

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

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**DEPARTMENT-RELATED PARLIAMENTARY STANDING  
COMMITTEE ON HUMAN RESOURCE DEVELOPMENT  
TWO HUNDRED-FIRST REPORT  
ON  
ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS/OBSERVATIONS  
CONTAINED IN  
THE HUNDRED NINETY-SECOND REPORT ON  
DEMANDS FOR GRANTS 2007-2008 (DEMAND NO. 56)  
OF THE  
DEPARTMENT OF SCHOOL EDUCATION AND LITERACY**

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**(PRESENTED TO THE RAJYA SABHA ON 5<sup>TH</sup> DECEMBER, 2007)  
(LAID ON THE TABLE OF LOK SABHA ON 5<sup>TH</sup> DECEMBER, 2007)  
RAJYA SABHA SECRETARIAT  
NEW DELHI  
DECEMBER, 2007/ AGRAHAYANA, 1929 (SAKA)**

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**COMPOSITION OF THE COMMITTEE ON HRD  
(2007-08)**

**MEMBERS  
RAJYA SABHA**

1. Shri Janardan Dwivedi                      $\frac{3}{4}$                      Chairman
2. Shri Dwijendra Nath Sharmah
3. Shri Shantaram Laxman Naik
4. Shri Vijaykumar Rupani
5. Shri Laxminarayan Sharma
6. Shri Uday Pratap Singh
7. Shrimati Brinda Karat
8. Shri T.T.V. Dhinakaran
9. Prof. Ram Deo Bhandary
10. Shrimati Supriya Sule

**LOK SABHA**

11. Shri Ashok Argal
12. Shri Basudeb Barman
13. Shri Harishchandra Chavan
14. Shri Harisinh Chavda
15. Shri Abu Hasan Khan Chaudhary
16. Shri Rahul Gandhi
17. Shri Francis K. George
18. Shrimati Paramjit Kaur Gulshan
19. Shri Anant Kumar Hegde
20. Shri Ramswaroop Koli
21. Shri G.V. Harsha Kumar
22. Shrimati Nivedita Sambhajirao Mane
23. Shrimati Archana Nayak
24. Shrimati M.S.K. Bhavani Rajenthiran
25. Prof. Rasa Singh Rawat
26. Shri Ganesh Prasad Singh
27. Dr. Ramlakhan Singh
28. Shri Chengara Surendran
29. Dr. Meinya Thokchom
30. Shri Ravi Prakash Verma
31. Shri K. Virupakshappa

(i)

**SECRETARIAT**

Shri N.C. Joshi, Secretary  
 Smt. Vandana Garg, Joint Secretary  
 Shri N.K. Singh, Director  
 Shri J. Sundriyal, Joint Director  
 Shri Amit Kumar, Committee Officer

(ii)

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## PREFACE

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorised by the Committee to present the Report on its behalf, do hereby present this Two Hundred-first Report on Action Taken by Government on the Recommendations contained in its Hundred Ninety-second Report on Demands for Grants (Demand No.56) of the Department of School Education and Literacy for the year 2007-08. The Action Taken Report contains only those paragraphs which entailed recommendations/observations and it leaves the narration.

2. The Hundred Ninety-second Report of the Committee was presented to the Rajya Sabha and laid on the Table of the Lok Sabha on 27<sup>th</sup> April, 2007. Replies of the Government to the recommendations/observations contained in this Report, were considered by the Committee at its meeting held on the 29<sup>th</sup> November, 2007.
3. The Committee considered the Draft Report and adopted the same at its meeting held on the 29<sup>th</sup> November, 2007.

NEW DELHI;  
 29<sup>th</sup> November, 2007  
 Agrahayana 08, 1929 (Saka)

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

(iii)

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## REPORT

The Report of the Committee deals with the action taken by the Government on the recommendations contained in its One Hundred Ninety-second Report on Demands for Grants (Demand No.56) of the Department of School Education and Literacy (Ministry of Human Resource Development) for the year 2007-2008.

2. Action Taken Notes received from the Government in respect of the recommendations contained in the 192<sup>nd</sup> Report, have been categorized as follows:

- (i) Recommendations/Observations which have been accepted by the Government:

2.16

**(Chapter I) Total – 1**

- (ii) Recommendations/Observations which the Committee does not desire to pursue in view of the Government's replies: 1.3, 1.8, 1.9, 1.10, 1.11, 2.10, 2.15, 2.17, 2.18, 2.27, 2.29, 2.30, 2.31, 2.32, 2.33, 2.36, 2.37, 2.44, 2.46, 3.7, 4.2, 5.3, 5.6, 5.7, 5.9, 5.10, 5.11, 6.2, 6.3, 6.4, 6.5, 6.7, 6.9, 7.4, 8.5, 9.1, 9.2, 9.3, 9.4, 9.6, 9.10, 10.4, 10.6, 10.7, 10.9, 10.10, 10.13, 11.7, 12.5, 12.7, 12.8, 13.9, 14.7, 14.9, 14.10, 14.11, 14.14, 14.15, 14.17, 14.18, 14.21, 14.22 and 14.28

**(Chapter II) Total – 63**

- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee: 1.5, 2.5, 2.9, 2.34, 2.35, 2.47, 2.49, 2.50, 2.52, 3.8, 3.9, 5.12, 6.6, 6.8, 7.6, 9.8, 9.11, 10.8, 13.7, 13.8, 14.12 and 14.19

**(Chapter-III) Total - 22**

- (iv) Recommendations/Observations in respect of which final replies of the Government are still awaited: 5.8

**(Chapter – IV) Total - 1**

**CHAPTER-I**

**RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

**II. SARVA SHIKSHA ABHIYAN**

**Recommendation/Observations**

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 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 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 Dadra & 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 focusing on the problem areas/constraints coming in the way of different States in timely setting up of EGS and AIE centres.

**Action Taken**

During the year 2006-07, against a target of 65,12,753 children in EGS centres, there were 40,22,723 children (61%) while against a target of 55,99,448 children in AIE centres, children covered were 28,09,611 (50.17%).

In 2006-07 only 6811 new EGS centres were sanctioned and 93843 were continuing EGS centres, of which J&K, Rajasthan, UP and West Bengal had no fresh targets and against targets for continuing centres, there is 100% achievement in respect of these states. The targets and achievements of other states are as follows.

State	Target	Achievement	% Achievement

Manipur	1313	1010	76.92
Nagaland	142	141	99.29
Orissa	22326	18777	84.10
Sikkim	61	48	78.68

It may be seen from above that the achievement in these States is above 73%.

Under AIE, Statewise targets and achievements as on 31<sup>st</sup> March, 2007 were as under:-

State	Target	Achievement	% Achievement
Delhi	85400	22959	26.88
Goa	228	128	56.14
Haryana	201808	227350	112.00
Jammu & Kashmir	40045	4000	9.98
Lakshadweep	265	0	0
Manipur	2112	1832	86
Dadra Nagar Haveli	450	0	0
Meghalaya	62642	59567	95.09
Nagaland	29549	19238	65.10
Orissa	414343	20027	139.62
Puducherry	1724	94	5.45
Sikkim	4274	808	18.90

The out of school children from the “hardest to reach” groups have various social-economic reasons that need to be addressed. Constant efforts are always on to bring these “hardest to reach” out of school children into school system. The Department regularly reviews the progress of the coverage of out of school children and corrective measures in this regard are taken.

The Committee’s observation that the Department should initiate an exercise focusing on the problem areas/constraints coming in the way of different states in timely setting up of EGS/AIE centres, has been noted for compliance. This concern was also shared with States in the quarterly meeting of Alternative Schooling (AS) Coordinators meeting held on 28<sup>th</sup>, 29<sup>th</sup> and 30<sup>th</sup> May, 2007 at Bhopal. Department is also writing to States/ UTs in this regard.

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## CHAPTER-II

### RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DOES NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT’S REPLY

#### I. BUDGETARY ALLOCATION

##### Recommendation/Observations

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 28.2.2007. Against total expenditure of Rs. 15774.24 crore upto 28.2.2007, expenditure incurred as on 31<sup>st</sup> December, 2006 was Rs. 11977.91 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.

## Action Taken

During 2006-07 an amount of Rs.11000 crore was available in BE for implementation of SSA programmes. These provisions were strengthened by obtaining a supplementary grant of Rs.104 crore. Thus against a total fund availability of 11104 crore, the Department has utilized the funds as under.

(Rs. in crore)

Funds earmarked for	Provision in 2006-07	Funds released to States/UTs in 2006-07
For States other than North Eastern States	10145.70	10142.55
For North Eastern States	958.30	744.00
Total	11104.00	10886.55

It will be clear from above that barring North Eastern States, the utilisation of funds was almost 100%. In respect of North Eastern States the utilisation was 77.64%, which represent a marked improvement over utilisation of funds of 2005-06 which was Rs.364.36 crore representing 56.58% expenditure.

The Budget allocation for National Council of Educational Research & Training (NCERT) during the financial year 2006-07 was Rs 35.00 crore under plan and Rs 59.03 crore under non-plan and Rs 1.95 crore were the unspent balance of plan grant lying with NCERT as on 1.4.2006 which was adjusted against the plan grants of the financial year 2006-07. After release of 1<sup>st</sup> instalment of plan grant of Rs 6.90 crore and non-plan grant of Rs 15.00 crore, Utilisation Certificates Cell of this Department informed in September, 2006 that about 20 Utilisation Certificates (UCs) in respect of grants released to NCERT under other schemes of this Department were pending. As there was clear cut instructions of the Ministry of Finance that grant will be released to an organization if no UCs are pending against them under any scheme, the 2<sup>nd</sup> instalment of Plan & Non-plan grants could not be released to NCERT as per schedule. The pending UCs could only be liquidated by the end of December 2006, hence, the remaining grants could be released only in the last quarter of the financial year 2006-07.

## Recommendation/Observations

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 generally successful in optimum utilization of funds allocated to the elementary education sector. However, the areas of concern were Teacher Education, ICT @ Schools and Adult Education. Teacher Education saw a total expenditure of 899.11 crores (till 28<sup>th</sup> February, 2007) out of 1047.00 crores allocation. Similarly, Adult education (upto 28<sup>th</sup> 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 utilization of allocated funds under these schemes during 2007-08 positively.

## Action Taken

As against the budget provision of Rs.1001.00 crore for Teacher Education, an amount of Rs.904.12 crore was utilized during Xth Plan, as per the following details:

<i>Year</i>	<i>Budget provision</i>	<i>Central Assistance released</i>
2002-03	207.00	161.79
2003-04	207.00	149.63
2004-05	207.00	202.53
2005-06	200.00	210.50
<u>2006-07</u>	<u>180.00</u>	<u>179.67</u>

Total      1001.00      904.12

The relatively low expenditure in 2002-03 and 2003-04 was due to the fact that the guidelines of revised scheme of Teacher Education were issued only in January, 2004 and the momentum of expenditure picked up only thereafter. During the XI<sup>th</sup> Plan, the implementation of the scheme will be made more vigorous.

As a proactive measure, in order to provide Central assistance to States/UTs in time, meetings of Teacher Education Approval Board (TEAB) under the Chairmanship of Secretary (SE&L) have already been held for the year 2007-08.

The allocation for the Tenth Five Year Plan in respect of Adult Education was Rs.1250 crores. Against this overall Plan allocation, the year-wise provision made as per the Annual Plan allocations for the respective years and the expenditure is as under:-

(Rs. in crores)

Year	Allocation	Expenditure
2002-03	233.00	216.29
2003-04	233.00	232.50
2004-05	250.00	236.47
2005-06	290.00	249.30
2006-07	235.50	213.48
Total	1241.50	1148.04

It may be noted that the utilization was to the extent of 92.47% of the overall Annual Plan allocations for the five-year period. The utilization under the general component (i.e. other than north-eastern states) was of even higher order. The savings were essentially from the mandatory 10% allocation for the north-eastern states.

The Department, however, notes the concern expressed by the Committee and would attempt to ensure the optimum and judicious utilization of funds during 2007-08.

The reasons for not utilizing the 10<sup>th</sup> Plan Allocation of the Rs.800 crore was due to the fact that the modified scheme of ICT @ Scheme was only implemented for two year (2005-06 and 2006-07) i.e. in the last two years of the Plan period. Even during these two years there were problems relating to non-availability of viable proposals from States/UTs, non settlement of utilization certificates by many States, inadequate provision made by States/UTs in their budget etc.

The recommendation regarding full utilization of BE 2007-08 for the scheme has been noted. It is noteworthy that already Rs.142 crore has been released as on 28.7.2007 to States/UTs to implement the programme after having the utilization certificate settled. To understand their Computer Education Plan (CEP), the States are invited to make a presentation about their CEP before Project Monitoring and Evaluation Group (PM&EG), which is responsible for approving the CEPs. This mode has given a better opportunity for both the Ministry and the State Government officials to exchange view and also provide required commitments.

### **Recommendation/Observations**

1.9 Twin problems of pending utilisation 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 marked as outstanding UCs for the year 2005-06. The Committee feels that this must have increased further by the end of 2006-07. 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.

#### **Action Taken**

No Utilisation Certificates are pending in respect of Chhattisgarh, Gujarat and Madhya Pradesh, under the Schemes of Sarva Shiksha Abhiyan (SSA) and National Programme of Education for Girls at Elementary Level (NPEGEL). Only

two Utilisation Certificates are pending against Rajiv Gandhi Shiksha Mission, Madhya Pradesh, Bhopal under the Scheme Kasturba Gandhi Balika Vidyalaya (KGBV) for the year 2005-06 amounting to Rs.8,16,90,000/- and Rs.9,52,42,000/- which are under process of being finalised.

As per the list provided by CCA, Ministry of Human Resource Development, a total number of 248 UCs involving a sum of Rs.6996.08 crores were pending as on 26.02.2007 pertaining to 35 States/UTs w.r.t. State Implementation Societies of SSA. These UCs were of various programmes such as Adult Education, NFE, DPEP, Sarva Shiksha Abhiyan etc. The matter was taken up with the respective States/UTs for clearing pending UCs and the MHRD has been able to settle 200 UCs as on 31<sup>st</sup> July, 2007.

Two Utilization Certificates (UCs) pending against Rajiv Gandhi Shiksha Mission, Bhopal, Madhya Pradesh under the Kasturba Gandhi Balika Vidyalaya (KGBV) scheme for the year 2005-06 is as under:

*“The UCs amounting to Rs.8,16,90,000/- and Rs.9,52,42,000/- reported as outstanding against Rajiv Gandhi Shiksha Mission in respect of KGBV scheme have since been issued on 18.7.2007”.*

During September 2006, UC Cell of this Department had informed that about 20 UCs were pending against NCERT. All these UCs have since been liquidated.

Scheme of Vocationalisation of Secondary Education:

The unspent balance available with the State Govts. as on 01.04.2005 was Rs. 44.44 crores which has been reduced to Rs. 38.53 crores as on 01.04.2006. The unspent balance includes the grant released during 2005-06 also. The unspent balance available as on 01.04.2007 is being collected from the State Govts. The utilisation of the unspent balance available with the State Govts are being taken up with the concerned State Govts.

UCs in respect of NGO

As on 01.04.2007 the number of UCs has been reduced to 85 from 114 and the total amount of pending UCs were Rs.225.09 lakh which has now been reduced to Rs. 177.47 lakh. Appropriate action is being taken to reduce the number of pending UCs.

Sl. No.	Name of the NGO	No. of UC pending	Reason
1.	Friends of Tribal Society, Orissa	3	The matter is under consideration. No further releases are given to the NGO.

The implementation of SSA in respect of six States namely, Andhra Pradesh, Assam, Manipur, Nagaland, Uttar Pradesh and Uttarakhand. The State-wise position of pending UCs is as under:-

Sl. No.	Name of State	No. of UC pending
1.	Andhra Pradesh	16
2.	Assam	Nil
3.	Manipur	3
4.	Nagaland	Nil
5.	Uttar Pradesh	Nil
6.	Uttarakhand	Nil

Regarding pending UCs in Andhra Pradesh, it may be stated that the UCs submitted by State Project Director (SPD), Andhra Pradesh have not been found to be in order. Accordingly, SPD, Andhra Pradesh has been requested to revise the UCs. This is likely to take some more time. In case of SSA, Manipur the audit of accounts of 2005-06 has been delayed due to local problems. These are being sorted out by the SPD, Manipur.

**Recommendation/Observations**



1.10 The Committee notes that the total unspent balances with implementing agencies under different schemes as on 1 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.

### Action Taken

Under Sarva Shiksha Abhiyan an amount of Rs.2936.05 crore was available with the States/UTs an unspent balance as on 31.03.2006. This amount has been reduced to Rs.1321.32 crores as on 31.03.2007 due to remedial measures taken by the Ministry. A statement showing State/UTs wise position of unspent balance as on 31.03.2007 is at *Annexure-I*.

Unspent Balance as on 1.4.2006 in respect of the above mentioned States is as under:-

Name of the State	SSA	NPEGEL	Total
Andhra Pradesh	69.33	6.03	75.36
Assam	84.45	-	84.45
Manipur	7.36		7.36
Nagaland	0.15	-	0.15
Uttar Pradesh	253.03	-	253.03
Uttarakhand	22.41	-	

It may be stated that the unspent balance of each State has been adjusted while releasing funds for the subsequent year.

Only Rs 1.95 crore of unspent balance of Plan head was lying with NCERT as on 1.4.2006, whereas under Non-Plan head unspent balance was nil. The unspent balance under Plan grant was adjusted against the plan grants released to NCERT during financial year 2006-07.

### Recommendation/Observations

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.

### Action Taken

The States of Andhra Pradesh, Assam, Manipur, Nagaland & UP have been requested to settle all the pending Utilization Certificates of different Schemes. It has also been intimated them that no grants in the year 2007-08 could be released unless the pending Utilization Certificates are settled.

A special drive has been undertaken to settle the UCs and 200 UCs out of 250 have been settled. Similarly Govt. of India started releasing funds to the States/UTs in the month of April in first quarter itself to avoid releases at the fag end of the financial year.

## II. SARVA SHIKSHA ABHIYAN

### Recommendation/Observations

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 desire that the ramps be provided in the existing schools also apart from the new school.

### Action Taken

Provision of barrier free features in both new and existing schools, is an important component under SSA. Currently, 5.02 lakh schools have barrier free access. This aspect is being constantly followed up with the States and the number is likely to increase in the coming years. Instructions have also gone to all the States to construct all new school buildings with barrier free features.

### EGS AND AIE COMPONENTS OF SSA

#### Recommendation/Observations

2.15 The Committee was informed that under AIE, provision for supporting community run unrecognized/unregistered Madarsa/ Maktabas to introduce formal curriculum in areas where children in these institutes are not going to regular schools is also there. Till 2005-06, 4567 such Madarsas have been supported under AIE. The Committee recommends that more Madarsa/Maktabas as well as other drop out children from other schools may be encouraged to come forward for help under AIE.

#### Action Taken

Noted.

#### Recommendation/Observations

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.

#### Action Taken

The enrolment in EGS/AIE centres during 2006-07 in Bihar, Madhya Pradesh, Uttar Pradesh and West Bengal is as under:-

Name of States	Number of out of school children (March 2007) (in lakhs)	Coverage under EGS/AIE Component (March 2007) (in lakhs)
Bihar	21.19	13.60
Uttar Pradesh	7.85	5.37
West Bengal	13.58	0.69
Madhya Pradesh	2.97	0.98
Rajasthan	1.64	2.62
<b>Total</b>	<b>47.23</b>	<b>23.06</b>

From 141.63 lakh out of school children in 2003, number of out of school children has reduced to 47.23 lakhs in 2007, which is showing a declining trend in these five states. The “hardest to reach” out of school children are now left and these need to be brought into schools. Constant efforts are made to bring these “hard to reach” out of school children into school system. The Department regularly reviews the progress of OOSC & corrective measures in this regard are taken.

### **Recommendation/Observations**

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.

### **Action Taken**

Outlays under EGS/AIE has been enhanced over the years keeping in view the critical nature of this component to bring out of school children into the fold of Elementary Education Under EGS/AIE component the expenditure in 2004-05 was Rs. 340.58 crores which improved to Rs.446.81 crores in 2005-06, and Rs.739.32 crores in 2006-07.

Constant efforts are being made to increase the coverage of all out of school children through, EGS & AIE component. To encourage context specific interventions diversified and flexible strategies have been incorporated in EGS/AIE scheme. The financial norms were enhanced in 2006-07 to have better interventions & improved coverage.

## **GIRLS EDUCATION**

### **Recommendation/Observations**

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 and 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.

### **Action Taken**

The Kasturba Gandhi Balika Vidyalaya scheme provides access at upper primary level in targeted areas having high concentration of disadvantaged section of girls who remain outside the educational system due to socio-economic and cultural reasons or in areas with scattered habitations that do not otherwise qualify for an upper primary school. The educationally backward blocks having residential schools for girls run either by the State Government or other Departments like Tribal Affairs, Social Welfare are excluded to avoid duplicity of activities/funds under the various schemes of the Government of India/State Government. The scheme provides for a minimum reservation of 75% of seats for girls belonging to SC, ST, OBC or minority communities and the remaining 25% for girls from families below poverty line. 2180 KGBVs have been sanctioned. Of the 71231 girls enrolled so far, 18746 are SC, 23254 are ST, 13427 are OBC, 3343 are Muslims, and 12461 are BPL girls, as per report ending April, 2007.

## **LEARNING ACHIEVEMENTS**

### **Recommendation/Observations**

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.

### Action Taken

Noted.

### Recommendation/Observations

2.30 The Committee has been given to understand that there is increased awareness of issues pertaining to student learning achievement 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 (Learner's 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.

### Action Taken

More States have indeed come forward to implement quality enhancement programmes, often in partnership with external resource organizations of repute. Some examples are 'Buniyaad' in Jharkhand 'Nayee Disha' in Uttar Pradesh; 'Learning Assurance Programme' in Rajasthan, 'Reading Improvement Programme' in MP and Chhattisgarh, 'Adhaar' in Himachal Pradesh etc. Details are at *Annexure-II*.

### Recommendation/Observations of the Committee

2.31 The Committee notes that BE 2006-07 of Rs. 10041.70 crore 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 7<sup>th</sup> 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 7<sup>th</sup> 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 reservation 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.

### Action Taken

In 2006-07 the release funds made to States/UTs for implementation of SSA programme was as under :-

(Rs. in crore)		
Funds ear-marked for	Provision in 2006-07	Funds released to States/UTs in 2006-07
For States other than North Eastern States	10145.70	10142.55
For North Eastern States	958.30	744.00
Total	11104.00	10886.55

It will be clear for above that barring North Eastern States, the utilisation of funds was almost 100%. In respect of North Eastern States the utilisation was 77.64%, which represent a marked improvement over utilisation of funds of 2005-06 which was Rs.364.36 crore representing 56.58% expenditure.

However, slow release of funds to the North Eastern States was due to inability of the States to release their 10%

matching share on time & keep up the required pace of expenditure. The Department of School Education & Literacy is constantly engaged in the process of capacity building in the NE States, in order to ensure better implementation of the Sarva Shiksha Abhiyan there.

### Recommendation/Observations

2.32 The Committee observes that mere release of funds by the Central Government does not ensure their optimum and judicious utilization of funds by the States. As per the information available with the Committee, States could utilize Rs.9,770.65 crores upto 31<sup>st</sup> December, 2006. As informed by the Secretary, expenditure figures on 28<sup>th</sup> February, 2007 stood at Rs.10,573.58 crores. The Committee will not dispute the fact that central funds released by 7<sup>th</sup> 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 31 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 31<sup>st</sup> 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, 1<sup>st</sup> 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.

### Action Taken

A statement containing releases of Central Government as well as State Government alongwith expenditure is enclosed at Annexure-1, which indicates utilization of Rs.14987.08 crore which is 87.24% of total available funds with the States/UTs.

During 2006-07 States/UTs of Andaman & Nicobar Island, Arunachal Pradesh, Assam, Goa, Lakshadweep and Manipur contributed State share as per the table given below:

(Rs in lakhs)

S.No	State/UTs	Funds released by States/UTs during 2006-07
1	Andaman & Nicobar Islands	175.00
2	Arunachal Pradesh	2042.08
3	Assam	19384.60
4	Goa	344.00
5	Lakshadweep	21.50
6	Manipur	726.55

The States/UTs of Dadra & Nagar Haveli, Daman & Diu and Pondicherry did not release GOI share due to availability of significant carry forward funds as on 1.4.2006. However, the UTs of Daman & Diu and Pondicherry release their own State share of Rs.34 lakh and Rs.100 lakh respectively.

The expenditure figure are to be matched with opening balances, release of funds by Govt. of India, release of funds by State Govts. and other receipt.

### Recommendation/Observations

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 utilization 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, utilization status of entire funding should also be taken into account. The Committee would appreciate if exact status of utilization of total funds released upto 2006-07 is made available to it.

**Action Taken**

The detail of funds available at the beginning of financial year, released by Govt. of India, released by States and other receipts alongwith expenditures under SSA and NPEGEL are given at *Annexure-III*.

**Recommendation/Observations of the Committee**

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.

**Action Taken**

The suggestion is noted by the Ministry and will be appropriately taken up with the Planning Commission.

**Recommendation/Observations**

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 lot. The Committee expresses its concern over underutilization of funds and recommends the Department to check such tendency.

**Action Taken**

It would be seen from the statement at *Annexure-I* that 22 States/UTs out of 35 States/UTs have utilized more than 80% of the available funds. The unspent balances available at the end of the year are allowed to carry forward to the next financial year for carrying out the spill over activities approved by the Project Approval Board at the National level. Major portion of the closing balances includes the advances released to Village Education Committee's for carrying out the civil works. It cannot be therefore considered as under utilization of funds.

However, as a remedial measure the Govt. of India is now releasing 1<sup>st</sup> installment of Central share to the States/UTs in the month of April itself to provide sufficient time to utilize the funds within the financial year and to avoid huge unspent balances and under utilization.

**Recommendation/Observations**

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	1,83,461	1,07,539	42,144	1,49,683
Construction of additional classrooms	6,92,678	3,09,005	2,70,581	6,18,010
Drinking Water Facilities	1,70,267	1,38,999	13,303	1,52,302
Construction of Toilets	2,35,041	1,86,879	16,726	2,03,605

### Action Taken

The component-wise position of works break up into completed and in progress is given below:

Components	Cumulative targets	Works completed	In progress
Construction of school buildings	183461	117968	39548
Construction of additional classrooms	692678	404764	145678
Drinking Water Facilities	170267	148791	9570
Construction of Toilets	235041	192232	11345

### Recommendation/Observations

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.

### Action Taken

Against a target of supply of free textbooks to 6.69 crore children, free textbooks were actually supplied to 6.40 crore children in 2006-07. This reflects a progress of 96 %, as on 31.3.07.

Instances of misuse of free textbooks meant for distribution under Sarva Shiksha Abhiyan came to light in Madhya Pradesh, in 2006-07. Enquiries were instituted at the local level in these cases and also by the Government of India in one case. Individuals found prima facie involved in these irregularities were suspended and police cases registered against them. Government of Madhya Pradesh has taken measures to ensure proper distribution of free textbooks by ensuring printing of the label 'free textbooks-not for sale' on the textbooks and developing a detailed plan and calendar for monitoring textbooks distribution in the academic session 2007-08.

States have been directed to ensure proper and timely distribution of free textbooks to all eligible children.

### **III. MAHILA SAMAKHYA (MS)**

#### **Recommendation/Observations**

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 societies, this time mainly in Jharkhand, Chattisgarh and Madhya Pradesh. As a result, this programme has shown under-utilization of funds.

#### **Action Taken**

Noted.

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

#### **Recommendation/Observations**

4.2 The committee notes that under the various physical targets set under the Programme during 2006-2007, 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 28.02.2007 is only Rs.93.15 crores. Since these components are part of SSA also, every effort need to be made to achieve the targets under scheme.

#### **Action Taken**

The BE for 2006-07 for DPEP was kept at Rs.200.00 crore, keeping in view the extension proposal of DPEP-II project of West Bengal upto Sep. 2006. However the proposed extension was not agreed to by the External funding agency which resulted in a commensurate reduction of allocation of Rs.100 crore under DPEP at RE stage. By the end of year 2006-07 the RE of Rs.100 crore was fully utilized.

The physical targets and achievements furnished to PSC earlier pertain to the period upto 30<sup>th</sup> Sep. 2006 when most of the targets indicated were in progress. The upto date progress upto 31<sup>st</sup> March 2007 is given at Annexure-IV. The State of Rajasthan has completed 4 DIETs against the target of 7, 199 kitchen sheds against 226, 20 ramps against 45 and constructed 526 building less schools against target of 531 schools. Similarly the State of Orissa completed construction of 348 building less schools against the target of 468. The overall progress (completion rate) in Rajasthan is 99.6%. However, the progress in the State of Orissa is 68% and State is making efforts to complete the targets within the project period i.e. upto 2008.

### **V. MID-DAY MEAL SCHEME**

#### **Recommendation/Observations**

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.

### **Action Taken**

Noted

## **LOW LIFTING OF FOODGRAINS**

### **Recommendation/Observations**

5.6 The Committee expresses its concern over the pattern of lifting of foodgrains. 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 foodgrains allocation, 56.88 % had been lifted till the end of period quarter, i.e. upto December, 2006. The Committee is of the opinion that on account of low lifting of foodgrains, the scheme must have suffered. The Department holds States solely responsible for low-lifting of the foodgrains, 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 foodgrains must be a joint effort by the Central Department and the States. Former has to be proactive in this regard. It, therefore, recommends the Department to ensure proper and timely lifting of foodgrains by the States. The Department must try to extend them all possible cooperation in this regard.

### **Action Taken**

Prior to September 2004, most States and Union Territories were providing food grains (dry rations) at the rate of 3 kg per child per month. In September 2004 the Mid Day Meal Scheme was revised to provide conversion costs for a *cooked* mid-day meal. Central assistance was therefore provided towards cooking costs and food grains at the rate of 100 gms per child per school day. The number of school working days in a year varies from State to State, and ranges from 220 to 230 days per year. This has implications for the amount of foodgrains lifted and utilized, which ranges from 2.2 – 2.3 kgs per child per month against the earlier 3 kgs per child per month. The difference in the allocation for the years 2004-05 and 2005-06 is on account of the different pattern of implementation of the Mid Day Meal Programme prior to September, 2004.

For the year 2006-07, food grain lifting was at 57% as on 31.12.06. However, the overall lifting figure for 2006-07 as furnished by FCI is 17.06 MTs (78.96%) During the MDM-PAB meetings held during March-April 2007, the issue of low lifting was brought to the notice of the States/UTs and they were asked to review the situation and initiate necessary corrective steps in this regard. The Department of School Education & Literacy seized of the matter has taken up the issue of streamlining lifting and distribution systems with the States/UTs, so that interruptions in foodgrain supply do not affect this implementation of the MDM Scheme.

## **QUALITY OF FOOD**

### **Recommendation/Observations**

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 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 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.

### **Action Taken**

The Guidelines on Mid Day Meals stipulate regular monitoring of the programme at the ground level through the involvement of Gram Panchayats, Committee of mothers, VEC/PTA/SMDC, etc. This includes, *inter alia*:

1.	Regularity & wholesomeness of mid-day meal served to children	Representatives of Gram Panchayats/ Gram Sabhas	Daily
2.	Promoting social and gender equity	Representatives of Gram Panchayats/ Gram Sabhas	Daily
3.	Cleanliness in cooking, serving & consumption of mid-day meal	Representatives of Gram Panchayats/ Gram Sabhas	Daily
4.	Timely procurement of Ingredients, fuel, etc. of good quality	Representatives of Gram Panchayats/ Gram Sabhas	Weekly
5.	Implementation of varied menu	i) Gram Panchayat/ Municipality ii) Representatives of block level SMC	Fortnightly/ Monthly

Secondly, States have also been advised to display information on a suo moto basis under the Right to Information Act. This includes (a) Quantity of foodgrains received/ utilized, (b) Other ingredients purchased/ utilized, (c) number of children given the mid day meal, (d) daily menu, (e) roster of community members involved in the programme.

Thirdly, the FCI is entrusted with the responsibility of issuing foodgrains of best available quality, which will in any case be at least of Fair Average Quality (FAQ). FCI has appointed Nodal Officers for each State to take care of various problems in supply of foodgrains under MDM Programme. The foodgrains are jointly inspected by the FCI representative and a nominee of the District Collector and/or Chief Executive Officer, Zilla Panchayat to ensure that they conform to FAQ standards before they are distributed.

## **PAYMENT TO COOKS AND HELPERS**

### **Recommendation/Observations**

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.

### **Action Taken**

Noted. However, States/UTs have been making appropriate budgetary provisions toward their State share. A copy of the Statewise unit cost towards State contribution for the MDM Scheme is enclosed at *Annexure-V* for reference.

### **Recommendation/Observations**

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. Workshops/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 also 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.

### **Action Taken**

National University of Educational Planning and Administration (NUEPA) has been entrusted with the task of documenting best practices in the implementation of the Mid Day Meal Programme. This project is under progress. This documentation will be widely shared with State Governments and interactive workshops/seminars will be arranged so that these practices are emulated in other parts of the country with suitable modifications and adoption keeping in view local conditions and practices.

### **Recommendation/Observations**

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 problems 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.

### **Action Taken**

Noted.

## **VI. SCHEME OF RESTRUCTURING AND REORGANIZATION OF TEACHER EDUCATION**

### **Recommendation/Observations**

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.

### **Action Taken**

As per the Scheme of Teacher Education for the 10<sup>th</sup> Plan, new DIETs / District Resource Centres could be set up in districts which came into existence on or before 1.4.2002. Out of 599 districts as on 1.4.2002, 571 DIETs have been sanctioned so far. In addition to 489 functional DIETs at the time of the meeting, another 23 DIETs have been made operational. Thus, the total number of operational DIETs is 512. There are 59 non-functional DIETs spread across 15 States in the country. The detailed break-up of these DIETs is given in Annexure-VII. In the 11<sup>th</sup> Plan, efforts will be made to operationalise the non-functional DIETs and also cover remaining districts with DIETs.

During 11<sup>th</sup> Plan, it is also proposed to remove the cut off date of 1.4.2002 for the creation of a district, and instead provide for sanction of DIETs as and when new districts are formed, as per established procedure.

### **Recommendation/Observations**

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.

### **Action Taken**

With regard to Bihar, the Department is making all out efforts to strengthen the Teacher Education System in the State. There are 37 districts in the State, of which 24 districts have been sanctioned DIETs. The matter with regard to providing an impetus to the implementation of Teacher Education Scheme in Bihar was discussed in the meeting of Teacher Education Approval Board (TEAB) held on 26.4.2007. After detailed deliberations, the State Government was advised to concentrate on making existing DIETs fully functional with reference to the norms of the Teacher Education Scheme in an expeditious manner.

As regards Jharkhand, the Perspective Plan of the State was discussed in the meeting of TEAB held on 2.11.2006. TEAB approved, in addition to 9 existing DIETs, 2 new DIETs at Dumka and Pakur, 8 upgraded DIETs at East Singhbhum, West Singhbhum, Ranchi, Hazaribagh, Palamu, Garhwa, Sahebganj and Bokaro, 1 new DRC at Kodarma and 2 upgraded DRCs at Lohardaga and Simdega. For the new institutions, necessary follow up action is being taken so as to make them operational.

In the case of Rajasthan, there are 32 DIETs (22 upgraded / 10 new) and 30 DIETs are operational. Necessary support for Civil works and Equipment is being provided to 2 new DIETs at Sawai Madhopur and Hanumangarh to make them operational.

### **Recommendation/Observations**

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.

### **Action Taken**

The norms for sanction of CTEs and IASEs are given below:

#### CTE:

A State is entitled to upgrade a maximum of one Secondary Teacher Education Institution (STEIs) for every three contiguous districts into a CTE. The norms for selection of STEI for being upgraded into a CTE is given in *Annexure-VIII*.

CTE is expected to have academic faculty consisting of 16 members, excluding the Principal, as per details given in *Annexure-IX*.

The norms for overall staff and physical facilities of a CTE (after upgradation) is given in *Annexure-X*.

#### IASE:

A State is eligible for one IASE for 20 districts, two IASEs, if the number of districts is in the range of 21-40 and three IASEs if the number of districts is more than 40. As in the case of CTEs, IASEs are also sanctioned by upgradation of an existing STEI. The norms for selection of STEI for being upgraded into an IASE are also given in *Annexure-XI*.

IASE is expected to have academic faculty consisting of 26 members, excluding the Principal, as per details given in *Annexure-IX*.

The norms for overall staff and physical facilities of a IASE (after upgradation) are also given in *Annexure-X*.

A statement indicating the norms of Central Assistance for CTEs and IASEs is given in *Annexure-XI*.

Proposals for sanction of CTEs/IASEs, received from States/UTs, are scrutinised and placed before the Teacher Education Approval Board (TEAB) under the chairmanship of Secretary (SE&L). Subject to the fulfillment of norms, CTEs/IASEs are sanctioned.

### **Recommendation/Observations**

6.5 The Committee notes that Teacher Education programme 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.

### **Action Taken**

In order to provide a thrust to Teacher Education during 11<sup>th</sup> Plan, a sub-group under the chairmanship of Director, NCERT was set up. Based on the recommendations of the sub-group, following initiatives are proposed to be taken up during 11<sup>th</sup> Plan, subject to approval:-

- (i) Professional development of Teacher Educators.
- (ii) Professional development of teachers.
- (iii) Scheme of training of Education Administrators including head teachers.
- (iv) Block Institutes of Teacher Education (BITEs).
- (v) Special Programme for North East.
- (vi) Support to NGOs.
- (vii) Technology in Teacher Education.

It is expected that the above initiatives, in addition to strengthening the existing provisions of the scheme, will contribute significantly to the overall efficacy of teacher education.

### **NCTE**

The observations have been noted for compliance. The Working Group on Teacher Education set up for the 11<sup>th</sup> Plan has made several suggestions for meeting the challenge of the numerical and spatial expansion of education facilities.

In so far as NCTE is concerned it is proposed to work towards the development of a Teacher Education Information Base in the public domain. This would entail undertaking a comprehensive state-wise location mapping of government and private Teacher Education Institutions, eventually leading to the creation of a dynamic information base on Teacher Education facilities, available online in the public domain. Based on this exercise, NCTE would be required to maintain a permanent MIS on Teacher Education in the country, and thereby ensure regular and periodic assessment of Teacher Education quality, as also rationalize the distribution of institutions in a need based manner.

### **Recommendation/Observations**

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.

### **Action Taken**

The Working Group for the 11<sup>th</sup> Plan has pointed out that *'in quantitative terms, the implementation of the highly input intensive programme of DIETs has progressed well...There is ... a DIET in practically all districts of the country.'* The Working Group also points out that two units, namely the Pre-Service Teacher Education Unit and the In-service Teacher Education Unit in DIETs have been doing substantial work *'as envisaged in the original vision of a DIET. Some DIETs have been involved in the production of locally relevant teaching-learning material. Some others are involved in district planning and information management as part of DPEP and SSA.'* However, these efforts are sporadic.

Recognizing that management and monitoring of DIETs must be supported more proactively by the Department of School Education & Literacy during 11<sup>th</sup> Plan, the Working Group has recommended the constitution of a national body, namely the Prarambhik Shikshak Prashikshan Samiti (PSPS). The role of the PSPS will be to coordinate with State Governments and undertake oversight management of DIETs to ensure that the original vision of the DIETs is realized during the 11<sup>th</sup> Plan period. This would facilitate creation of an innovative management mechanism to ensure that funds allocated are optimally used and adequate professional support is provided to make the DIETs fully functional.

The recommendation will be considered after the finalization of the 11<sup>th</sup> Plan.

### **Recommendation/Observations**

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.

### **Action Taken**

Based on the recommendations of the Working Group, various initiatives under Teacher Education will be taken during 11<sup>th</sup> Plan. As a result, it is envisaged that the existing shortcomings will be removed.

## **SECONDARY EDUCATION**

### **VII. NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND TRAINING (NCERT)**

#### **Recommendation/Observations**

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.

#### **Action Taken**

During the financial year 2006-07, Rs 10.90 crore was released to NCERT for various programmes, which included Rs 9.00 crore for programmes approved by Programme Advisory Committee (PAC) of NCERT, Rs 1.00 crore for National Talent Search Scheme (NTSS) and Rs 0.90 crore for other programmes such as VII<sup>th</sup> All India School Education Survey, Heritage School and Memorial Lecture Series etc. During the financial year 2007-08, Rs 9.00 crore have been earmarked only for PAC approved programmes of NCERT and for NTSS separate allocation of Rs 1.00 crore has been made. The suggestion of the Committee for making sufficient allocation to programmes of educational research and training has been noted for compliance.

### **VIII. CENTRAL TIBETAN SCHOOLS ADMINISTRATION (CTSA)**

## Recommendation/Observations

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 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 the latest position in this regard.

## Action Taken

Delay caused in giving the reply is regretted. The Expenditure Reforms Committee (ERC) in its 5<sup>th</sup> Report recommended that autonomous bodies should be periodically reviewed. Accordingly, a Peer Group under the Chairmanship of the then Joint Secretary (Secondary Education) was set up to review the functions/activities of the Central Tibetan School Administration (CTSA).

The main recommendations of this Peer Group are as under:-

The CTSA be merged with the schools of the Central Tibetan Administration (CTA) of His Holiness the Dalai Lama), or with an autonomous body/society sponsored by the CTA subject to the fulfillment of following conditions:-

- (i) The financial liability of the Govt. of India will cease in a maximum period of ten years, with gradual tapering of the annual grant-in-aid for running of these schools;
- (ii) All the staff working in the CTSA schools/headquarters will be retained by the new management and their emoluments and terminal benefits admissible to them in CTSA will be protected;
- (iii) All the assets, together with any liabilities, including land, building, furniture etc. will vest with the new management from the agreed date of transfer.
- (iv) A new governing body may constituted by the CTA to guide and manage the affairs of these schools, and if so, desired with suitable representation of Government of India. While the above recommendations were being considered in the Ministry, a petition was filed bearing No.CS/61/2006 (29566/2006) by an association called Federation of Sabhas Vs. CTSA & Ors. in the Court of Additional District Judge, Tis Hazari, Delhi. The matter is sub-judice.

## IX. KENDRIYA VIDYALAYA SANGATHAN (KVS)

### Recommendation/Observations

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.

### Action Taken

As per the advice of the Committee to optimally utilize the allocation of Rs.270 crore steps were taken to ensure full utilization of plan grant of Rs.270 crore. The major portion of plan grant was utilized for providing permanent school buildings and staff quarters. The construction activities are being executed through CPWD/MES other govt. semi-government agencies. To monitor construction activities, KVS has evolved following effective monitoring system:-

- (i) Works Committee, KVS under the Chairmanship of Joint Secretary, M/HRD and Vice-Chairman, KVS,
- (ii) Review of construction activities with the heads of construction agencies by Commissioner, KVS.
- (iii) Correspondence at appropriate level.
- (iv) Visit of KVS officials to construction site.

- (v) Monitoring of works at site by Principal/Chairman of VMC or his nominee.

Besides construction activities, a part of the grant will be utilized for payment of salary of staff of 50 new KVs sanctioned during 2006-07 and KVs opened during 2003-04 and 2004-05 including 2<sup>nd</sup> shift KVs.

### **Recommendation/Observations**

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

### **Action Taken**

Rs.30 crores earmarked for NE Region for 2007-08 will be utilized to meet expenditure on providing permanent school buildings and staff quarters, Computerization of Vidyalayas, Training of teachers & expenditure on pay and allowances and other recurring & non-recurring expenditure on new Vidyalayas opened during 2003-04 onwards.

### **Recommendation/Observations**

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.

### **Action Taken**

At present there are 980 sanctioned KVs (including 3 in abroad), out of which 969 schools are presently functional. Out of 11 non-functional KVs, 10 are from 50 KVs sanctioned during 2006-07 in Special Focus District. Remaining 01 is KV AFS Car Nicobar. Sincere efforts have enabled KVS to make 40 K.Vs functional w.e.f. 1.4.2007. For the remaining 10 K.Vs (out of 50 KVs), efforts are on to relocate them at another feasible Place/District falling under the same criteria of Special Focus Districts having no KV. The authorities concerned of the States have not been able to provide/commit minimum infrastructural facilities for those KVs. The details of 40 functional and 10 non-functional K.Vs are at *Annexure-XIII*.

### **Recommendation/Observations**

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 adds 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 construction activities.

### **Action Taken**

In the Tenth Five Year Plan, the target for 140 permanent school buildings and 1950 Units of staff quarters was projected on the presumption that, the transfer of suitable land and execution of lease deed in favour of KVS will be finalized by the sponsoring authorities timely and plans and estimates are received from the construction agencies for sanction. However, due to delay in finalization of allotment of land/execution of lease deed, the targets set forth could not be achieved. Concerted efforts are being made by the Ministry/KVS to get the land transferred/leased by the sponsoring authorities. Plans/estimates are being expedited by the KVS so that maximum Vidyalayas may be provided with permanent building & staff quarters.

As regards the impact of new measures on construction activities, it is submitted that KVS has started initiating planning action soon after identification of suitable plot of land by the sponsoring authorities without waiting for execution of land lease formalities. As on date in respect of 37 KVs where land has been identified and awaiting lease in favour of the Sangathan planning action has been initiated. This will reduce delays in pre-construction activities. Further the initiative taken by CPWD in introducing composite tender system for KVS work would definitely eliminate coordination problems and will result in early completion of school buildings in the near future To avoid delay in commencement of



new works of school buildings and early completion of sanctioned works, Commissioner KVS is reviewing the construction programme of KVS with the D.G., CPWD at regular intervals which has now resulted in early submission of drawings and estimates and acceleration in pace of progress of work.

### **Recommendation/Observations**

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.

### **Action Taken**

As regards insisting upon land documents with proposal/request to open a new K.V., the BOG, KVS in its 76<sup>th</sup> Meeting held on 4.12.2006 has decided to incorporate a new clause of a definite time frame for the free of cost transfer of land to Kendriya Vidyalayas Sangathan for construction of school building. Accordingly, a clause of definite time frame of one year has been incorporated in the norms for opening of Kendriya Vidyalayas under Civil/Defence Sector with the approval of competent authority.

The Department may be able to make the balance 13 schools functional provided the sponsoring agencies provide the required infrastructure. Efforts are also on to re-locate them at others feasible locations fulfilling the norms of Special Focus District.

### **Recommendation/Observations**

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, 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.

### **Action Taken**

The interviews for the post of Principal was held on 1.6.2007 and offer of appointment has been issued to the selected candidates. Interviews for the post of PGTs (except Computer Science) was held on 18 & 19.6.2007. The interview for the post of PGTs (Computer Science) was held on 20<sup>th</sup> July, 2007 to 27<sup>th</sup> July, 2007 and for TGTs, PRTs, Misc. Teaching Posts and Non-Teaching Posts were held on 31.7.2007 to 8.8.2007.

With regard to Departmental Promotion Committee (DPC) to fill up the posts for promotions (category wise) issued since February 2007 to till date are given below:

<b>Sl. No.</b>	<b>Name of the post to which promoted</b>	<b>No. of persons offered promotion</b>
1	Deputy Commissioner	02
2	Education Officer	03
3	Admn. Officer	01

4	Princopal	76
5	Vice Principal	46
6	PRT/HM to the post of TGTs	387
7	TGT to PGT	75
8	LDC to UDC	19
9	Steno Gr.III to Grade II	01

Further, the process for recruitment of Teaching and Non-teaching posts under direct recruitment for the year 2007-08 has already been initiated.

## X. NAVODAYA VIDYALAYA SAMITI (NVS)

### Recommendation/Observations

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.

### Action Taken

As on date, 406 JNVs are functioning in permanent sites and construction work at 117 JNVs is in progress. The target plan for completion of these JNVs is as under: -

Year	Target Plan for shifting of 117 JNVs (where construction work is in progress) in permanent buildings
2007-08	30
2008-09	44
2009-10	43
<b>Total</b>	<b>117</b>

Matter regarding transfer of land in favour of Navodaya Vidyalaya Samiti is being pursued vigorously with concerned State Government at NVS (Hqrs.) as well as Regional Office level. In 5 JNVs land has been recently allotted and in 39 JNVs (12 functional and 27 non-functional) allotment of land is still awaited.

### Recommendation/Observations

10.6 The Committee learns that 101 new Jawahar Navodaya Vidyalayas (JNVs) were 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 Vidyalayas). 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.

### Action Taken

As on 30<sup>th</sup> April 2007, Navodaya Vidyalayas have been sanctioned in 567 districts out of 584 districts (excluding the State of Tamil Nadu). Out of remaining 17 uncovered districts, 6 districts namely:-

- 1) Hyderabad
- 2) Kolkatta
- 3) Mumbai
- 4) Mumbai (Sub-urban)

- 5) Central Delhi
- 6) New Delhi

are not being considered for opening of JNVs due to non-availability of sufficient rural population. In respect of remaining 11 districts, Samiti is constantly pursuing the matter with the concerned authorities for suitable offers of land and it is expected that the new Jawahar Navodaya Vidyalayas will be sanctioned in these 11 uncovered districts during 2007-08.

### Recommendation/Observations

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.

### Action Taken

33 JNVs construction work is in progress. The target plan for completion of 33 JNVs is as under:

Year	Target Plan for shifting of 33 JNVs (where construction work is in progress) in permanent buildings
2007-08	06
2008-09	15
2009-10	12
<b>Total</b>	<b>33</b>

In remaining 3 functional JNVs, land for 2 JNVs has been received and work is expected to be started shortly. For remaining 1 JNV matter is being pursued vigorously with the State Government authorities and land is likely to be transferred shortly. As such, work in all functional JNVs is expected to be started in 2007-08.

### Recommendation/Observations

10.9 The Committee is perturbed to note that out of 565 JNVs sanctioned till 28<sup>th</sup> February 2007, 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.

### Action Taken

Out of 565 Jawahar Navodaya Vidyalayas sanctioned till 31<sup>st</sup> March 2007, 540 JNVs are presently functioning. To start of the newly sanctioned JNVs take place only after admission of the students on the basis of a selection test designed and conducted by CBSE called 'Jawahar Navodaya Vidyalaya Selection Test (JNVST). The JNVST 2007, have been conducted in respect of JNVs on the dates mentioned against each and will start functioning after joining of the selected students during the academic session 2007-08:-

	Name of the JNVs	JNVST conducted on
1.	North Tripura (Tripura)	11.02.2007
2.	Purulia (W.B.)	11.02.2007
3.	Gurgaon (Haryana)	11.02.2007
4.	Ambedkar Nagar (UP)	11.02.2007
5.	Amritsar (Punjab)	14.04.2007
6.	Kolasib (Mizoram)	14.04.2007
7.	Longleng (Nagaland)	14.04.2007

8.	Nayagarh (Orissa)	14.04.2007
9.	Dehradun (Uttranchal)	14.04.2007
10.	Dubri (Assam)	29.07.2007

JNVST 2007 in respect of JNB, Lunglei (Mizoram) could not be conducted due to non-availability of temporary accommodation from the district administration, hence, will not start functioning during 2007-08.

Out of 14 remaining non-functional Jawahar Navodaya Vidyalayas, permanent land has been transferred in favour of the Samiti in respect of following (6) JNVs where construction work has also been sanctioned: -

- 1) Dangs (Gujarat)
- 2) Anand (Gujarat)
- 3) Aizawal (Mizoram)
- 4) Lunglei (Mizoram)
- 5) Sarawasti (Uttar Pradesh)
- 6) Deoria (Uttar Pradesh)

In respect of the remaining JNVs, Samiti is constantly pursuing the matter with the concerned authorities to expedite transfer of land and availability of temporary accommodation to start the Vidyalaya.

### **Recommendation/Observations**

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.

### **Action Taken**

The matter regarding transfer of land is being vigorously pursued at the level of the Commissioner, NVS with Secretaries of the concerned departments of State Governments. As soon as the land is transferred, the construction of permanent buildings will be sanctioned depending on availability of funds.

### **Recommendation/Observations**

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 a 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.

### **Action Taken**

Principals of Navodaya Vidyalayas have been authorized to appoint qualified persons on short-term contract against vacancies to ensure continuity of activities.

Detailed instructions have also been given to all the Regional Offices and Principals to fill up all vacant posts of non-teaching staff by 30<sup>th</sup> July 2007. The progress of filling up of vacancies is being closely monitored to ensure that the vacancies are filled up at the earliest.

## **XI. INFORMATION AND COMMUNICATION TECHNOLOGY (ICT @ SCHOOLS) SCHEME**

### **Recommendation/Observations**

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 5<sup>th</sup> 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.

### **Action Taken**

Though Rs.800 crore was allocated for the Scheme in the 10<sup>th</sup> Five Year Plan, the entire amount could not be utilised the Scheme was revised only at the end of 2004-05 with only two years of the plan period left. Funds were released to the States/UTs for the implementation of the erstwhile schemes of Education Technology and CLASS project during 2002-03 to 2004-05.

In 2005-06, Rs.50 crore was allotted at BE stage. The allocation was reduced to Rs.47.50 crore at RE stage. Out of Rs.47.50 crore at RE stage of which a sum of Rs.45.10 crore was utilised. Similarly, a sum of Rs.67 crore was allotted of which only Rs.36.02 crore was utilised due to following main reasons :

- (i) Receipt of less number of viable proposals from the State/UT Governments.
- (ii) Non-clearance of utilisation certificates towards unspent balance with the State/UT.
- (iii) Inability of the States to make adequate provision in the State budget.
- (iv) Delay in procurement of hardware by the State Government.

As far as modification of the scheme is concerned, it is submitted that a draft memorandum for Expenditure Finance Committee (EFC) has been circulated to the concerned Ministries/Departments for comments. Responses of Planning Commission are awaited. The Department is pursuing the matter to expeditiously complete all approvals for launching the modified scheme.

## **XII. INTEGRATED EDUCATION FOR DISABLED CHILDREN (IEDC)**

### **Recommendation/Observations**

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 the 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.

### **Action Taken**

During the year 2007-08 an expenditure of Rs. 51.28 crore has been incurred under the Scheme of IEDC. The figure is less than the budgeted amount as an amount of Rs. 6.47 crore lying unspent under other schemes was adjusted against the grants approved under the IEDC Scheme, following the instruction of the M/O Finance.

### **Recommendation/Observations**

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.

#### **Action Taken**

Presently, 16 UCs are pending. One is being processed for issue. The remaining 15 UCs are still awaited from the Organisations concerned. These are being pursued regularly with the Organisations/State Governments concerned for clearance.

#### **Recommendation/Observations**

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, 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.

#### **Action Taken**

At the beginning of each year we write to all the State/UT Education Secretaries inviting proposals under the Scheme. Viable proposals received are processed for release of grants. In future, States/UTs from which no proposals have been received, will be motivated to submit proposals by frequently writing to them and also through discussion. From the year 2006-07 the proposals of only State Governments/UTs are considered under IEDC. Therefore the role of State Governments/UT Administrations has been widened and it is for the State Governments/UT Administrations to take the assistance of NGOs in the implementation of the Schemes. Funds to NGOs will be routed through the State Government/UT Administration.

### **XIII. SCHEME OF VOCATIONALIZATION OF SECONDARY EDUCATION AT + 2 LEVEL**

#### **Recommendation/Observations**

13.9 The Committee notes that the percentage 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 of students in of vocational education in the country.

#### **Action Taken**

This will be attempted under the revised Scheme

### **XIV. ADULT EDUCATION**

#### **CONTINUING EDUCATION PROGRAMME (CEP)**

#### **Recommendation/Observations**

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 fund ways and means to improve the situation.

#### **Action Taken**

The Department has so far been able to sanction Continuing Education Programme in 328 districts of the country. The Department agrees with the view of the Committee that more number of districts should enter the CE phase at the earliest possible opportunity. The reason for delayed transition to the CE phase is that, whereas the literacy campaigns, which includes the Total Literacy Campaigns and Post Literacy Programmes, were initiated in the country since 1989-90 onwards, the concept of providing Continuing Education to the neo-literates took shape only in the later half of the 1990s. The Scheme of Continuing Education was first approved by the Cabinet on 8.12.1995 in the penultimate year of the 8<sup>th</sup> Five Year Plan and subsequently the revised scheme with modified norms and parameters was approved by the Cabinet on 30.11.1999. Hence, the programme was taken up by the districts only from 1996-97 onwards. The year-wise details of the number of districts sanctioned the CE programme is given below:-

Year	No. of districts
1996-1997	24
1997-1998	40
1998-1999	9
1999-2000	24
2000-2001	14
2001-2002	43
2002-2003	44
2003-2004	48
2004-2005	38
2005-2006	27
2006-2007	17
<b>Total:</b>	<b>328</b>

Though there has been a steady progress in the number of districts entering the CE phase, the main reasons for more number of districts not being covered are briefly summarized as below:-

1. For any districts to enter the CE phase, it is essential that they should have completed the basic literacy and post literacy phases and the external evaluation got completed.
2. The TLC and PLP audited accounts and utilization certificates have to be rendered and the accounts settled. The accounts would be finally treated as settled only after the concerned Zilla Saksharata Samiti refunded the unspent balances, if any.
3. Every State Government/UT Administration has to submit an Undertaking to meet 50% share of the cost of the Continuing Education Programme during the 4<sup>th</sup> and 5<sup>th</sup> year of the programme and take over the entire liability thereafter.

These are some of the main reasons, which have hindered more number of districts in taking up the CE programme.

### **Recommendation/Observations**

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.

### **Action Taken**

The allocation for the north-eastern states is made at 10% of the total allocation in respect of each of scheme. The Department appreciates the view of the Committee for a more judicious allocation of resources so that the large amounts may not be left as unspent balances under any scheme. It may be mentioned that the limitations for the full utilization of allocations for NER under each scheme are:

- (i) Under Literacy Campaigns, the funds are released on the basis of the per learner cost which ranges from Rs.90-180 for TLC to Rs.90-130 for PLP. As the population density in most north-eastern states is extremely low, the allocation of funds gets severely restricted due to the small target groups. Consequently, a much larger allocation is not feasible under the scheme. Generally the budgetary allocations made are utilized.
- (ii) As the bulk of the allocations of Adult Education are earmarked under the Continuing Education Programme, the proportionate 10% allocation for north-eastern states becomes unavoidable.
- (iii) At present, only two states viz Tripura and Mizoram are in the CE phase and their capacity to absorb funds is limited. Further, release of funds is also dependent upon the respective districts utilizing major portion of the funds already released, submission of audited accounts and utilization certificates in time etc.

However, the Department would take all possible steps to ensure that the other states move towards the CE phase at the earliest.

### **Recommendation/Observations**

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.

### **Action Taken**

The Department agrees with the view of the Committee of the need for more number of JSS for the north-eastern states. The presence of JSS would give a qualitative edge to the literacy programmes and would enhance the capacity of the beneficiaries to secure wage or self-employment. However, sanction of more number of JSS would depend upon the availability of capable and competent NGOs in the region.

### **Recommendation/Observations**

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.

### **Action Taken**



The Department agrees that there is a lot of scope for improvement in the management and monitoring of the Adult Education Programmes. At present, the monitoring of the programme is done by the respective State Governments through their Directorates of Adult Education/State Literacy Mission Authorities. At the national level, review meetings are held with State Education Secretaries/ Directors of Adult Education at frequent intervals.

The Total Literacy Campaign, Post Literacy Programme and Continuing Education Programme represent the various stages in the process of learning. During a Total Literacy Campaign, the illiterate learners are imparted basic literacy, in which the essentials of reading, writing and numeracy are transacted. Post literacy is essentially for the re-enforcement of the literacy skills so that the learners can progress from guided learning to self-reliant learning. The Continuing Education Programme is to provide facilities for lifelong learning through the reading room and library facilities amongst others. The Department agrees that skill development and vocational training at all the stages would greatly enhance the value of literacy amongst the learners by making it relevant to their day-to-day lives. However, the imparting of such skills in addition to literacy requires a certain minimal infrastructure, which is available only at the Continuing Education phase. However, these issues have been receiving serious consideration of the Department and a revamped strategy of the National Literacy Mission has been conceptualized in which livelihood issues receive priority. The Planning Commission, while indicating the Annual Plan outlays for 2007-08, has merged the two schemes of Literacy Campaigns and Continuing Education into a single scheme known as "Adult Education & Skill Development". This is an important pointer to the fact that literacy programme would necessarily include skill development as an integral component. Focus would be given to the target specific programmes viz Quality of Life Improvement Programme, Income Generation Programme, Equivalence Programme and Individual Interest Promotion Programme.

The role of the JSS assumes importance in this context particularly in relation to providing resource support for Income Generation Programme. At present, there are 198 JSS in the country and it is proposed that during the 11<sup>th</sup> Plan at least 50 new JSS may be set up each year.

### **Recommendation/Observations**

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 11<sup>th</sup> 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 XI<sup>th</sup> 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.

### **Action Taken**

The Department is in agreement on the importance of the target specific programmes as observed by the Committee. In fact these four programmes would form the main framework in the merged scheme of 'Adult Education & Skill Development'. In the revised scheme to be formulated for the 11<sup>th</sup> Plan, it is proposed that a variety of learning packages/models would be offered for the beneficiaries. Though the target specific programmes are envisaged as a part of the continuing education programmes, most states could not take up these activities as no central funding was earmarked for this purpose. The scheme, as last approved by the Cabinet, mainly provided for the basic infrastructure and for the reading room and library. Some states, however, did take up some of these activities with their own funds. It is envisaged, subject to the allocation of adequate funds, to take up such programmes in all districts of the country. For this purpose, the financial norms and other parameters are being worked out in consultation with the State Governments, State Resource Centres, Jan Shikshan Sansthan etc.

### **Recommendation/Observations**

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

watertight compartments of different stages. Some elements of motivation need to be embedded in the schemes for making them more attractive.

### **Action Taken**

The Department agrees with the view of the Committee on the need to adopt a holistic approach while tackling adult illiteracy. The amalgamation and merging of the schemes of Literacy Campaigns and Continuing Education Programme into a single scheme known as 'Adult Education & Skill Development' has provided the Department the necessary flexibility to adopt a holistic approach. It should now be possible to introduce various components of the target specific programmes irrespective of the fact whether the learners are in the basic literacy, post literacy or continuing education stages.

Motivation is no doubt a very important aspect particularly in literacy programmes. For this purpose, it is envisaged that environment building activities will be taken up through organizations like Bharat Gyan Vigyan Samiti etc. In the new parameters and norms for the 11<sup>th</sup> Plan, a provision for payment of honorarium to the instructors is being envisaged.

### **Recommendation/Observations**

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.

### **Action Taken**

During 2006-07, an amount of Rs.13.90 crores had to be re-appropriated from the scheme of Continuing Education to the scheme of Support to NGOs due to unavoidable reasons. Therefore, as against the BE of Rs.149.50 crores under Continuing Education, the Revised Estimates were reduced to Rs.135.60 crores in which the allocation under the General component was Rs.121.45 crores and for NER was Rs.14.15 crores. While the entire allocation in the General component was fully utilized, the expenditure against NER was Rs.1.39 crores. However, the Department has taken note of the concern expressed by the Committee about under utilization of funds in the Continuing Education Programme.

### **Recommendation/Observations**

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.

### **Action Taken**

The Budget allocation and the expenditure trend under the scheme of Support to NGOs during the last four years is as under:-

(Rs. in crores)

<b>Year</b>	<b>BE</b>	<b>Expenditure</b>
2003-04	24.50	24.50
2004-05	25.00	17.94
2005-06	25.00	14.86
2006-07	7.00	15.81

The above figures indicate that there was under allocation at BE stage during 2006-07. Major share of the Grant-in-aid under the scheme is provided to State Resource Centres, which are 26 in number.

### **Recommendation/Observations**

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.

### **Action Taken**

The recommendations of the Committee are noted.

## **OUT OF SCHOOL CHILDREN**

### **Recommendation/Observations**

14.22 The Committee was informed that out of 19.5 crore children in the age group of 6-14 years, only 3.59 per cent (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 these States of Bihar, Orissa and West Bengla. 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.

### **Action Taken**

To collate the figures of out of school children. GOI had commissioned an independent sample survey in 2005 that had estimated 1.34 crores out of school children. Steps have also been taken to introduce data on children not attending school in the 64th NSSO Sample Survey. The States also update their household data every year to identify out of school children.

## **PROBLEM OF DROP OUT**

### **Recommendation/Observations**

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 rally 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.

### **Action Taken**

The trend of dropout rates since 1990 show a declining trend as under:-

	1990-1991	1999-2000	Reduction in Dropouts	2000-01	2004-05	Reduction in Dropouts
Boys	40.1	38.7	1.4	39.7	31.81	7.89
Girls	46.0	42.3	3.7	41.9	25.42	16.48
Total	42.6	40.3	2.3	40.7	29.00	11.7

- Dropout rates have decreased from 39% to 28.44% at primary level a decline of 10 percent points whereas the girls dropout has reduced sharply at 15 percent point still SSA was initial.
- To further focus on the reduction of dropout GOI while sanctioning the annual work plans of 2007-08, has taken commitments from States/UTs to reduce dropout rate by at least 5 percentage points.
- Continuous efforts to increase retention & bring out of school children out school system are being made in SSA. In 2007-08 evage of 56.000 EGS have been approved apart from AIE interventions for 40.2 lakhs children 2,180 KGBV residential school at upper primary stage have been opened to cater to older girls at upper primary level.
- Access at upper primary level is being further increased to improve the coverage of older children by sanctioning new upper primary schools in 2007-08.

- More emphasis is being laid on regular monitoring of attendance of both students & teachers which will help in further reduction of dropouts.

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### CHAPTER-III

#### RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

##### I. BUDGETARY ALLOCATION

###### Recommendation/Observations

1.5 The Committee noted that while the Sarva Shiksha Abhiyan, the flagship scheme, has been the biggest gainer with Rs. 10,671 crores, 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 need to be considered favourably

###### Action Taken

It has been decided to prescribe the following revised funding pattern in respect of Sarva Shiksha Abhiyan programme during the XIth Plan period and till the end of the programme.

*For States/Union Territories other than NE States:-* "The funding pattern between the Central Government and States/UTs shall be in the ratio of 65:35 for the first two years of the XIth Plan i.e. 2007-08 and 2008-09; 60:40 for the third year i.e. 2009-10; 55:45 for the fourth year i.e. 2010-11; and 50:50 thereafter i.e. from 2011-12 onwards.

*For 8 North Eastern States:-*For the 8 North-Eastern States, the fund sharing pattern between Centre and States shall be 90:10 under the programme with the Centre's share resourced from the 10% earmarked funds for the NE Region in the SSA's Central Budget".

###### Comments of the Committee

While examining the Demands for Grants, the Committee had inputs regarding the inability of some States to manage enough resources to match their increased share in the Abhiyan. It was on the basis of these inputs that the Committee desired the Department to review its decision. In view of the financial constraint of the States, the Committee is concerned about the inability of these States to sustain the momentum generated so far by the scheme. If it so happens, the investments/efforts made so far will go waste without any fruitful gains.

##### II. SARVA SHIKSHA ABHIYAN

## Recommendation/Observations

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 days 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.

## Action Taken

The progress of in-service teacher training under SSA was 87 %, for the year 2006-07. All States were directed to ensure in service training to teachers, as per approved targets .The final achievement as on 31.3.07, in some States that had initially registered slow progress in in-service training in 2006-07, was as follows:

Name of State	Progress (per cent)
Arunachal Pradesh	75
Bihar	40
Haryana	100
Jammu & Kashmir	100
Jharkhand	74
Nagaland	79
Tripura	100
Uttar Pradesh	100
West Bengal	87

The unsatisfactory progress in Lakshadweep, Maharashtra and Meghalaya was discussed in the recent quarterly meeting of State Pedagogy coordinators and will be further followed up in the Regional review meetings, chaired by Secretary (SE &L).

## Comments of the Committee

The Committee is happy to see some progress made in respect of in-service training of teachers under SSA. It, however, feels that still a lot remains to be done. The Committee emphasizes the need for ensuring quality of these trainings and the frequency of it.

## Recommendation/Observations

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.

## Action Taken

The Department is conducting regular Inclusive Education (IE) Workshops, every quarter, to discuss progress and key issues regarding the status of IE in SSA. State specific issues are also discussed in these workshops and resource support is provided through exposure to National Resource Organizations and experts in IE.Planning workshops are also organized for States, as required. The coverage of children with special needs (CWSN) has improved in all the States/UTs

mentioned in para 2.9, barring Tripura and Lakshadweep, as follows:

<b>Name of State</b>	<b>Progress (per cent)</b>
Arunachal Pradesh	50.60
Bihar	70.97
Goa	100
Maharashtra	38.43
Punjab	58.35
D&N Haveli	100

States have been directed to ensure coverage of all CWSN through enrolment in regular schools and also in alternative modes such as EGS/AIE centers and home-based education, so every child with special needs is provided need based support in an environment most suitable to his/her learning needs.

### **Comments of the Committee**

The Committee finds that though the Department is making efforts to improve the situation, still we have a long way to go. The Government must try to achieve cent percent achievement in this regard.

## **LEARNING ACHIEVEMENTS**

### **Recommendation/Observations**

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.

### **Recommendation/Observations**

2.35 The Committee shares the concern of the States over the proposed decrease in the Centre's share for the SSA during 11<sup>th</sup> 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 11<sup>th</sup> 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.

### **Action Taken {2.34 & 2.35}**

It has been decided to prescribe the following revised funding pattern in respect of Sarva Shiksha Abhiyan programme during the XIth Plan period and till the end of the programme.

*For States/Union Territories other than NE States:-* "The funding pattern between the Central Government and States/UTs shall be in the ratio of 65:35 for the first two years of the XIth Plan i.e. 2007-08 and 2008-09; 60:40 for the third year i.e. 2009-10; 55:45 for the fourth year i.e. 2010-11; and 50:50 thereafter i.e. from 2011-12 onwards.

*For 8 North Eastern States:-* For the 8 North-Eastern States, the fund sharing pattern between Centre and States shall be 90:10 under the programme with the Centre's share resourced from the 10% earmarked funds for the NE Region in the SSA's Central Budget".

### **Comments of the Committee {2.34 & 2.35}**

**The Committee reiterates what it has said in respect of paragraph 1.5 of this report.**

**Recommendation/Observations**

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 31.12.2006, 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.

**Action Taken**

Against a cumulative target of recruitment of 10.12 lakh teachers, 7.95 lakh teachers have been appointed.

**Comments of the Committee**

The Committee finds that the progress in recruitment of teachers is extremely slow. It notes that to the 7.38 lakh teachers recruited till 31 December 2006, only 57 thousand more could be added till November, 2007. This situation is just contrary to the Departments' assurance to improve the position substantially by December, 2007. This massive shortfall the Committee is sure, will adversely affect the overall progress made under SSA. The Committee, therefore, urges upon the Department to ensure that these vacancies of regular teachers under SSA are filled up within the shortest possible time.

The Committee also has no doubts that the process of appointing teachers on contract basis cannot be done away with as long as such huge number of vacancies continue to exist in the system. But it feels that appointing contract teachers should be a short-term measure and the eligible/capable ones must be given preference in appointments as permanent teachers.

**Recommendation/Observations**

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.

**Action Taken**

States/UTs have been advised to ensure involvement of village education committees/Parents Teacher Associations etc. in all important matters pertaining to school functioning, including regular sharing of children's school report cards with their parents. In fact, all States/UTs have given a commitment to the GOI at the time of approval of their annual work plans and budgets that in 2007-08, they will seek to amend the bye laws/rules of Village Education Committees/PTAs/SDMC's etc. to include specific clauses to monitor, inter alia, assessment of parental satisfaction with learning levels of children with respect to class teacher/subject teacher; frequency of parent teacher meets and sharing of children's report cards, with parents.

## Comments of the Committee

The Committee appreciates the initiative taken by the Department to obtain commitments from the States/UTs to bring about amendments in the Byelaws/rules of Village Education Committees/PTAs/SDMCs, etc. for monitoring achievements under SSA. It, however, recommends the Department to ensure that the said commitments are carried out in letter and spirit by all concerned. The Committee feels that the Department being dispenser of maximum funds for SSA, needs to be more pro-active in this regard.

## Recommendation/Observations

2.50 The Committee also observe 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.

## Action Taken

NCERT has developed Quality Monitoring Tools that enable States to track enrolment and status of students' attendance in every district, once in every quarter.

The Department has commissioned a research study to ascertain the status of students' attendance in 21 States, and the final results from this study are expected by end July 2007.

The Department facilitates cross State sharing of good practices through quarterly pedagogy workshops, so that innovations in quality enhancement under SSA are widely disseminated to all States/UTs. Thematic workshops for improvement in quality of education are also held, to help States access the best educational resources available. Recently, thematic workshops on (a) Multilingual education (b) Teaching of Science and Mathematics and (c) Reading enhancement initiatives for the early grades, were organized, as part of overall efforts for quality improvement under SSA.

## Comments of the Committee

The Committee would like to know more about the Quality Monitoring Tool developed by the NCERT to track enrolment and status of students' attendance in the districts. It would also like to be apprised of the findings of the research study commissioned to ascertain the status of students' attendance in 21 States apart from the reasons for not extending the research study to the remaining States/UTs.

## Recommendation/Observations

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.

## Action Taken



A study on teacher absenteeism has already been commissioned by the Department in three of the States that were shown to have high rates of teacher absenteeism in the 2004 Harvard World Bank Study. Data collection was undertaken in 2006-07. Results from this study will be available by end July 2007. Teachers' presence has also been studied as part of the study mentioned in reply to para 2.50, on students' attendance rates in 21 States. Data for this study was collected in 2006-07. The results of this study will also be available by July 2007.

States have been requested to commission similar studies on teacher absenteeism in 2007-08.

### **Comments of the Committee**

As a word of caution, the Committee would like to say that on the basis of data collected from just a few States, if generalized, would not be scientific at all. The Department in its reply has stated that data collection for a study on teacher absenteeism was undertaken in 2006-07 and its results were due by mid-2007. The Committee desires to have a copy of the findings of the said study alongwith a status note on the action taken/proposed to be taken by the Department in this regard. It also recommends a detailed survey on teacher absenteeism in secondary and higher secondary schools.

### **III. MAHILA SAMAKHYA (MS)**

#### **Recommendations/observations**

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.

#### **Action Taken**

Rs. 98.4 crores was allocated for the MS programme for the Xth Plan period, of which Rs. 77.15 crores (78%) was spent. State MS Societies have shown a progressive improvement in the trend of expenditure, with the expansion and consolidation of the programme. The expenditure in 2006-07 was Rs.26.00 crore, which is 35.5 % more than that in the preceding year. It is expected that the BE of Rs.34.00 crores for the year 2007-08 would be fully utilized in view of the improved trend of expenditure registered by the State MS Societies. The MS programme in the State of Bihar & Jharkhand has also come under direct MS funding from the last financial year. The programme in the States of Chhattisgarh & MP is expected to be fully functional in the current financial year. The programme has already expanded to 20 new districts in the existing MS States in 2006-07.

#### **Recommendation/Observations**

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 efforts 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.

#### **Action Taken**

The MS Society in Chhattisgarh has been registered and the MOA drawn up. The first meeting of the Executive Committee was also convened. The MS Society in Madhya Pradesh has also been revived and the MOA is under finalization. It is expected that the MS programme will be fully functional in all 11 States including Chhattisgarh and MP in the year 2007-08. Efforts are being made by the Department to consolidate the programme in existing districts as well as expand it to new districts during the year 2007-08.

### **Comments of the Committee {3.8 & 3.9}**

The Committee takes note of the developments that have taken place in the recent past. It, however, feels that we

must act within a fixed time schedule/goal. The Committee only hopes that the targets set for the year 2007-08 would be met well within time.

## **V. MID-DAY MEAL SCHEME**

### **MONITORING OF MDM**

#### **Recommendation/Observations**

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.

#### **Action Taken**

To date Reports have been received from 34 Monitoring Institutes. A statement summarizing the findings contained in the reports is enclosed in Annexure-VI. While report from most States are positive, the reports in respect of four States, namely, Arunachal Pradesh, Assam, Meghalaya and Haryana give cause for concern. The matter has been taken up with these States for improving service delivery and streamlining of logistic support for implementation of the programme.

The Evaluation report from Planning Commission will be made available as and when received by the Ministry.

#### **Comments of the Committee**

The Committee is satisfied with the outcome of the monitoring of MDM programme carried out by the various Institutions of Social Science Research. It hopes that the findings of these studies will help the Department identify and rectify the problem areas that hinder the proper implementation of the Scheme at the ground level. The Committee would like to review result of the evaluation by the Planning Commission.

## **VI. SCHEME OF RESTRUCTURING AND REORGANIZATION OF TEACHER EDUCATION**

#### **Recommendation/Observations**

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 M.P, 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.

#### **Action Taken**

During the year 2007-08, a provision of Rs. 500 crore has been allocated for Teacher Education. In addition to strengthening the existing provisions of the Teacher Education scheme, this Department is taking various initiatives, in terms of the recommendations of the Working Group, to strengthen the Teacher Education system in the country during 11<sup>th</sup> Plan, Out of 571 sanctioned DIETs, 512 DIETs have become operational. Efforts are being made to make the remaining DIETs operational.

In Arunachal Pradesh, there are 11 sanctioned DIETs, of which 6 DIETs are functional. In Jharkhand, there are

total 19 DIETs and 3 DRCs, of which 9 DIETs are functional. In Orissa, there are 30 DIETs and all of them are functional. Efforts are being made to operationalise the remaining DIETs.

### **Comments of the Committee**

The Committee finds that except Orissa, the progress has not been satisfactory. It would again like the Department to expedite operationalisation of all the DIETs in the States at the earliest possible date. The Committees' concern about delays in civil construction and in transfer of lands for DIET buildings has not been considered and replied.

### **Recommendation/Observations**

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.

### **Action Taken**

A statement containing vacancy position in DIETs is at Annexure-XII. As of now, out of 571 sanctioned DIET, 512 DIETs are operational. Efforts are being made, in consultation with the State Governments, to make the remaining DIETs operational.

### **Comments of the Committee**

The statement indicating the huge vacancy position of academic/non-academic staff in DIETs in a way confirms the apprehensions expressed by the Committee regarding the actual operationalization of the DIETs at the ground level. The Committee believes that the desired results will not come if such large vacancies were not filled up urgently by the States. In the Committee's opinion, some mechanism needs to be evolved in order to ensure that academic/non-academic staff are promptly recruited for this purpose. The Committee, therefore, recommends that the Department may take this issue up with the States to ensure that existing vacancies are filled up on an urgent basis.

## **SECONDARY EDUCATION**

### **VII. NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND TRAINING (NCERT)**

#### **Recommendation/Observations**

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.

#### **Action Taken**

The updated sequence of action taken for construction of building of Pandit Sunderlal Sharma Central Institute of Vocational Education (PSSCIVE) at Bhopal and North-Eastern Regional Institute of Education (NERIE) at Shillong is detailed below:

#### **PSSCIVE, Bhopal:**

- Standing Finance Committee (SFC) approved the proposal of construction of building for PSSCIVE, Bhopal at the estimated cost of Rs 18.545 crores on 13.10.2004. NCERT released a sum of Rs 6.82 crores to CPWD, Bhopal during the financial year 2004-05 itself.
- Several formalities preceded before the actual construction of building could be started, such as, preparation of architectural and structural drawing and detailed cost estimates, selection of land (in RIE, Bhopal's campus), survey of land, soil investigation, obtaining permission from Town & Country Planning Department, Madhya Pradesh, allotment of land on the campus in favour of PSSCIVE, Bhopal, obtaining no objection certificate from the concerned ward of the Municipal Corporation, Bhopal and issue of tenders etc. However, most of these could not be taken up before obtaining the necessary architectural and structural drawing and detailed cost estimates.
- As the project was taken up for implementation, dispute arose with School of Planning and Architect (SPA) on rate of charges (fee) for planning and designing of the building, which could be resolved only on 14.9.2005. It was decided that SPA would be paid consultancy fee at the rate of 5% of the cost of building for providing range of services including preparation of detailed estimate, architectural /structural drawings and tender documents etc.
- As necessary drawings and cost estimate etc. from SPA were being delayed, NCERT was advised on 27.12.2005 to obtain these documents from SPA and send it to Bhopal and also arrange for visit of the site at Bhopal by a representative of SPA for sorting out the problems. SPA informed NCERT in January, 2006 that they have completed the preliminary drawings of the Administrative Block, Guest House, Hostel and Residence, and would submit complete architectural and structural designs including detailed estimate by the first week of March, 2006. A team from SPA visited the site at Bhopal between 4<sup>th</sup> to 6<sup>th</sup> March 2006 and discussed various issues with the officials of PSSCIVE and CPWD (Bhopal), such as relocation of buildings to reduce the cost of project, soil investigation, obtaining water, power and sewer connection etc. Consequently, SPA took up corresponding detailed architectural, structural and service drawing along with detailed estimate.
- In view of the delay in submission of necessary documents by SPA a review meeting was held on 19.6.2006 by Joint Secretary (SE), Ministry of Human Resource Development, with SPA and officials of PSSCIVE, Bhopal. SPA handed over seven blueprints each (total 210 blueprints) along with originals of all the drawing-plans, sections, elevations to PSSCIVE, Bhopal for obtaining sanctions/ approvals from Municipal Corporation, Bhopal for construction of the building. SPA informed that by that date detailed architectural and services drawings for tenders were completed to the extent of 80% for the main administrative building and hostel building. It was also informed that detailed specification and estimates for civil works, sanitary works and electrical installation and landscape works for the above building are in progress side by side. SPA committed that drawings of remaining building would be supplied by the end of September, 2006. It was also informed that testing of water sample and strata and yield test report had been done by CPWD, Bhopal.
- However, SPA could provide the details of measurement of the main and hostel buildings by the end of October, 2006 only. Yet, they could not provide drawings, estimate and measurements of remaining buildings.
- A meeting with the officials of PSSCIVE and SPA was taken on 1.12.2006 by Joint Secretary (SE), Ministry of Human Resource Development. It was decided that SPA would provide all details of architectural and structural drawings in respect of remaining building by 15.12.2006. Tendering for construction of hostel and main building would be done by 3<sup>rd</sup> week of December, 2006 and 15.1.2007 respectively. It was also decided that all drawings for residential quarters would be submitted by SPA by 15.1.2007 and in respect of other buildings by 15.4.2007.
- As on date SPA has provided structural and architectural drawing of all buildings except those of Residential Quarters, Guest House, Auditorium, Garage and Electric Sub-station.
- CPWD, Bhopal has already floated tenders for five buildings including the main administrative building. Construction works of the hostel building has already started.

### **NERIE, Shillong**

- Standing Finance Committee (SFC) approved the proposal of construction of building for NERIE, Shillong at the

estimated cost of Rs 15.62 crore on 29.4.2005. NCERT released a sum of Rs 1.41 crore to CPWD, Shillong by the end of August, 2005. As in the case of buildings of PSSCIVE, Bhopal it was also decided, on 14.9.2005, in case of NERIE, Shillong, that SPA will be paid consultancy fee at the rate of 5% of the cost of building for providing range of services including preparation of detailed estimate, architectural /structural drawings and tender documents etc.

- For floating tender for construction of building at NERIE, Shillong by CPWD, the architectural and structural drawings and detailed cost estimate was required from SPA. To reduce delay a meeting was convened by Officials of NCERT with SPA on 23.1.2006. SPA informed that the architectural drawings in respect of various buildings of NERIE, Shillong had already been prepared, the structural drawings for each building and detailed cost estimates were still under preparation. For preparing the structural drawings SPA required reports on earthquake/seismic activities, soil data and climatic conditions of the site.
- A sum of Rs 7.50 lakh had already been paid to SPA during January, 2003 as consultancy fees for preparation of conceptual designs for NERIE, Shillong. The differential amount of Rs 9.83 lakh, calculated on the basis of revised rate of 5%, was paid to SPA on 6.2.2006.
- During February to April, 2006, NCERT provided SPA the reports on soil test, seismic history and seismicity, water test etc. of Barapani village, Shillong where the building was to be constructed.
- Although all information and consultancy fee were provided to SPA, it could not provide structural designs and detailed cost estimate. The reason for the same was non-release of funds by SPA to the Project Coordinator. A meeting, therefore, was called by Joint Secretary (SE), Department of School Education & Literacy on 19.6.2006 in which Officials of NCERT and SPA participated. It was decided inter-alia that all details of architectural and structural drawings of main administrative building will be provided by SPA immediately after release of funds to Project Coordinator. Accordingly, a letter was written on 29.6.2006 by the Ministry to Director SPA for immediate release of the project funds to the Project Coordinator.
- SPA provided preliminary structural drawings in August, 2006. NCERT also deposited Rs 1.1 crore with CPWD. Prof. K. Shovan Saha, Project Coordinator, SPA, along with a team of engineers visited the site at NERIE, Shillong during 3 to 5 January, 2007. SPA has now submitted detailed cost estimates. A sum of Rs 1.67 crore has furthermore been deposited with CPWD, Shillong for necessary action.

A Team of Officers from NCERT and Ministry of Human Resource Development visited the site from 12.7.2007 to 13.7.2007 and held consultations with CPWD officials and others for expediting the construction.

### **Comments of the Committee**

The Committee notes the reasons forwarded by the Department for the delays in the construction of the building for PSSCIVE, Bhopal and NERIE, Shillong. From the facts before the Committee, it appears that these projects have been delayed due to lack of coordination between the various implementing agencies involved in the entire process. This, the Committee feels, could have been avoided. Nevertheless, the Committee now expects the Department to complete the construction works in the shortest possible time.

## **IX. KENDRIYA VIDYALAYA SANGATHAN (KVS)**

### **Recommendation/Observations**

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.

### **Action Taken**

In respect of 95 KVs started during 2003-04 and 04-05, the cabinet approval from the Govt was received in the month of June 2006 after which KVS initiated action for transfer of land from sponsoring authorities for providing permanent school buildings. The status of the functional 95 KVs is as follows:

Total Kendriya Vidyalayas	95
Kendriya Vidyalayas with permanent buildings	03
Balance	92
Kendriya Vidyalayas where permanent school buildings is under construction	09
Kendriya Vidyalayas for which preliminary drawings/estimates are under preparation by construction agencies	06
Kendriya Vidyalayas for which land is yet to be identified/leased	77

To expedite transfer of land, Commissioner, KVS has written letters to Chief Secretaries of respective States with copies to Revenue Secretaries, Education Secretaries and DMs in respect of Kendriya Vidyalayas located in Civil Sector for early transfer of suitable plot of land, free of cost. In respect of Kendriya Vidyalayas located in Defence Sectors, Minister of Human Resource Development has also taken up the matter with the Defence Minister in Feb 2007 to expedite early transfer of land.

### Comments of the Committee

The Committee is disappointed to see the position in regard to 95 KVs in question. It is surprising to the Committee that KVs sanctioned in 2003-04 and 2004-05 could get Cabinet approval as late as in June, 2006. It was basically for the Department to have approached the Cabinet in time. It calls upon the Department to ensure that formalities to set up the KVs are completed within the fiscal in which they are sanctioned by the Department.

### Recommendation/Observations

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.

### Action Taken

ATN was sent to DGACR for vetting. DGACR returned the ATN requesting us to furnish the information in the prescribed format (revised). KVS was requested to do the same. Information in the prescribed format has been received. On pursual, it was found that certain information/clarification required to be obtained from KVS, KVS has been requested accordingly through a letter dated 6<sup>th</sup> July, 2007.

### Comments of the Committee

The Committee hopes that the ATN on the Audit para must have been prepared by the Department by now. A copy of the same may be forwarded for perusal of the Committee.

## X. NAVODAYA VIDYALAYA SAMITI (NVS)

### Recommendation/Observations

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.

### **Action Taken**

Planning Commission has allotted an amount of Rs.275 crore for setting up Special Navodaya Vidyalayas. They have intimated that at present, the matter is being processed in the Ministry of Social Justice and Empowerment, who have appointed a Sub-Committee for this purpose, covering this and some other issues. No formal decision has been taken because the Sub-Committee's Report will go to the Group of Ministers and then to the Cabinet.

### **Comments of the Committee**

The Committee expresses its serious concern over the fact that the scheme of setting up Special Navodaya Vidyalayas which was conceived at the beginning of this fiscal and also allocated a sum of Rs.275 crores, is yet to be given its final shape. The Committee is surprised that Ministry of HRD is being kept completely out of this process.

## **XIII. SCHEME OF VOCATIONALIZATION OF SECONDARY EDUCATION AT + 2 LEVEL**

### **Recommendation/Observations**

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 percent 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.

### **Action Taken**

Ministry agrees to the observations. Despite all identified short coming in the implementation of the Scheme a numbers of States like AP, Kerala, Maharashtra, Tamilnadu etc. have made good progress in the implementation the Scheme. During the 10<sup>th</sup> Plan period, the strengthening and expansion of the Scheme could not be undertaken under the existing Scheme of Vocationalisation of Secondary Education pending the revision of the Scheme and its approval by all concerned.

### **Recommendation/Observations**

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 crore 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.

### **Action Taken**

The revision of the Scheme will be based on the recommendation of various reports and Studies

### **Comments of the Committee {13.7 & 13.8}**

The Committee is informed that the Planning Commission had constituted a Task Force on Skill Development which has since presented its Report to the Government in May, 2007. It is further informed that the concept of Vocationalization of Secondary Education has also been dealt with in the said Report. The Committee would urge the Department to ensure that the findings of the Skill Development Report are also taken into consideration while formulating the revised scheme for Vocationalization of Secondary Education at + 2 Level.

## **XIV. ADULT EDUCATION**

### **Recommendation/Observations**

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.

### **Action Taken**

So far, 108 Jan Shikshan Sansthan have been evaluated, out of which 9 JSS have scored less than 50% and 21 JSS less than 65%. In the 11<sup>th</sup> Five Year Plan, there is a proposal to establish additional 250 JSS at the rate of 50 per year.

### **Comments of the Committee**

The Committee is happy to note that the Department proposes to establish additional 250 JSS at the rate of 50 per year in the XIth Plan. The Department should, however, not lose focus of the existing ones and must make concerted efforts to up the standards of the ones that have not fared well in the last evaluation undertaken by the Department in this regard.

### **Recommendation/Observations**

14.19 The Committee has serious concern over the manner of functioning of some 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.

### **Action Taken**

As regards the number of pending utilization certificates, it is stated that no subsequent grants/instalments are released to the implementing agencies until the audited accounts and utilization certificate in respect of the earlier grant are furnished. Workshops of Zilla Saksharata Samities are also being held from time to time for speedy settlements of accounts. Further, the matter relating to pending UCs is also taken up during the state level reviews/monthly monitoring meetings.

Out of the 556 UCs pending for the last three years, a large number of them pertain to NGOs, which were sanctioned grants under Accelerated Female Literacy Programme in Uttar Pradesh and Orissa. A large number of NGOs have since submitted the audited accounts, which are being examined and are in the process of being settled.

### **Comments of the Committee**

The Committee is of the view that the problem of pending UCs is nothing new to the Department and it should have worked on suitable strategies to tackle this menace. Had it done so, it would not have faced the problems it is facing now. Nevertheless, the Committee urges the Department to at the least ensure settlement of the pending UCs during this fiscal itself.

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## **CHAPTER-IV**

### **RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT ARE**



**STILL AWAITED****V. MID-DAY MEAL SCHEME****QUALITY OF FOOD****Recommendations/observations**

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.

**Action Taken**

Noted.

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**RECOMMENDATIONS/OBSERVATIONS AT A GLANCE**
**I. BUDGETARY ALLOCATION****Comments of the Committee**

While examining the Demands for Grants, the Committee had inputs regarding the inability of some States to manage enough resources to match their increased share in the Abhiyan. It was on the basis of these inputs that the Committee desired the Department to review its decision. In view of the financial constraint of the States, the Committee is concerned about the inability of these States to sustain the momentum generated so far by the scheme. If it so happens, the investments/efforts made so far will go waste without any fruitful gains.

**(Para 1.5)**

**II. SARVA SHIKSHA ABHIYAN****Comments of the Committee**

The Committee is happy to see some progress made in respect of in-service training of teachers under SSA. It, however, feels that still a lot remains to be done. The Committee emphasizes the need for ensuring quality of these trainings and the frequency of it.

**(Para 2.5)**

**Comments of the Committee**

The Committee finds that though the Department is making efforts to improve the situation, still we have a long way to go. The Government must try to achieve cent percent achievement in this regard.

**(Para 2.9)**

**LEARNING ACHIEVEMENTS****Comments of the Committee**

**The Committee reiterates what it has said in respect of paragraph 1.5 of this report.**

**(Para 2.34 & 2.35)**

**Comments of the Committee**

The Committee finds that the progress in recruitment of teachers is extremely slow. It notes that to the 7.38 lakh teachers recruited till 31 December 2006, only 57 thousand more could be added till November, 2007. This situation is just contrary to the Departments' assurance to improve the position substantially by December, 2007. This massive shortfall the Committee is sure, will adversely affect the overall progress made under SSA. The Committee, therefore, urges upon the Department to ensure that these vacancies of regular teachers under SSA are filled up within the shortest possible time.

The Committee also has no doubts that the process of appointing teachers on contract basis cannot be done away with as long as such huge number of vacancies continue to exist in the system. But it feels that appointing contract teachers should be a short-term measure and the eligible/capable ones must be given preference in appointments as permanent teachers. (Para 2.47)

### **Comments of the Committee**

The Committee appreciates the initiative taken by the Department to obtain commitments from the States/UTs to bring about amendments in the Byelaws/rules of Village Education Committees/PTAs/SDMCs, etc. for monitoring achievements under SSA. It, however, recommends the Department to ensure that the said commitments are carried out in letter and spirit by all concerned. The Committee feels that the Department being dispenser of maximum funds for SSA, needs to be more pro-active in this regard.

(Para 2.49)

### **Comments of the Committee**

The Committee would like to know more about the Quality Monitoring Tool developed by the NCERT to track enrolment and status of students' attendance in the districts. It would also like to be apprised of the findings of the research study commissioned to ascertain the status of students' attendance in 21 States apart from the reasons for not extending the research study to the remaining States/UTs. (Para 2.50)

### **Comments of the Committee**

As a word of caution, the Committee would like to say that on the basis of data collected from just a few States, if generalized, would not be scientific at all. The Department in its reply has stated that data collection for a study on teacher absenteeism was undertaken in 2006-07 and its results were due by mid-2007. The Committee desires to have a copy of the findings of the said study alongwith a status note on the action taken/proposed to be taken by the Department in this regard. It also recommends a detailed survey on teacher absenteeism in secondary and higher secondary schools.

(Para 2.52)

## **III. MAHILA SAMAKHYA (MS)**

### **Comments of the Committee**

The Committee takes note of the developments that have taken place in the recent past. It, however, feels that we must act within a fixed time schedule/goal. The Committee only hopes that the targets set for the year 2007-08 would be met well within time.

(Paras 3.8 & 3.9)

## **V. MID-DAY MEAL SCHEME**

### **MONITORING OF MDM**

### **Comments of the Committee**

The Committee is satisfied with the outcome of the monitoring of MDM programme carried out by the various Institutions of Social Science Research. It hopes that the findings of these studies will help the Department identify and rectify the problem areas that hinder the proper implementation of the Scheme at the ground level. The Committee would like to review result of the evaluation by the Planning Commission. (Para 5.12)

## **VII. SCHEME OF RESTRUCTURING AND REORGANIZATION OF TEACHER EDUCATION**

### **Comments of the Committee**

The Committee finds that except Orissa, the progress has not been satisfactory. It would again like the Department to expedite operationalisation of all the DIETs in the States at the earliest possible date. The Committees' concern about delays in civil construction and in transfer of lands for DIET buildings has not been considered and replied.

(Para 6.6)

### **Comments of the Committee**

The statement indicating the huge vacancy position of academic/non-academic staff in DIETs in a way confirms the apprehensions expressed by the Committee regarding the actual operationalization of the DIETs at the ground level. The Committee believes that the desired results will not come if such large vacancies were not filled up urgently by the States. In the Committee's opinion, some mechanism needs to be evolved in order to ensure that academic/non-academic staff are promptly recruited for this purpose. The Committee, therefore, recommends that the Department may take this issue up with the States to ensure that existing vacancies are filled up on an urgent basis.

**(Para 6.8)**

## **SECONDARY EDUCATION**

### **VII. NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND TRAINING (NCERT)**

#### **Comments of the Committee**

The Committee notes the reasons forwarded by the Department for the delays in the construction of the building for PSSCIVE, Bhopal and NERIE, Shillong. From the facts before the Committee, it appears that these projects have been delayed due to lack of coordination between the various implementing agencies involved in the entire process. This, the Committee feels, could have been avoided. Nevertheless, the Committee now expects the Department to complete the construction works in the shortest possible time.

(Para 7.6)

### **IX. KENDRIYA VIDYALAYA SANGATHAN (KVS)**

#### **Comments of the Committee**

The Committee is disappointed to see the position in regard to 95 KVs in question. It is surprising to the Committee that KVs sanctioned in 2003-04 and 2004-05 could get Cabinet approval as late as in June, 2006. It was basically for the Department to have approached the Cabinet in time. It calls upon the Department to ensure that formalities to set up the KVs are completed within the fiscal in which they are sanctioned by the Department.

(Para 9.8)

#### **Comments of the Committee**

The Committee hopes that the ATN on the Audit para must have been prepared by the Department by now. A copy of the same may be forwarded for perusal of the Committee.

(Para 9.11)

### **X. NAVODAYA VIDYALAYA SAMITI (NVS)**

#### **Comments of the Committee**

The Committee expresses its serious concern over the fact that the scheme of setting up Special Navodaya Vidyalayas which was conceived at the beginning of this fiscal and also allocated a sum of Rs.275 crores, is yet to be given its final shape. The Committee is surprised that Ministry of HRD is being kept completely out of this process.

**(Para 10.8)****XIII. SCHEME OF VOCATIONALIZATION OF SECONDARY EDUCATION AT + 2 LEVEL****Comments of the Committee**

The Committee is informed that the Planning Commission had constituted a Task Force on Skill Development which has since presented its Report to the Government in May, 2007. It is further informed that the concept of Vocationalization of Secondary Education has also been dealt with in the said Report. The Committee would urge the Department to ensure that the findings of the Skill Development Report are also taken into consideration while formulating the revised scheme for Vocationalization of Secondary Education at + 2 Level.

**(Paras 13.7 & 13.8)****XIV. ADULT EDUCATION****Comments of the Committee**

The Committee is happy to note that the Department proposes to establish additional 250 JSS at the rate of 50 per year in the XIth Plan. The Department should, however, not lose focus of the existing ones and must make concerted efforts to up the standards of the ones that have not fared well in the last evaluation undertaken by the Department in this regard.

**(Para 14.12)****Comments of the Committee**

The Committee is of the view that the problem of pending UCs is nothing new to the Department and it should have worked on suitable strategies to tackle this menace. Had it done so, it would not have faced the problems it is facing now. Nevertheless, the Committee urges the Department to at the least ensure settlement of the pending UCs during this fiscal itself.

**(Para 14.19)**

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**MINUTES****II****SECOND MEETING**

The Committee on Human Resource Development met at 4.00 p.m. on Thursday, the 15<sup>th</sup> November, 2007 in Committee Room '63', First Floor, Parliament House, New Delhi.

**MEMBERS PRESENT**

- |                          |   |          |
|--------------------------|---|----------|
| 1. Shri Janardan Dwivedi | ¾ | Chairman |
|--------------------------|---|----------|

**RAJYA SABHA**

2. Shri Dwijendra Nath Sharmah
3. Shri Shantaram Laxman Naik
4. Shri Laxminarayan Sharma





4. \*\*\*

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5. The Committee then adjourned at 5.00 p.m.

NEW DELHI

29<sup>th</sup> November, 2007

N.K.SINGH

DIRECTOR

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\*\*\*Relates to other matter.