is made by the Planning Commission and the Department does not know about this. The Committee would like to have a response from the Department in this regard.

10.9 The Committee is perturbed to note that out of 565 JNVs sanctioned till 28.2.07, only 539 are functional. The Committee feels that this is a sorry state of affairs since 21 JNVs are still to be made functional. The situation becomes more worrisome in face of the fact that 19 more districts are eligible for a JNV and these are yet to be sanctioned. The Committee recommends that all the JNVs be made functional at the earliest.

10.10 The Committee further notes that 30 JNVs have not been provided with land by the State authorities. The Committee appreciates the efforts in this matter by the NVS and it hopes that the NVS will soon be able to get the required land from the State authorities and construction of permanent buildings will be completed at the earliest. It recommends the NVS to take up the matter at the highest level of State administration.

10.11 The latest vacancy positions in Navodaya Vidyalaya Samiti are as indicated below:-

<u>Posts</u>	<u>NVS as on 31.1.2007</u>
Principal	42
Vice Principal	71
Head Master	-
Post Graduate Teachers	552
Trained Graduate Teachers	634
Primary Teachers	-
Misc. Teachers	214
Non-teaching staff	2034

10.12 The Committee has been informed that to fill up the direct recruitment teaching posts, NVS has already advertised all teaching posts. As regard non-teaching posts, instructions have been issued to Regional Offices & Principals to fill up the posts. Regular Departmental Promotion Committee (DPC) meeting are being conducted to fill up the post for promotion quota.

10.13 The Committee is concerned to see large number of posts, 1513 of teaching and 2034 non-teaching, lying vacant in JNVs. 42 schools do not have Principals. The Committee does not know that for how long these vacancies have existed. In view of such a large number of vacancies and also recruitment being long drawn out process, Committee has no doubt that teaching suffers greatly on this account. Since it has become a perennial problem, it is high time that effective steps are taken for filling the posts at the earliest. A system should be placed in position to ensure that a vacancy is filled as soon as it arises.

XI INFORMATION AND COMMUNICATION TECHNOLOGY (ICT @ SCHOOLS) SCHEME

11.1 The Scheme of Information and Communication Technology (ICT) @ Schools was launched by merging the erstwhile schemes of Educational Technology (ET) and Computer Literacy and Studies in Schools (CLASS) on 15th December 2004 and was operationalised from the Financial Year 2005-06.

11.2 The ICT in School Scheme is not a stand-alone scheme but actively solicits the partnership of States and Union Territories in a mutual endeavour to bridge the heterogeneous proliferation of ICT across different socio-economic and geographic segments in the country.

11.3 The objectives of the Scheme are:

- (i) To establish an enabling environment to promote the usage of ICT specially in rural areas. Critical factors of such an enabling environment include widespread availability of access devices, connectivity to the internet and promotion of ICT literacy.
- (ii) To ensure the availability of quality content on-line and through access devices both in the private sector and by SIETs.
- (iii) Enrichment of existing curriculum and pedagogy by employing ICT tools for teaching and learning.
- (iv) To enable students to acquire skills needed for the Digital world for higher studies and gainful employment.
- (v) To provide an effective learning environment for children with special needs through ICT tools.
- (vi) Promote critical thinking and analytical skills by developing self-learning skills of the learner leading to student-centric learning.
- (vii) To promote the use of ICT tools in distance education including the employment of audio-visual medium and satellite-based devices.

11.4 As regards financial parameters, the Committee notes that under the CLASS component of the ICT scheme, the Union Government provides 75% of financial assistance to State/UTs. The balance 25% of funds is contributed by the State Governments/UTs. The scheme also provides for contribution of 25% of funds from the MPLAD scheme in addition or as an alternative to State Government contribution. However, in case of special category States, central contribution is 90% of total project cost.

11.5 The Central budget for the ICT @ Schools Scheme, was Rs. 50.00 crore in 2005-06 and Rs. 67.00 crore for the financial year 2006-07. So far, 3992 schools have been sanctioned assistance in 30 States/UTs. The Department has proposed to scale up the Scheme in the 11th Plan to meet the challenge of universalisation of access to secondary education.

11.6 The Committee notes that Information and Communication Technologies in Schools (ICT) has been given increased allocation of Rs.224.60 crores in BE 2007-08 compared to Rs.60.20 crores for the year 2006-07. A provision of Rs.25.40 crores has also been made for NE States and Sikkim. The Committee has been given to understand that the increase in the allocation of funds in BE 2007-08 over RE 2006-07 is to ensure that the State/UT Governments are able to increase the coverage of computerization of education in Government and Government aided schools. The scheme is being revised with the objective to cover all Government and Government aided secondary schools in about 3 years' time. Therefore, higher allocation is required in 2007-08.

11.7 The fact that many States could not avail of the benefit of this Scheme, whatever may be the reasons, indicates that implementation of this Scheme leaves much to be desired. The very fact that inspite of Rs. 800.00 crore being allocated during the Tenth Plan, expenditure reported upto 5th March, 2007 was only Rs. 114.36 crore, reason being that scheme actually took off only in 2005-06, is self-revealing. It is good that the Scheme has got a substantial budgetary enhancement and the Committee hopes that the Scheme will be effectively implemented because the country cannot afford to see a forward-looking Scheme like this not taking off. It desires to underline the fact that IT is our forte and any slackness will adversely affect our global edge in this area. The Committee strongly recommends the Department to complete its revamping process at the earliest so that the new Scheme could be started without any further delay. The Committee once again welcomes the decision of the Department to cover all government and government-aided schools within a period of three years under this Scheme. The Committee extends its good wishes for the achievement of this target.

XII INTEGRATED EDUCATION FOR DISABLED CHILDREN (IEDC)

12.1 The Scheme of Integrated Education for the Disabled Children (IEDC) aims to integrate children and youth with moderate disabilities in the normal school system. The Scheme provides 100% financial assistance to State Governments/UTs and NGOs under various components for the education of children suffering from mild to moderate disabilities in normal schools. The components include allowances for Books and Stationery, uniform, transport, escort, readers for blind children, equipment, etc and salary of teachers recruited for teaching disabled children.

12.2 The Committee notes that during the 9th Five Year Plan an expenditure of Rs. 67.11 crore had been incurred. For the 10th Five Year Plan an outlay of Rs. 200 crore had been made. During the first four years of the 10th Plan Rs. 150.36 crore has been released for implementation of the Scheme. Approximately two lakh disabled children were benefited under the Scheme during 2005-06.

12.3 The Committee has been informed that the Minister for Human Resource Development made a policy statement in the Rajya Sabha on 21st March, 2005 committing the Government to providing education through mainstream schools to children with disabilities in accordance with the provisions of the Persons with Disabilities Act, 1995. A Comprehensive Action Plan for Inclusive Education for Children and Youth with Special Needs has also been formulated. In pursuance of the Statement of HRM, the MHRD has initiated steps to launch a new Scheme 'Inclusive Education for the Disabled at Secondary Stage-IEDSS' that will replace the existing IEDC.

12.4 The Committee notes that the allocation under the Scheme of IEDC has been increased from Rs. 60.00 (including Rs. 6 crore for NER component) for the year 2006-07 to Rs. 120.00 crore (including Rs. 12 crore for NER) for the year 2007-08. The allocation for the year 2007-08 will be utilized as per the present IEDC Scheme till the time the new Scheme i.e. Inclusive Education for Disabled at Secondary Stage is launched. During the year 2005-06 an expenditure of Rs 41.47 crore was incurred as against RE of Rs. 41.71 crore. During 2006-07, as on 19th March 2007, an expenditure of Rs 50.32 crore has been incurred against the RE of Rs. 60.00 crore under the Scheme.

12.5 The Committee wonders as to how will the Department rationally spend the remaining 10 crore in a period of 12 days. It also calls upon the Department to finalize and launch the proposed new Scheme without losing much time. Experience of the Committee has been that generally revamping of schemes take long time putting thereby the schemes on hold. The Committee has its own doubts about possibility of getting the Cabinet approval in the near future, which is under preparation. After getting the approval of the Minister, the same will be circulated to the Ministries/Departments concerned for comments. Committee's apprehensions are confirmed by the statement of the Department that launching of the Scheme is dependent on approval by the Cabinet.

12.6 The Committee notes that out of 21 pending UCs under IEDC for the year 2004-05, 3 have been issued. The reasons given by the Department for the remaining 18 pending UCs are as follows:

UCs received and under examination –	5
Organisation under inspection for release of 2 nd instalment- (UCs for 1 st instalment were not issued pending receipt of inspection report)	6
Organisation was under inspection for being Black Listed as suggested by Finance Bureau (Inspection report since received under examination)	2
UCs not received yet	4
UC not in order	1
Total	18

12.7 The Committee recommends that the Department vigorously pursue the matter with concerned NGOs and State Governments and ensure that all the pending UCs are obtained within a fixed time during this fiscal or else take necessary punitive actions against the erring NGOs.

12.8 The Committee takes note of the fact that no expenditure was incurred by as many as 10 States under IEDC during the year 2005-06. To this, the Department has informed that the Scheme is demand driven and based on viable proposals received. The Committee is of the opinion that the Department should conduct short duration workshops for NGOs and

others on how to make a viable proposal. In fact, such training may be imparted throughout the country so that the Scheme was not derailed due to lack of viable proposals and the funds of the Department may be judiciously utilized.

XIII SCHEME OF VOCATIONALIZATION OF SECONDARY EDUCATION AT + 2 LEVEL

13.1 Under the centrally-sponsored Scheme of Vocationalization of Secondary Education, financial assistance is provided to the States/UTs to set up administrative structure, area-vocational surveys, preparation of curriculum, text book, work book, curriculum guides, training manual, teacher training programme, strengthening technical support system for research and development, training and evaluation etc. It also provides financial assistance to NGOs and voluntary organizations for implementation of specific innovative projects for conducting short-term courses.

13.2 Vocational Education courses are introduced in + 2 level schools after secondary stage with flexible duration ranging from one to three years. Central assistance is being provided to State/UTs according to the approved sharing pattern. On an average an amount of rupees one lakh is provided under the scheme per vocational course for acquiring necessary equipment and Rs. 1 lakh is provided for construction of work sheds and laboratories. Vocational courses can start with full time as well as part time teacher.

13.3 The Committee notes that a task force on skill development has been constituted by the Planning Commission to make recommendations on how to meet the requirements of skilled manpower for India's growing economy during the 11th Five Year Plan period and beyond.

13.4 The Department has noticed that inflexible course offerings, absence of full time trained teachers, absence of national level certification/ accreditation system, lack of involvement of industry and linkage with user agencies, non-fulfillment of targets etc. has compelled the Department to undertake the revision of the scheme.

13.5 The Committee has been informed that existing scheme is proposed to be revised during the XIth Plan and an allocation of only Rs. 20 crores has been proposed in BE 2007-08 to take care of the outstanding liabilities.

13.6 The Scheme, so far, was approved to create a massive infrastructure of 21000 Sections in around 9583 Schools thus providing for diversion of about 10 lakh students at + 2 level but only about half of that capacity is being utilized. The grants released so far since the inception of the Scheme is Rs. 765 crores.

13.7 The Scheme of Vocational Education, the Committee finds, has not performed in the manner it should have. Despite all our efforts and allocations made in this area, we have not had any visible impact of this Scheme. Significance of this Scheme in a country like ours where 75 per cent of those who pass out at Senior Secondary level are not able to go for higher education, can hardly be over-emphasized. We should try to engage such students from secondary stage itself into vocational stream/training. This will also decrease the pressure on higher education.

13.8 The Committee is relieved to see that the Department has finally realised the ineffectiveness of the scheme and has decided to go for its revision. The Committee recommends the Department to ensure that all the factors that have compelled the revision of the scheme are taken into account while revising the scheme. The Committee also expresses its disappointment over the fact that the precious Rs. 765 crores has not been utilized the way it should have been. The Committee is of considered opinion that the Department will come up with an effective scheme during the next Plan.

13.9 The Committee notes that the percent of students at senior secondary level into vocational education is much less in comparison to that in China, Hungary, Poland, Egypt, etc. Taking a cue from the success these countries have made in the area, the Committee recommends the Department to do the needful to increase the share students in of vocational education in the country.

XIV ADULT EDUCATION

14.1 Adult Literacy, as enunciated in NLM, is not an end in itself but has to be an active and potent instrument of change ensuring achievement of the social objectives and creation of a learning society.

Literacy Campaigns & Operation Restoration

14.2 The Total Literacy Campaign (LTC) has been the principal strategy of National Literacy Mission for eradication of illiteracy in the target group of 13-35 years. It has been informed that TLCs have certain positive features, which make

them unique. These campaigns are area-specific, time-bound, volunteer-based, cost-effective and outcome-oriented. On conclusion of TLC, Post Literacy Programme (PLP) is taken up specifically aiming at consolidation of literacy skills and integration of skill development programmes to enable the neo-literates to acquire skills for their economic self-reliance. This is also a preparatory stage for launching of Continuing Education Programme in the district.

14.3 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 TLC and PLP is Rs. 90-180 and Rs. 90-130, respectively.

Continuing Education Programme (CEP)

14.4 The Scheme provides a learning continuum to the efforts of the Total Literacy/Post Literacy Programmes after these have been completed in the district.

14.5 The implementation of CE is a gradual process owing to the time taken for setting up the requisite infrastructure. At present, the Central Government is providing 100% funding for the first three years of the project and cost sharing between State and Centre is on a 50:50 basis for the remaining two years.

14.6 The Scheme of Continuing Education has been sanctioned in 328 districts in 21 States and 3 Union Territories. 171 Districts are still under the Post Literacy Programme (PLP) and, as per the Department, a large number of them would be ripe for being sanctioned a CE Project.

14.7 The Committee's attention is drawn to the fact that out of 623 districts in the country, only 328 districts are in Continuing Education phase. The Committee finds this number to be highly inadequate given the fact that literacy mission started nearly two decades ago. The Committee is of the considered opinion that such a slow pace to enter the CE phase indicates that the Total Literacy Campaign and Post Literacy Programme are not completely in order. The Committee recommends the Department to carry out an in-depth study of the programme and find ways and means to improve the situation.

14.8 The Committee notes that during 2006-07, an amount of Rs.14.15 crores was earmarked for North-Eastern States under Continuing Education Programme, out of which an amount of Rs. 1.39 crore has so far been sanctioned/released. Under Literacy Campaigns, an allocation of Rs.3.00 crores for NER during 2006-07 has been made which is likely to be fully utilized.

14.9 The Committee is concerned over the manner in which adult education programme has been planned in North Eastern States, most of the districts in North East being under Total Literacy Campaigns. The Department has earmarked an allocation of mere Rs. 3.00 crore during 2006-07 for it. The Continuing Education Programme got a share of Rs. 14.15 crore with twelve districts eligible under it. The Committee notes that nearly 13 crore rupees was left as unspent balance. The Committee takes strong note of this and recommends the Department to be prudent in future.

14.10 The Committee notes that the Department has taken several initiatives to facilitate the smooth implementation of the Adult Education programme. State Resource Centres (SRCs) have been set up in Assam, Meghalaya and Tripura, to provide academic and technical resource support for the literacy programmes. 10 Jan Shikshan Sansthan (JSSs) have also been set up in this region to provide skill development and vocational training to the neo-literates and unemployed youth when the programmes in this region move to the Continuing Education (CE) phase. Further, to ensure timely release of funds, workshops for settlement of accounts have been held in Arunachal Pradesh, Manipur, Meghalaya and Nagaland. Also, a High Level Group for North-Eastern Region has been set up under the chairmanship of Minister of Human Resource Development to review the progress of implementation of the schemes in the North Eastern Region. The Committee appreciates the efforts of the Department to improve the situation in the North East, but it feels that the number of JSS will not be sufficient to serve the requirements of vocational skills arising in the region and its number needs to be increased further.

14.11 The Committee is of considered opinion that the Adult Education Programmes could have delivered better results, had it been properly managed and monitored. The Committee at the same time feels that the Programmes relating to Adult Education need to be revisited. The difference among the Total Literacy Campaign, Post Literacy Programme and Continuing Education Programme is very subtle and at times it becomes difficult to make a distinction amongst them. Though development of skills and vocational training are its main plank, these have been envisaged only at Continuing Education stage. With the enhancement in the level of skill as well as literacy, the need for its consolidation and further

refinement will also rise simultaneously. The Committee wants to emphasize that any education, more so for adults, can become an attractive proposition only if it enables a person to earn his livelihood. Unfortunately, the Committee fails to find an emphasis on this aspect in the current adult education programmes. It notes that the spread of the JSSs- the only significant element of this scheme (i.e. 109) is highly inadequate for a country like ours. The Committee, therefore, recommends the Department to initiate measures for increasing their presence and activity to more and more districts. Efforts be made to make adult education programmes more attractive for imparting life skill.

14.12 The Committee notes that out of 93 Jan Shikshan Sansthan evaluated so far, 29 JSSs were found to be average or below average in terms of standards. The Committee wants to have an update on these. It, at the same time, recommends the Department to open more JSSs by involving genuine NGOs only and place strict monitoring of these.

14.13 The Committee has been informed that the existing schemes of Literacy Campaigns & Operation Restoration and Continuing Education for Neo-Literates has been merged into one single scheme of Adult Education & Skill Development. The Working Group on Adult Education for the 11th Plan also recommended that the present Continuing Education Programme may be replaced by more broad based Lifelong Education and Awareness Programme which will bring under its ambit the existing Total Literacy, Post Literacy and Continuing Education Programme. The Committee notes that the component of 'Skill Development' has been included in the merged scheme. This is proposed to be introduced through the target specific programme under Continuing Education. Even in the Post Literacy Programme, there is a provision for introducing skill development to a limited number of beneficiaries. In regard to the basic literacy programme, it is proposed to introduce camp based literacy programmes.

14.14 The Committee notes that an allocation of Rs.322 crores under Adult Education & Skill Development has been made for the Annual Plan 2007-08. It has been informed that pending the communication of the outlay for the 11th Plan, it is proposed to take up target specific programmes viz Quality of Life Improvement Programme, Income Generation Programme, Equivalency Programme and Individual Interest Promotion Programme in selected districts. The Committee is aware that the target specific programmes viz., Equivalency Programme, Quality of Life Improvement Programme, Income Generating Programme and Individual Interest Programme have been in operation for ten years now, but unfortunately, no funds have been released for them till date. It only hopes that the Department would be prudent enough to spell out the financial norms for these target specific programmes in the XIth Plan. The Committee recommends that the target specific programmes should be practical in nature and these must be taken up in all the districts taking into account the local needs and resource base.

14.15 The Committee feels strongly about the planning process in Adult Education Bureau of the Department. It is of the view that the Department should take a holistic approach towards the problem of adult illiteracy rather than putting it in water tight compartments of different stages. Some elements of motivation need to be embedded in the schemes for making them more attractive.

14.16 The Committee takes note of the expenditure position (as on 16.3.07) under the schemes as given below:-

(Rs. in crore)

S.No.	Name of Scheme	BE	Exp.
1	Literacy Campaigns & Operation Restoration	30.00	27.18
2	Continuing Education	149.50	122.64
3	Support to NGOs	7.00	15.82
4	Jan Shikshan Sansthan	40.00	38.85

14.17 The Committee notes that the utilization of funds during 2006-07 does not present an encouraging picture. The Scheme of Continuing Education continues to be plagued with under utilization. The Committee expresses its concern over the underutilization of funds and it recommends the Department to be cautious in future so that the allocations are optimally utilized.

14.18 The Committee also notes a higher expenditure under the head 'Support to NGOs'. The Committee would like the Department to submit a status note as to the reasons for this higher expenditure for the NGOs.

14.19 The Committee has serious concern over the manner of functioning of the NGOs. At present, a total 556

Utilization Certificates are pending for the last three years in respect of grants released under Adult Education Programmes to the various implementing agencies. Of these, a large number of the UCs pertains to NGOs which were sanctioned grants under the Accelerated Female Literacy Programmes in Uttar Pradesh and Orissa. The Committee expresses serious reservations against this development and urges the Department to take necessary action against the erring NGOs and settle all the pending Utilization Certificates at the earliest.

14.20 The Committee has been informed that as a result of the merger of the all NGO based schemes, the Department has not made any separate allocation for the various types of activities to be taken up by the concerned organization viz State Resource Centres, Jan Shikshan Sansthan and other NGOs. However, keeping in view the past trend of expenditure, the committed liabilities of existing institutions and the availability of resources for 2007-08, it is expected that the allocation of Rs.73.00 crores (including the provision of Rs.7.30 crores for NER) would be tentatively utilized as under:-

(i) Jan Shikshan Sansthan-	Rs.49.00 cr.
(ii) State Resource Centre-	Rs.18.50 cr.
(iii) Other NGOs-	<u>Rs. 5.50 cr.</u>
Total:	Rs.73.00 cr.

14.21 The Committee recommends that the Department allocate the necessary funds appropriately so that all the schemes are able to fulfill the objectives they are meant for.

Out of School Children

14.22 The Committee was informed that out of 19.5 crore children in the age group of 6-14 years, only 3.59 percent (70 Lakh) were out of school as per data of 2006. These children belong to the 'hardest to reach' category of children with 50% of them concentrated to the three States of Bihar, Orissa and West Bengal. This is an improvement in over 6.94 per cent, out of school children reported as per national survey 2005. Although, the percentage of out of school children in 2006 has decreased at the national level, the Committee notes that the number of such children has increased in many States/UTs like A&N Islands, Arunachal Pradesh, Delhi, Karnataka, Manipur, Meghalaya, Mizoram, Nagaland, Orissa & Pondicherry. This shows that progress of our schemes are different in different States. The Committee takes this figure of 70 lakh being out of school with a pinch of salt. This number could be more if collated with the figures of child labour and also of the migrant children. The Committee is of the considered view that these figures need to be re-confirmed.

14.23 The Committee understands that during 2006-07, Government has co-ordinated a household survey exercise so that all the States/UTs update their household base data on out-of-school children. Reports from 12 States have been received so far. The Committee would like to be apprised about the final reports from all the States/UTs. The Committee desires that the Department put in more efforts to consolidate good result it has achieved in reducing the number of out of school children.

Problem of Drop out

14.24 The Committee notes that overall dropout rates have come down by 10 percentage points from 2001 to 2004-05 and in the case of girls by as much as 15 percentage points at primary level.

14.25 However, there has been ascendancy in the drop out rate at every level nationally. At primary stage (Classes I-V), the national drop out average was 29.00 per cent, which increased to 50.84 per cent at elementary stage (Classes I-VIII) and 61.92 per cent at secondary stage (Classes I-X).

14.26 The drop out rate of boys was 31.81 per cent and that of girls was 25.42 per cent at primary level, which raised to 50.49 per cent for boys and 51.28 per cent for girls at secondary level during 2004-05. Thus, at the primary stage, the drop-out rate for girls was lower than that of boys whereas for elementary and secondary stages, they were higher than that of boys.

14.27 The Committee also notes that 15 States/UTs have a higher drop out rate than the national average at primary level while 12 States/UTs have a higher drop out rate than the national average at elementary level. 14 States/UTs have a higher drop out rate than the national average at secondary level.

14.28 The Committee expresses its concern over the prevailing scenario of drop outs. The increasing rate of drop out from primary to upper primary and secondary levels is not a happy sight. It is clear that our efforts have not been really successful to check the drop outs after primary level. This situation seems to be very grim in case of girls after primary level. The Committee recommends the Department to take urgent measures to tackle the problem of drop outs.

OBSERVATIONS/RECOMMENDATIONS AT A GLANCE

I BUDGETARY ALLOCATION

The Committee finds that the Department could not utilize the allocations made to it as the Department was left with 1453.76 crore under Elementary Education and Literacy and 109.09 crores under Secondary Education as on 28.02.2007. Against total expenditure of Rs. 15774.24 crore upto 28.2.07, expenditure incurred as on 31st December, 2006 was Rs. 11977.91 crore. Thus in the last quarter of the financial year, that too in two months, expenditure incurred was Rs. 3796.33 crore. The Committee, as it has done in the past, expresses its concern over the uneven and slow pace of utilization of funds and the resultant rush to spend remaining amount in the last quarter. Every effort be made to avoid this.

(para 1.3)

The Committee noted that while the Sarva Shiksha Abhiyan, the flagship scheme, has been the biggest gainer with Rs.10,671 crore, its allocation, however, has decreased by Rs. 329.00 crore during 2007-08 as compared to 2006-07. The Committee was given to understand that this has been done in face of the fact that Centre's contribution for the SSA will be reduced to 50 per cent during the XIth plan from 75 per cent during Xth plan. The Committee, in view of States opinion in this regard, feels that this proposal needs to be considered favorably. (para 1.5)

The Committee has been compelled to make such an observation due to valid reasons. The trend of expenditure during the Tenth Plan clearly indicates that the Department has been successful in optimum utilization of funds allocated to the elementary education sector, quantum increase in the allocation notwithstanding. The area of concern being Teacher Education, ICT @ Schools and Adult education. Teacher education saw a total expenditure of 899.11 crores (till 28th February, 2007) out of 1047.00 crores allocation. Similarly, Adult education (upto 28th February, 2007) failed to utilize its Tenth Plan allocation of Rs. 1218.20 crores and remained short by Rs. 130.00 crores. The Committee accordingly, recommends that every attempt should be made by all concerned for optimum and judicious utilisation of allocated funds under these schemes during 2007-08 positively. (para 1.8)

Twin problems of pending utilization certificates and unspent balances available with the implementing agencies continued to persist during 2006-07 also. The Committee notes that as on 31.12.2006, 1362 UCs are still to be obtained. As a result, an amount of Rs.2131.52 crore has been blocked in respect of grants released upto March, 2005. However, no information has been provided by the Department about the amount parked as outstanding UCs for the year 2005-2006. The Committee feels that this must have increased further by the end of 2006-2007. The Committee views this situation as alarming and recommends that urgent steps be taken to eliminate the pending UCs at the earliest. The Department must take up this with the State Governments and other implementing agencies primarily to ascertain/redressing the problems being faced by them in timely submission of UCs. (para 1.9)

The Committee notes that the total unspent balances with implementing agencies under different schemes as on 1st April, 2006 was Rs. 3603.80 crore, which increased to the tune of Rs. 4291.54 crore within a span of six months, i.e., on 30.9.2006. 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 1.10)

The Committee has been expressing its concern from time to time, about the pending Utilization Certificates and

under-utilization of funds allocated to important schemes such as SSA, MDM and teacher's training. These two are important indicators about the performance of a scheme. While outstanding UCs block further releases of funds, unspent balance indicate slow implementation and non-fulfillment of the targets. It, therefore, creates a vicious cycle, year after year, resulting in getting their implementation stuck. It creates a strange situation where we have the money, yet we are not able to achieve our targets. It may, therefore, be concluded that non-fulfillment of targets or slow pace of our schemes is not due to shortage of fund but mainly due to problem in our delivery mechanism. The Committee, therefore, feels that necessary changes/revamp in these regards need to be undertaken urgently.

(para 1.11)

II SARVA SHIKSHA ABHIYAN

The Committee finds that quality of education being imparted under SSA, leaves much to be desired despite the fact that quality improvement is one of the important components under this scheme. Among the various measures to improve the quality, teacher-training is a crucial factor. As far as in-service teacher training (20 days) is concerned, the progress till December 2006 shows that only 69 percent of teachers received this 20-day training. The situation is more disappointing in many States/Uts, viz, Arunachal Pradesh (45%), Bihar (29%), Haryana (47%), Jammu & Kashmir (20%), Jharkhand (48%), Lakshadweep (13%), Maharashtra (55%), Meghalaya (54%), Nagaland (2%), Tripura (0%), Uttar Pradesh (33%) and West Bengal (34%). The Committee deprecates such a dismal progress in teacher-training and it strongly recommends the Department to ensure that teacher training is provided in time and there should be no laxity on this count.

(para 2.5)

Children With Special Needs

The Committee is of the considered opinion that the Department must make all out efforts to bring cent percent children with special needs under the purview of inclusive education. The Committee finds that performance of Arunachal Pradesh (43%), Bihar (55%), Goa (0%), Maharashtra (33%), Punjab (50%), Tripura (43%), D&N Haveli (0%) and Lakshadweep (20%) have been poor under inclusive education of SSA. The Committee recommends the Department to take immediate steps to improve the situation in this regard in these States/UTs.

(para 2.9)

The Committee has been informed that all new schools are to be barrier free in order to improve access for CWSN which is incorporated in the SSA framework. 4.44 lakh schools have ramps for CWSN. The Committee desires that the ramps be provided in the existing schools also apart from the new schools.

(para 2.10)

EGS & AIE Component of SSA

The Committee recommends that more Madarsa/Maktabs as well as other drop out children from other schools may be encouraged to come forward for help under AIE.

(para 2.15)

The Committee finds that during 2006-07, against a target of 47,71,395 children in EGS centres, there were only 25,24,203 children (52.90%) while against a target of 56,11,865 children in AIE centres, only 16,22,095 children (28.90%) could be covered. The Committee takes a serious note of this low achievement. State wise details of achievement level under EGS Centres during 2006-07 reveal very disturbing facts. There are States like Jammu & Kashmir, Manipur, Nagaland, Orissa, Rajasthan and Sikkim which have failed to set up even one EGS centre. In contrast, achievement level in respect of Maharashtra, Tamil Nadu, UP and West Bengal exceeded the targets with West Bengal setting up 18,66,817 EGS centres against the target of 8,63,355 EGS centres. The Committee notes that position is more or less same with regard to AIE centres with Dadar & Nagar Haveli, Delhi, Goa, Haryana, J&K, Lakshadweep, Manipur, Meghalaya, Nagaland, Orissa, Pondicherry, Sikkim showing nil achievement and Daman & Diu, Karnataka, Maharashtra and Mizoram exceeding the targets. The Committee would like to point out that average percentage of achievement with such a varying degrees of performance level does not make any sense. The Committee, accordingly, recommends that the Department should initiate an exercise focussing on the problem areas/constraints coming in the way of different States in timely setting up of EGS and AIE centres.

(para 2.16)

The Committee feels, that the low combined coverage in the five special focus States of SSA reveals a discouraging picture. The Committee recommends that the Department needs to make sincere and concerted efforts to ensure that the objectives of SSA through the EGS & AIE mechanism be achieved.

(para 2.17)

The Committee's attention is drawn to the fact that against an outlay of Rs.845.72 crores for EGS & AIE in 2004-05 only Rs.340.58 crores (40.27%) was spent while in 2005-06, it was Rs.44.680 crores (4.75%) against an outlay of Rs.938.82 crores. Thus, the combined expenditure under EGS/AIE for these two years has been only Rs.385.27 crores (21.59%) against a total outlay of Rs.1784.54 crores. The Committee is deeply concerned over such a poor level of expenditure. It is of the strong view that necessary corrections be made to make EGS/AIE component of SSA efficacious and result oriented. This is more necessary in face of the fact that physical targets regarding enrolment of children in these centres is also embarrassingly low. (para 2.18)

Girls Education

The Committee is happy to note that 88.5% of the total 1180 KGBVs have been operationalized. In these KGBVs, the Committee notes that 27% girls are SC, 30.43% girls are ST & 27.32% are from OBC category. The Committee would further like to know the total number of SCs, STs, OBCs & minority community girls in the EBBs who are the primary beneficiaries of this scheme and their percentage of enrolment in these schools. This will give a clear and complete picture of beneficiaries. The Committee recommends that the Department must try to ensure that all the intended beneficiaries were in these schools within a shortest possible time. (para 2.27)

Learning Achievements

The Committee notes that we have to go a long way in learning achievements of students under SSA. The finding of the NCERT in this regard, no doubt, presents a dismal picture which is not at all commensurate with the efforts and resources put in for this purpose. (para 2.29)

The Committee has been given to understand that there is increased awareness of issues pertaining to students learning achievements in States, in general. Committee's attention has also been drawn by initiatives taken by a number of States like Gujarat (Gujarat Achievement Profiles), Andhra Pradesh (Children's Language Improvement Programme), Karnataka (School Quality Assessment Organisation), Orissa (Learners' Achievement Tracking System) etc. The Committee hopes that more and more States will come forward in designing innovative Programmes for bringing significant improvement in quality of education under SSA. (para 2.30)

The Committee is, however, concerned over the slow/under release of funds in North Eastern States. The Committee expresses its reservations against the argument that infrastructure and other constraints affected the release of central funds in North East. The Committee would like the Department to specify the constraints that affected expenditure in North East and the efforts it made to remove these constraints. The Committee at the same time desires that the Department take necessary measures to ensure that implementation of this scheme in North-Eastern States does not suffer. The Committee advises the Department to help sensitize States of the region to implement this scheme in full measure. (para 2.31)

The Committee observes that mere release of funds by the Central Government does not ensure their optimum and judicious utilisation of funds by the States. As per the information available with the Committee, States could utilise Rs. 9,770.65 crores upto 31st December, 2006. As informed by the Secretary, expenditure figures on 28th February, 2007 stood at Rs. 10,573.58 crores. The Committee will not dispute the fact that central funds released by 7th March, 2007 were optimally utilised by the States. But the fact remains that these details pertain to central funds only. As per the existing norms, 25 per cent of central funding is to be contributed by the States. Overall figures of State releases upto 31st December, 2006 seem to be very satisfactory. However, on a State-wise analysis, the Committee is constrained to note that contribution of States/UTs like A&N Islands, Arunachal Pradesh, Assam, Goa, Lakshdweep and Manipur was nil as on 31st December, 2006. In the case of Dadar & Nagar Haveli, Daman & Diu and Pondicherry neither Central nor State releases were there. As informed by the Department, 1st installment of central funds could only be released in June-July to Nagaland, Lakshdweep and Goa. Reason for non-release of central funds in respect of Chandigarh and Pondicherry was availability of significant carry forward funds as on 1.4.2006. Not only this, in most of the cases, expenditure figures do not match with the funds released by the Centre and States. (para 2.32)

The Committee can only conclude that unspent balances must be available with all the States. It would not be

appropriate to make an assessment of utilisation status of funds allocated under SSA only on the basis of Central releases. One cannot deny the fact that under this programme both the Centre and States are contributors, different level of funding notwithstanding. Thus, utilisation status should also be taken into account of entire funding. The Committee would appreciate if exact status of utilisation of total funds released upto 2006-07 is made available to it.
(para 2.34)

The Committee shares the concern of the States over the proposed decrease in the Centre's share for the SSA during 11th Plan. The Committee has seen for itself during its visits to various States that most of the States, particularly of the North-Eastern region are not able to spare their share timely due to various financial constraints with them. Now, having come this far and spend enormous resources for SSA adopting new pattern of 50:50 under the 11th Plan, Committee feels, might derail the scheme. As a result, implementation of this scheme might suffer, that country can ill-afford at this stage. The Committee, therefore, feels that the Xth Plan funding pattern of 75:25 under SSA needs to be maintained so that the achievements of the scheme are not adversely affected.
(para 2.35)

As per the present scheme the SSA will be transferred to the State sector after the year 2010. The Committee for the reasons stated above feels that the central funding to the scheme should continue beyond 2010 if we have to consolidate the gains made in this regard.
(para 2.36)

The Committee, however, is of the opinion that while such balance funds may not be termed as idle or unutilized funds in strict sense, still these can always be treated as underutilized fund. The underutilization will lead to time-cost escalation and the very purpose for which the funds has been allocated is lost. The Committee expresses its concern over underutilization of funds and recommends the Department to check such tendency.
(para 2.37)

The Committee is dismayed to note the achievement figures which have again been clubbed as "completed and in progress" despite Committee's repeated request to furnish segregated details. The clubbed figures do not allow proper appreciation of the achievements *vis-a-vis* the targets fixed. Committee's attention has been drawn by details of actual achievements till 31.12.06 under the following components enumerated in the Annual Report of the Ministry.
(para 2.44)

Components		Cumulative Targets	Works Completed	In Progress	Total
Construction School Buildings	of	1,83,461	1,07,539	42,144	1,49,683
Construction additional classrooms	of	6,92,678	3,09,005	2,70,581	5,79,586
Drinking Facilities	Water	1,70,267	1,38,999	13,303	1,52,302
Construction Toilets	of	2,35,041	1,86,879	16,726	2,03,605

The above details confirm committee's apprehensions about the actual level of achievements about different components under SSA. The Committee reiterates that only the actual details can project the real picture about the progress made under SSA.
(para 2.45)

Supply of free Text Books is another area of concern. The Committee notes that upto December, 2006, against a cumulative target of supply of 6.69 crore free text books, 6.22 crore free textbooks were supplied Committee's attention has been drawn by recent media reports which indicate that free textbooks are not reaching the eligible students. Large-scale mismanagement at district level has been reported. As per the CAG Report, free textbooks were not reaching the targeted students. The Committee is of the strong view that this aspect needs to be looked into by the Department at the earliest and remedial measures be taken on time bound basis. The Committee very strongly recommends that the Department must do the needful to complete the targets in all respects fixed during this fiscal.
(para 2.46)

The Committee observes that against a cumulative target (2006-07) of 10.12 lakh teachers to be recruited, only 7.38 lakh teachers were recruited as on 31.12.06, with major shortfalls in some States. On a specific query in this regard, the Committee was informed that rigorous state-wise quarterly review was being done by the Department. The Committee was assured that by December, 2007, there would be marked improvement on this front. Committee's attention has also been drawn by high percentage of teachers being appointed on contract in some States. The Committee views with concern that maximum number of such teachers are in the most vulnerable States like Bihar (33.56%), Chattisgarh (25.30%), Jharkhand (22.44%), M.P (31.48%) and UP (18.20%). The Committee strongly feels that this aspect also needs attention as dedicated teachers with job satisfaction can alone be the ideal teachers, the key functionary in achieving the objectives of SSA.

(para 2.47)

Monitoring of SSA

The Committee appreciates the initiatives taken by the Department in strengthening the monitoring mechanism under SSA covering all the aspects. The Committee would, however, like to emphasize that wider publicity should be given to the Outcomes/Reports coming out at periodic intervals. For example, School Report Cards developed by NUEPA need to be shared specially with parents and community members of concerned schools. It should be kept in mind that information being available on website perhaps does not become accessible for Parents/Community members, specially in the case of schools located in backward areas. A via media needs to be developed so that this information is shared with Parents/Community members. PTA meetings can be one such forum for dissemination of such information.

(para 2.49)

The Committee also observes that that following findings of 5th JRM held between 16-31 January, 2007 need immediate follow-up action:-

- Civil Works - While the quality of civil works across the States has been reasonably good, national level and third party evaluation in States be taken up at the earliest. During appraisal process of AWP & B, 2007-08, a careful assessment be done.
- monitoring of children's attendance, and a pilot system for such monitoring be developed.
- measures to improve basic literacy at class I and II level should be taken by all the States. Good practices of States should be shared with other States.

The Committee hopes that required action must have been initiated by the Department.

(para 2.50)

The Committee is of the opinion that the Department must carry out a new survey about teacher absenteeism as the one quoted above was done in 2004. Things must have changed by now. The Committee recommends the Department to devise an effective mechanism to monitor teachers' absenteeism in schools. It also desires that the problem of teacher absenteeism in secondary and higher secondary schools be also studied in detail and remedial measures may be taken.

(para 2.52)

III MAHILA SAMAKHYA (MS)

The Committee is concerned over the expenditure under Mahila Samakhya. It has noticed that the RE has always been reduced every year and it was done during 2006-07 also from Rs. 30.00 crores to Rs. 26.00 crores. This programme continues to be dogged by same old problem of non-registration of MS society, this time mainly in Jharkhand, Chattisgarh and Madhya Pradesh. As a result, this programme has shown under-utilization of funds.

(para 3.7)

The Committee finds that out of Rs. 140.00 crores allocated to MS scheme during the Xth Plan, only Rs. 77.15 crores could be spent under the scheme so far. The Committee expresses its concern about the poor performance of such a good scheme and urges the Department to ensure optimal utilization of funds.

(para 3.8)

In view of performance of this scheme so far, the Committee is hardly inclined to believe Department's optimism that this programme will be fully functional in all the 11 States next year. The Committee, therefore, recommends that all out effort be made by the Department if it were sincere to cover the existing as well as the proposed new districts under the programme during the year 2007-08.

(para 3.9)

IV DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)

The Committee is not at all satisfied with the performance of this scheme in Rajasthan and Orissa particularly when it is running only in two States. This is all the more disturbing as there was no shortage of funds. However, BE allocation of Rs. 200.00 crore had to be reduced by half and expenditure reported upto 28.2.07 is only Rs. 93.15 crores. Since these components are part of SSA also, every effort needs to be made to achieve the targets under this scheme.

(para 4.2)

V MID DAY MEAL PROGRAMME

Revised Scheme

The Committee welcomes the revision in the components of Central Assistance of the Scheme, which came in force from June 2006. Amongst the many revisions, the Committee takes note of the provision of assistance for construction of kitchen-cum-store @ Rs. 60,000 per unit. The Committee recommends that this assistance be given to all the schools with no kitchen in a shortest possible time.

(para 5.3)

Low lifting of foodgrains

The Committee expresses its concern over the pattern of lifting of food grains. The Committee is disturbed to know that lifting of foodgrains has been declining continuously. It was 2189188 MTs in 2004-05, then 1792069.23 MTs in 2005-06 and 1203971.78 MTs (upto Dec.06). The Committee further notes that out of total food grains allocation, 56.88% had been lifted till the end of third quarter, i.e. upto December, 2006. The Committee is of the opinion that on account of low lifting of food grains, the scheme must have suffered. The Department holds States solely responsible for low-lifting of the food grains, the Committee is not convinced by this argument. There are many States who have increased lifting to a great extent. The Committee is of the firm view that lifting of food grains must be a joint effort by the Central Department and the States. Former has to be pro-active in this regard. It, therefore, recommends the Department to ensure proper and timely lifting of food grains by the States. The Department must try to extend them all possible cooperation in this regard.

(para 5.6)

Quality of Food

The Committee is of the view that quality and nutritional value of food served under MDM must be ensured. Instances of the poor quality of food served at many places have come to Committee's notice. The Committee is of the view that poor quality of food served is mainly due to sub-standard food grains, unhygienic cooking and lack of effective monitoring at the ground level. The Committee is happy to know that mothers of school children are being encouraged to supervise the preparation of meals and to ensure regularity and quality of the meal served. The Committee appreciates this initiative but is of the view that this in itself is not working effectively at many places. The Committee recommends that all the activities related to the MDM such as procuring food material, their storage cooking, serving of food, supervision, etc. at the school may be entrusted mainly to the PTAs/village education committee/school management committees. And where these bodies are not so effective/ organized, SHGs, if involved, may be able to deliver effectively. Community participation, Committee feels, is the best way for the success of this scheme.

(para 5.7)

The Committee learns that the Planning Commission has taken initiative for carrying out a scientific assessment of community participation in MDM programme. It is conducting a nation-wide evaluation study. The Committee desires that the Department may provide a copy of the study Report as soon as it is made available to the Department.

(para 5.8)

Payment to cooks and helpers

The Committee feels that it may be difficult to manage the concerns like quality of cooked food, the supplementaries to be served and reasonable wages for cooks/helpers in Rs. 2.00 provided as cooking cost. The Committee is of the view that most of the States are playing the role of an active partner towards the successful

implementation of the scheme. Some States, however, may not be in a position to contribute their share on time. The Committee hopes that the Department would take up with these States and sort out the matter. (para 5.9)

Committee's attention has been drawn by a number of innovations made by some States like Tamil Nadu, Bihar, Gujarat, Karnataka, Kerala, Andhra Pradesh and Pondicherry and Delhi so as to provide better/additional meals to students and better supervision through community participation. The Committee strongly feels that these examples need to be brought to the notice of other States. Writing letters in this regard to the States would not serve the purpose. Work shops/seminars where such experiences are highlighted followed by clarification of doubts/elimination of inhibitions of other States will prove to be more effective. Visits to such States to have first hand experience may be useful. The Committee, accordingly, recommends that the Department should play a more pro-active role by bringing the States together on a common platform for this purpose. (para 5.10)

The Committee describes the Mid-Day Meal scheme as one of the most popular and effective interventions, not only to attract/retain children in schools but also for improving their nutritional status to some extent. The Committee also notes that allocations for the MDM are increasing every year; that being 37% in 2007-08. The Committee, however, is of the view various problem as reported from time to time, such as supply of sub-standard foodgrains, low quality of cooked meal, less lifting of foodgrains, lack of kitchen and cooking devices/utensils, low nutritional value of food are not allowing the scheme to have the desired impact at the ground level. The Committee, therefore, feels that for attending to these problems as also extending it to upper primary level, even the increased allocation may not be adequate. Rising inflation also would take its toll on the funds. The Committee, therefore, recommends that more funds be given for the MDM at RE stage in 2007-08. (para 5.11)

Monitoring of MDM

The Committee welcomes the move to entrust the monitoring of MDM Programme to the 41 Institutions of Social Science Research. The Committee would like to be apprised about the findings of assessment carried out by them during 2006-07. The Committee also notes that besides study being conducted at present by the Planning Commission, a number of State specific studies by different agencies are also going on. The Committee would like to see these Reports as and when received. (para 5.12)

VI SCHEME OF RESTRUCTURING AND REORGANIZATION OF TEACHER EDUCATION

The Committee is not happy with only 33 DIETS becoming operational out of 100 DIETS sanctioned during the Tenth Plan. The Committee notes that not all the districts have DIETs in the country; only 571 have. The Committee, in view of huge backlog in teachers' training, recommends to sanction DIETs in rest of the districts and also to urgently take steps for operationalising all the sanctioned DIETs through a fixed time schedule. (para 6.2)

The Committee finds that these States, particularly Bihar and Jharkhand are also at the lowest ladder of Education Development Index. For these States to come out of the education backwardness, it is very important that they have requisite number of trained teachers at least for primary and upper primary levels. The Committee recommends that these States, therefore, must be given priority in setting up DIETs/DRCs so that they can improve their position in this regard. (para 6.3)

As regards the CTEs & IASEs, the position regarding the process by which these are established is not clear. The Committee desires that complete details on CTEs/IASEs may be furnished to it in the Action Taken Reports of the Department. (para 6.4)

The Committee notes that Teacher Education programmes of the Government is being carried out through various agencies at different levels such as NCERT, NCTE, SCERTs, DIETs, DRCs, etc. There also appears to be lack of vision for future requirements and current realities. The Committee feels that the manner in which Teacher Education is being handled, the adverse impact is there for everyone to see. The poor achievement level of students, lack of professional/trained teachers, etc. need to be taken note of. The Committee strongly recommends the Department to undertake an overhaul of the Teacher Education programmes. The role, efficacy as well as interface between various agencies of teacher education be thoroughly activated. (para 6.5)

The Committee finds that a provision of Rs. 500.00 crores has been allocated for the year 2007-08 for restructuring and reorganization of teacher education. The Committee is constrained to observe that 6 out of 11 DIETs sanctioned in Arunachal Pradesh, 6 out of 12 DIETs sanctioned in Jharkhand, 38 out of 45 sanctioned DIETs in MP, and 13 out of 30 DIETs sanctioned in Orissa have become operational. The Committee has been pointing out from time to time about the large number of DIETs remaining non-operational mainly because of delay in civil works, transfer of land, etc. It had also expressed its concern about resulting cost and time overrun. Unfortunately, we have not been able to make visible improvement in this regard. The Committee strongly feels that such problems can be resolved if they are pursued at the highest level in the State in right earnest. (para 6.6)

Committee's attention has been drawn by an Evaluation study of DIETs conducted by NCERT and NIEPA wherein following constraints have been pointed out:-

- no proper arrangements for recruiting faculty trained in Elementary Education
- most DIET Faculty positions are filled by personnel on deputation.
- mass scale appointment of para-teachers in several States has resulted in suspension of pre-service training.

The Committee would like to be apprised about the corrective measures taken by the Department in these regards. (para 6.7)

On a specific query about the status of vacancy position in DIETs, the Committee was informed that the appointments to the academic/non-academic positions in DIETs are made by the State Governments and details of vacancies are being obtained from the States/Uts. The Committee wonders that in the absence of such a vital information, how can it be considered that 489 DIETs out of 571 sanctioned DIETs are functional at present. The Committee would appreciate if sincere efforts are made to obtain the State-wise information about vacancy position in DIETs, followed by corrective measures. (para 6.8)

The Committee only hopes that with an enhanced allocation this year, the Department would be able to streamline and implement the scheme in a vigorous way. (para 6.9)

SECONDARY EDUCATION

VII NATIONAL COUNCIL OF EDUCATIONAL RESEARCH & TRAINING (NCERT)

The Committee does not know the reasons behind reducing the allocation for research and training to Rs. 9.00 crore in 2007-08 from Rs. 10.89 crore allocated in 2006-07. The Committee is of the view that sufficient allocation be made to programmes of educational research and training by the NCERT that remains one of its basic mandate. (para 7.4)

The Committee is perturbed to see that construction of building of Pandit Sunderlal Sharma Central Institute of Vocational Education (PSSCIVE), Bhopal and North Eastern Regional Institute of Education (NERIE), Shillong has been going on at snail's pace for the last several years. These could not be completed till date. The Committee has been pointing about this in all of its reports relating to the Department. The Committee urges once again to complete the construction well within time since there has already been undue delay. (para 7.6)

VIII CENTRAL TIBETAN SCHOOLS ADMINISTRATION (CTSA)

The Committee notes that no school under CTSA has been transferred to any NGO. But the Department does not deny categorically about existence of any such move. There seems to have been some move in this regard otherwise, it would not have been brought to Committee's notice by the concerned people who also had gone to the court of law. This matter, in fact, was brought to Committee's notice which sought factual position from the Department in November, 2006. It took the Department more than four months to send this incomplete reply. The Committee does not approve of such an attitude while dealing with a parliamentary Committee's works. The Committee would like to know latest position in this regard. (para 8.5)

IX KENDRIYA VIDYALAYA SANGATHAN (KVS)

The Committee notes that the Plan allocation for Kendriya Vidyalaya Sangathan (KVS) has been increased to Rs. 270 crores in BE 2007-08 against Rs. 211.50 crores in RE 2006-07. The higher allocation is to enable construction of school building and provision of infrastructure for sports, computerization and training of teachers and pay and allowances of the staff of 50 new KVs sanctioned during 2006-07. The Committee urges KVS to optimally utilize the allocation and ensure that all its activities, particularly relating to civil construction are completed on time. (para 9.1)

The Committee also hopes that Rs. 30.00 crores that has been earmarked for NE States and Sikkim as plan provision for KVS will be optimally utilized.

(para 9.2)

The Committee notes that out of 979 KVs, only 919 are functional. The Committee urges upon the Department to take immediate steps to make all the KVs functional. (para 9.3)

The Committee takes note of this shortfall and is of the considered opinion that the authorities responsible for construction activities of KVS, need to put in more efforts to achieve the optimum results. The Committee has often repeated that civil delay in constructions only add to cost-time overrun. The Committee was informed about certain new measures taken in this regard. It, however, does not know their impact on expediting constructions activities. (para 9.4)

The Committee is aware of the formalities and limitations in getting temporary accommodation and lands with requisite infrastructure for starting KVs. In view of large number of demands for opening KVs in different parts of the country, it looks strange that identification/sanctioning of lands take long time. The KVs may insist land documents with proposal/request to open a new KV. It might, the Committee feels, help expedite the process. The Committee strongly recommends the Department to take all measures to ensure the functioning of all the 50 new KVs during 2007-08 itself. (para 9.6)

The Committee is not happy to see that out of 95 KVs sanctioned during 2003-04 and 2004-05, 9 are yet to be made functional even after two-three years of their sanctioning. Further, the number of KVs having permanent buildings is very less. Also nearly 50 KVs are still to get land from concerned authorities. The Committee has seen same problem year after year. It strongly recommends the Department to make all out efforts to get land for these sanctioned Vidyalayas within this fiscal and construct permanent buildings for these at the earliest.

(para 9.8)

It has been the experience of the Committee that recruitment process generally takes long time which adds to the problem of shortage of permanent positions. It has resulted in hiring of contract/temporary teachers, which needs to be avoided. The Committee, therefore, recommends to expedite the process of recruitment that is going on and start the process for coming Vidyalayas as soon as possible. (para 9.10)

The Committee has been informed that Action Taken Note on Audit para 8.4 of report No. 3 of year 2006 regarding idling of investment due to deviation from MOU are being prepared in consultation with KVS. The Committee wants the Department to submit a detailed note in this regard to the Committee. (para 9.11)

X NAVODAYA VIDYALAYA SAMITI (NVS)

The Committee appreciates the efforts of the Department to construct 400 JNVs that are working in permanent sites. Committee's concern has been over the slow pace of construction and also over the long time taken to get the required land. The Committee, therefore, recommends the Department to ensure that it procures the land from the State authorities at the earliest and complete the construction activities well within time in the present case. (para 10.4)

The Committee learns that 101 new Jawahar Navodaya Vidyalayas (JNVs) was proposed to be opened during Xth Plan period. Out of these 99 JNVs have already been sanctioned. Proposal for sanctioning two new Vidyalayas is under

progress. Thus, 565 JNVs have already been sanctioned out of 584 districts (excluding the State of Tamil Nadu, which has not accepted the Scheme of Navodaya Vidyalaya). The NVS has assured to open JNVs in the remaining 19 uncovered districts in the country during 2007-08. The Committee only hopes that the Department would be able to ensure opening of the JNVs in uncovered districts during 2007-08 itself. (para 10.6)

The Committee notes that out of 85 JNVs sanctioned in North Eastern Region and Sikkim, 76 are presently functioning, while nine are non-functional. Also construction in respect of 40 JNVs has been completed during 2006-07, while it is in progress in 29 more JNVs. The Committee calls upon the Department to begin the construction of buildings in the remaining functional JNVs during 2007-08 itself. (para 10.7)

The Committee is perplexed to note that the Department has made a provision of Rs. 302.50 crores for special Navodaya Vidyalayas but it has no idea as to what are the objectives of Special Navodaya Vidyalayas and how are these different from Jawahar Navodaya Vidyalayas. The Department of School Education & Literacy has informed that it has not formulated any scheme in this regard and have written to the Planning Commission for details of this scheme. The Committee is surprised that provision for Special Navodaya Vidyalayas is made by the Planning Commission and the Department does not know about this. The Committee would like to have a response from the Department in this regard. (para 10.8)

The Committee is perturbed to note that out of 565 JNVs sanctioned till 28.2.07, only 539 are functional. The Committee feels that this is a sorry state of affairs since 21 JNVs are still to be made functional. The situation becomes more worrisome in face of the fact that 19 more districts are eligible for a JNV and these are yet to be sanctioned. The Committee recommends that all the JNVs be made functional at the earliest. (para 10.9)

The Committee further notes that 30 JNVs have not been provided with land by the State authorities. The Committee appreciates the efforts in this matter by the NVS and it hopes that the NVS will soon be able to get the required land from the State authorities and construction of permanent buildings will be completed at the earliest. It recommends the NVS to take up the matter at the highest level of State administration. (para 10.10)

The Committee is concerned to see large number of posts, 1513 of teaching and 2034 non-teaching, lying vacant in JNVs. 42 schools do not have Principals. The Committee does not know that for how long these vacancies have existed. In view of such a large number of vacancies and also recruitment being long drawn out process, Committee has no doubt that teaching suffers greatly on this account. Since it has become a perennial problem, it is high time that effective steps are taken for filling the posts at the earliest. A system should be placed in position to ensure that a vacancy is filled as soon as it arises. (para 10.13)

XI INFORMATION AND COMMUNICATION TECHNOLOGY (ICT @ SCHOOLS) SCHEME

The fact that many States could not avail of the benefit of this Scheme, whatever may be the reasons, indicates that implementation of this Scheme leaves much to be desired. The very fact that inspite of Rs. 800.00 crore being allocated during the Tenth Plan, expenditure reported upto 5th March, 2007 was only Rs. 114.36 crore, reason being that scheme actually took off only in 2005-06, is self-revealing. It is good that the Scheme has got a substantial budgetary enhancement and the Committee hopes that the Scheme will be effectively implemented because the country cannot afford to see a forward-looking Scheme like this not taking off. It desires to underline the fact that IT is our forte and any slackness will adversely affect our global edge in this area. The Committee strongly recommends the Department to complete its revamping process at the earliest so that the new Scheme could be started without any further delay. The Committee once again welcomes the decision of the Department to cover all government and government-aided schools within a period of three years under this Scheme. The Committee extends its good wishes for the achievement of this target. (para 11.7)

XII INTEGRATED EDUCATION FOR DISABLED CHILDREN (IEDC)

The Committee wonders as to how will the Department rationally spend the remaining 10 crore in a period of 12 days. It also calls upon the Department to finalize and launch the proposed new Scheme without losing much time. Experience of the Committee has been that generally revamping of schemes take long time putting thereby the schemes on

hold. The Committee has its own doubts about possibility of getting the Cabinet approval in the near future, which is under preparation. After getting the approval of the Minister, the same will be circulated to the Ministries/Departments concerned for comments. Committee's apprehensions are confirmed by the statement of the Department that launching of the Scheme is dependent on approval by the Cabinet. (para 12.5)

The Committee recommends that the Department vigorously pursue the matter with concerned NGOs and State Governments and ensure that all the pending UCs are obtained within a fixed time during this fiscal or else take necessary punitive actions against the erring NGOs. (para 12.7)

The Committee takes note of the fact that no expenditure was incurred by as many as 10 States under IEDC during the year 2005-06. To this, the Department has informed that the Scheme is demand driven and based on viable proposals received. The Committee is of the opinion that the Department should conduct short duration workshops for NGOs and others on how to make a viable proposal. In fact, such training may be imparted throughout the country so that the Scheme was not derailed due to lack of viable proposals and the funds of the Department may be judiciously utilized. (para 12.8)

XIII SCHEME OF VOCATIONALIZATION OF SECONDARY EDUCATION AT + 2 LEVEL

The Scheme of Vocational Education, the Committee finds, has not performed in the manner it should have. Despite all our efforts and allocations made in this area, we have not had any visible impact of this Scheme. Significance of this Scheme in a country like ours where 75 per cent of those who pass out at Senior Secondary level are not able to go for higher education, can hardly be over-emphasized. We should try to engage such students from secondary stage itself into vocational stream/training. This will also decrease the pressure on higher education. (para 13.7)

The Committee is relieved to see that the Department has finally realised the ineffectiveness of the scheme and has decided to go for its revision. The Committee recommends the Department to ensure that all the factors that have compelled the revision of the scheme are taken into account while revising the scheme. The Committee also expresses its disappointment over the fact that the precious Rs. 765 crores has not been utilized the way it should have been. The Committee is of considered opinion that the Department will come up with an effective scheme during the next Plan. (para 13.8)

The Committee notes that the percent of students at senior secondary level into vocational education is much less in comparison to that in China, Hungary, Poland, Egypt, etc. Taking a cue from the success these countries have made in the area, the Committee recommends the Department to do the needful to increase the share students in of vocational education in the country. (para 13.9)

XIV ADULT EDUCATION

Continuing Education Programme (CEP)

The Committee's attention is drawn to the fact that out of 623 districts in the country, only 328 districts are in Continuing Education phase. The Committee finds this number to be highly inadequate given the fact that literacy mission started nearly two decades ago. The Committee is of the considered opinion that such a slow pace to enter the CE phase indicates that the Total Literacy Campaign and Post Literacy Programme are not completely in order. The Committee recommends the Department to carry out an in-depth study of the programme and find ways and means to improve the situation. (para 14.7)

The Committee is concerned over the manner in which adult education programme has been planned in North Eastern States, most of the districts in North East being under Total Literacy Campaigns. The Department has earmarked an allocation of mere Rs. 3.00 crore during 2006-07 for it. The Continuing Education Programme got a share of Rs. 14.15 crore with twelve districts eligible under it. The Committee notes that nearly 13 crore rupees was left as unspent balance. The Committee takes strong note of this and recommends the Department to be prudent in future. (para 14.9)

The Committee appreciates the efforts of the Department to improve the situation in the North East, but it feels

that the number of JSS will not be sufficient to serve the requirements of vocational skills arising in the region and its number needs to be increased further. (para 14.10)

The Committee is of considered opinion that the Adult Education Programmes could have delivered better results, had it been properly managed and monitored. The Committee at the same time feels that the Programmes relating to Adult Education need to be revisited. The difference among the Total Literacy Campaign, Post Literacy Programme and Continuing Education Programme is very subtle and at times it becomes difficult to make a distinction amongst them. Though development of skills and vocational training are its main plank, these have been envisaged only at Continuing Education stage. With the enhancement in the level of skill as well as literacy, the need for its consolidation and further refinement will also rise simultaneously. The Committee wants to emphasize that any education, more so for adults, can become an attractive proposition only if it enables a person to earn his livelihood. Unfortunately, the Committee fails to find an emphasis on this aspect in the current adult education programmes. It notes that the spread of the JSSs- the only significant element of this scheme (i.e. 109) is highly inadequate for a country like ours. The Committee, therefore, recommends the Department to initiate measures for increasing their presence and activity to more and more districts. Efforts be made to make adult education programmes more attractive for imparting life skill. (para 14.11)

The Committee notes that out of 93 Jan Shikshan Sansthan evaluated so far, 29 JSSs were found to be average or below average in terms of standards. The Committee wants to have an update on these. It, at the same time, recommends the Department to open more JSSs by involving genuine NGOs only and place strict monitoring of these. (para 14.12)

The Committee is aware that the target specific programmes viz., Equivalency Programme, Quality of Life Improvement Programme, Income Generating Programme and Individual Interest Programme have been in operation for ten years now, but unfortunately, no funds have been released for them till date. It only hopes that the Department would be prudent enough to spell out the financial norms for these target specific programmes in the XIth Plan. The Committee recommends that the target specific programmes should be practical in nature and these must be taken up in all the districts taking into account the local needs and resource base. (para 14.14)

The Committee feels strongly about the planning process in Adult Education Bureau of the Department. It is of the view that the Department should take a holistic approach towards the problem of adult illiteracy rather than putting it in water tight compartments of different stages. Some elements of motivation need to be embedded in the schemes for making them more attractive. (para 14.15)

The Committee notes that the utilization of funds during 2006-07 does not present an encouraging picture. The Scheme of Continuing Education continues to be plagued with under utilization. The Committee expresses its concern over the underutilization of funds and it recommends the Department to be cautious in future so that the allocations are optimally utilized. (para 14.17)

The Committee also notes a higher expenditure under the head 'Support to NGOs'. The Committee would like the Department to submit a status note as to the reasons for this higher expenditure for the NGOs. (para 14.18)

The Committee has serious concern over the manner of functioning of the NGOs. At present, a total 556 Utilization Certificates are pending for the last three years in respect of grants released under Adult Education Programmes to the various implementing agencies. Of these, a large number of the UCs pertains to NGOs which were sanctioned grants under the Accelerated Female Literacy Programmes in Uttar Pradesh and Orissa. The Committee expresses serious reservations against this development and urges the Department to take necessary action against the erring NGOs and settle all the pending Utilization Certificates at the earliest. (para 14.19)

The Committee recommends that the Department allocate the necessary funds appropriately so that all the schemes are able to fulfill the objectives they are meant for. (para 14.21)

Out of School Children

Although, the percentage of out of school children in 2006 has decreased at the national level, the Committee notes that the number of such children has increased in many States/UTs like A&N Islands, Arunachal Pradesh, Delhi, Karnataka, Manipur, Meghalaya, Mizoram, Nagaland, Orissa & Pondicherry. This shows that progress of our schemes are different in different States. The Committee takes this figure of 70 lakh being out of school with a pinch of salt. This number could be more if collated with the figures of child labour and also of the migrant children. The Committee is of the considered view that these figures need to be re-confirmed.

(para 14.22)

The Committee understands that during 2006-07, Government has co-ordinated a household survey exercise so that all the States/UTs update their household base data on out-of-school children. Reports from 12 States have been received so far. The Committee would like to be apprised about the final reports from all the States/UTs. The Committee desires that the Department put in more efforts to consolidate good result it has achieved in reducing the number of out of school children.

(para 14.23)

Problem of Drop out

The Committee expresses its concern over the prevailing scenario of drop outs. The increasing rate of drop out from primary to upper primary and secondary levels is not a happy sight. It is clear that our efforts have not been really successful to check the drop outs after primary level. This situation seems to be very grim in case of girls after primary level. The Committee recommends the Department to take urgent measures to tackle the problem of drop outs. (para 14.28)

MINUTES

XIV FOURTEENTH MEETING

The Committee on Human Resource Development met at 10.30 a.m. on Thursday, the 29th March, 2007 in Main Committee Room, Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

1. Shri Janardan Dwivedi ¾ *Chairman*

RAJYA SABHA

2. Shri Dwijendra Nath Sharmah
3. Shri Shantaram Laxman Naik
4. Shri Vijay Kumar Rupani

5. Shri Laxminarayan Sharma
6. Smt. Brinda Karat
7. Prof. Ram Deo Bhandary
8. Smt Supriya Sule
9. Shri T.T.V. Dhinakaran

LOK SABHA

10. Shri Ashok Argal
11. Shri Harishchandra Chavan
12. Smt. Paramjit Kaur Gulshan
13. Shri Ramswaroop Koli
14. Shri G.V. Harsha Kumar
15. Smt. M.S.K. Bhavani Rajenthiran
16. Prof. Rasa Singh Rawat
17. Shri Ganesh Prasad Singh
18. Shri Chengara Surendran
19. Dr. Thokchom Meinya
20. Shri K. Virupakshappa
21. Shri Ravi Prakash Verma
22. Shri Francis K. George
23. Dr. Ram Lakhani Singh

SECRETARIAT

-
Smt Vandana Garg, Joint Secretary
Shri N.K. Singh, Director
Shri Vimal Kumar, Under Secretary
Shri Swarabji B., Committee Officer

WITNESSES

I. REPRESENTATIVES OF THE DEPARTMENT OF SCHOOL EDUCATION & LITERACY (MINISTRY OF HUMAN RESOURCE DEVELOPMENT)

- | | | |
|----------------------------------|---|--------------------------------|
| 1. <u>Shri Champak Chatterji</u> | - | Secretary, (SE&L) |
| 2. <u>Ms. Anita Kaul</u> | - | Joint Secretary (MDM) |
| 3. <u>Ms. Vrinda Sarup</u> | - | Joint Secretary (SSA) |
| 4. Ms. Vandana K.Jena | - | Joint Secretary (AE) & DG: NLM |
| 5. Shri S.C. Khuntia | - | Joint Secretary (SE) |
| 6. Shri S.K. Ray | - | FA |
| 7. Ms. Soma Roy Burman | - | CCA |
| 8. Shri Y.P. Mittal | - | Economic Advisor (SE&L) |
| 9. Ms. Neelam S. Rao | - | Director |
| 10. Mrs. Anuradha Mall | - | Director |
| 11. Shri S. N. Burman | - | Director |
| 12. Ms. Alka Bhargava | - | Director |
| 13. Shri I.P.S. Bakshi | - | Director |
| 14. Shri P. Sukumar | - | Director |
| 15. Shri K.R. Meena | - | Deputy Secretary |
| 16. Ms. Richa Sharma | - | Deputy Secretary |
| 17. Shri K. Ravi Ramachandran | - | Deputy Secretary |
| 18. Mrs. Simmi Chaudhary | - | Deputy Secretary |
| 19. Mrs. Anita Chauhan | - | Deputy Secretary |
| 20. Shri D.K. Gautam | - | Deputy Secretary |

21. Shri Satish Kumar	-	Deputy Secretary
22. Shri Tariq Kalim	-	Deputy Secretary
23. Shri Kamal Chaudhary	-	Deputy Secretary
24. Shri Vijay Bharat	-	Director
25. Shri Hulas Singh	-	Director
26. Ms. L. Indumathy	-	Deputy Secretary
27. Prof. Ved Prakash	-	Acting Chairman, NCTE
28. Ms. Amita Shaw	-	Acting Director, NBB
29. Prof. Krishna Kumar	-	Director, NCERT
30. Shri Ashok Ganguly	-	Chairman, CBSE
31. Shri M.C. Pant	-	Chairman, NIOS
32. Prof. S.K. Thakur	-	Vice Chairperson, NCTE
33. Shri Suresh Kumar	-	Secretary, NCERT
34. Shri P. Raja Kumar	-	Head, Publication Deptt. NCERT
35. Mr. Zaved Yusufzai	-	Executive Director (Sales), FCI
36. Mrs. Reena Ray	-	Secretary, Govt. of NCT of Delhi, Deptt. of Education Art and Culture
37. Mr. Subhash Zadoo	-	GM (Sales), FCI
38. Shri Rangalal Jamuda	-	Commissioner, KVS
39. Shri O.N. Singh	-	Commissioner, NVS
40. Shri R.K. Sharma	-	Director, D/o SE&L

2. At the outset, the Chairman welcomed the two new members namely Shrimati Supriya Sule and Shri T.T.V. Dhinakaran who were recently nominated to the Committee. Thereafter, the Committee heard the oral evidence of the Secretary of the Department of School Education & Literacy on Demands-for-Grants (2007-2008) of the Department. The Secretary made a presentation on the activities and achievements of the Department and briefly explained the budgetary allocation under different heads as also the functioning of the Department. The Members, then, sought clarifications to which the Secretary and the officials of the Department replied. The Committee, thereafter, adjourned at 1.00 p.m. for Lunch.

3. The Committee reassembled at 3.00 p.m. *** *** ***

4. A verbatim record of the proceedings was kept.

5. The Committee then adjourned at 5.35 p.m. to meet again at 10.30 a.m. on Friday, the 30th March, 2007.

NEW DELHI
29th March, 2007

VIMAL KUMAR
UNDER SECRETARY

XVI SIXTEENTH MEETING

The Committee on Human Resource Development met at 11.00 a.m. on Wednesday, the 18th April, 2007 in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

1. Shri Janardan Dwivedi $\frac{3}{4}$ *Chairman*

RAJYA SABHA

2. Shri Dwijendra Nath Sharmah
3. Shri Shantaram Laxman Naik
4. Shri Vijay Kumar Rupani
5. Shri Laxminarayan Sharma
6. Smt. Brinda Karat
7. Shri Uday Pratap Singh
8. Prof. Ram Deo Bhandary
9. Smt. Supriya Sule
10. Shri T.T.V. Dhinakaran

LOK SABHA

11. Shri Ashok Argal
12. Shri Basudeb Barman
13. Shri Harishchandra Chavan
14. Shri Harisinh Chavda
15. Smt. Paramjit Kaur Gulshan
16. Shri Ramswaroop Koli
17. Shri G.V. Harsha Kumar
18. Prof. Rasa Singh Rawat
19. Shri Ganesh Prasad Singh
20. Shri Chengara Surendran
21. Shri K. Virupakshappa
22. Shri Francis K. George
23. Dr. Ram Lakhani Singh

SECRETARIAT

Smt Vandana Garg, Joint Secretary
Shri N.K. Singh, Director
Shri Vimal Kumar, Under Secretary
Shri Swarabji B., Committee Officer

2. *** *** ***

3. The Committee, thereafter, took up for consideration the draft Reports on the Demands for Grants (2007-2008) of the (i) Department of School Education & Literacy; (ii) Department of Higher Education; and (iii) Ministry of Women & Child Development. The Committee discussed and adopted the reports one-by-one with certain modifications. The Committee also authorized the Chairman to fix a suitable date to present/lay the Reports in the second part of Budget Session of Parliament and also nominate members from both the Houses to present/lay the reports.

4. *** *** ***

5. The Committee then adjourned at 1.35 p.m.

NEW DELHI
18th April, 2007

VIMAL KUMAR
UNDER SECRETARY