



PARLIAMENT OF INDIA RAJYA SABHA

221

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

TWO HUNDRED TWENTY-FIRST REPORT

ON

**DEMANDS FOR GRANTS 2010-2011 (DEMAND NO. 57) OF
THE DEPARTMENT OF SCHOOL EDUCATION & LITERACY
(MINISTRY OF HUMAN RESOURCE DEVELOPMENT)**

**(PRESENTED TO THE RAJYA SABHA ON ----- APRIL, 2010)
(LAID ON THE TABLE OF LOK SABHA ON ---- APRIL, 2010)**

**RAJYA SABHA SECRETARIAT
NEW DELHI
APRIL, 2010/VAISAKHA, 1932 (SAKA)**

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**COMPOSITION OF THE COMMITTEE ON HRD
(2010-11)**

1. Shri Oscar Fernandes — *Chairman*

RAJYA SABHA

2. Dr. E.M. Sudarsana Natchiappan
3. Shrimati Mohsina Kidwai
4. Shri Vijaykumar Rupani
5. Shri M. Rama Jois
6. Shri Penumalli Madhu
7. Shri Brij Bhushan Tiwari
8. Shri T.T.V. Dhinakaran
9. Shri N.K. Singh
10. Dr. Janardhan Waghmare

LOK SABHA

11. Shri Suresh Angadi
12. Shri Kirti Azad
13. Shri P.K. Biju
14. Shri Jitendrasingh Bundela
15. Shrimati J. Helen Davidson
16. Shri P.C. Gaddigoudar
17. Shri Rahul Gandhi
18. Shri Deepender Singh Hooda
19. Shri Prataprao Ganpatrao Jadhav
20. Shri Suresh Kalmadi
21. Shri P. Kumar
22. Shri Prasanta Kumar Majumdar
23. Capt. Jai Narain Prasad Nishad
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27. Shri Brijbhushan Sharan Singh
28. Shri Ashok Tanwar
29. Shri Joseph Toppo
30. Shri P. Viswanathan
31. Shri Madhu Goud Yaskhi

SECRETARIAT

Shri N.C. Joshi, Secretary
Smt. Vandana Garg, Additional Secretary
Shri J. Sundriyal, Director
Shri Arun Sharma, Joint Director
Shri Sanjay Singh, Assistant Director
Smt. Himanshi Arya, Committee Officer
Smt. Harshita Shankar, Committee Officer

PREFACE

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorised by the Committee to present the Report on its behalf, do hereby present this Two Hundred twenty-first Report of the Committee on the Demands for Grants (Demand No.57) of the Department of School Education & Literacy, Ministry of Human Resource Development for the year 2010-2011.

2. The Committee considered the various documents and relevant papers received from the Department of School Education & Literacy, Ministry of Human Resource Development and also heard the Secretary and other Officials of that Department on the said Demands for Grants in its meeting held on 25th March, 2010.

3. The Committee considered the Draft Report and adopted the same in its meeting held on 22nd April, 2010.

NEW DELHI;
April ---, 2010
Vaisakha ---, 1932 (Saka)

OSCAR FERNANDES
Chairman,
Department-related Parliamentary
Standing Committee on
Human Resource Development

REPORT

I. INTRODUCTION

1.1 The Department of School Education & Literacy is responsible for the promotion and development of elementary education, secondary education and adult education. This Department was earlier called the Department of Elementary Education & Literacy. However, with the transfer of the mandate for promotion and development of Secondary Education to this Department from the then Department of Secondary and Higher Education on 12th July, 2006, it is now called Department of School Education and Literacy. Since then, the area of operation of the Department has been widening and it is the nodal agency for giving required support and direction to children through its various schemes especially Centrally Sponsored Schemes like Sarva Shiksha Abhiyan and Mid-Day Meal Scheme. Special emphasis of the Department is on universalization of elementary & secondary education with focus on girls, SC, STs, OBCs and other marginalized groups of the society. The Department has also taken new initiatives for achieving its mandate through National Programme for Education for Girls at Elementary level and Kasturba Gandhi Balika Vidyalaya scheme and the recent legislation of the Government *i.e* Right of Children to Free & Compulsory Education Act, 2009 which endeavours to provide free and compulsory education to all children under the age of 14.

II. BUDGETORY ALLOCATION

2.1 The plan allocation for the Department of School Education & Literacy is Rs. 31,036.00 crore in BE 2010-11 which is Rs. 6536.00 crore more than the RE allocation of Rs. 24,500.00 crore in 2009-10 and Rs. 4236.00 crore higher than BE 2009-10.

2.2 The break up of the plan allocation for important schemes of the Department for the years 2009-10 and 2010-11 is as follows:-

(Rs. in crores)

Schemes	2009-2010 RE	2010-11 BE	Increase/D ecrease
Elementary Education			
(i) SSA	13100.00	15000.00	(+)1900.00
(ii) MDM	7359.15	9440.00	(+)2090.85
Secondary Education	3161.00	4675.00	(+)1514.00
Teacher Education	325.00	500.00	(+) 175.00
Adult Education	451.00	1300.00	(+) 849.00

The Committee observes that all the sectors/schemes of the Department have got higher funds with the major share going to the Adult Education followed by Mid-Day Meal Scheme, SSA,

Secondary Education and Teacher Education. Out of the total allocation of Rs. 31036.00 crore under plan, an amount of Rs. 2996.97 crore has been earmarked for North-Eastern Region & Sikkim. The two flagship programmes viz Sarva Shiksha Abhiyan and Mid-day Meal Scheme have got the total budgetary provision of Rs. 24440.00 crore which is 78.75 per cent of the plan budget of 2010-11. Out of Rs. 15,000 crore allocated for SSA in 2010-11, Rs. 8608.00 crore is proposed to be met from Prarambhik Shiksha Kosh. SSA is also partially funded by external funding agencies like International Development Association (World Bank), Department for International Development (DFID) of UK and the European Commission. The EAP component for SSA in 2010-11 is Rs. 1025.00 crore. Similarly, under MDM Scheme, out of the total allocation of Rs. 9440.00 crore for 2010-11, Rs. 5825.00 crore is proposed to be met from Prarambhik Shiksha Kosh and Rs. 125.88 crore from the National Investment Fund.

2.3 The Committee was informed that enhancement in the allocation for Sarva Shiksha Abhiyan was on account of opening of new schools in habitations lacking schooling facilities, upgrading primary schools to upper primary schools, strengthening existing school infrastructure, providing free textbooks and computer education, focusing on girl children in educationally backward blocks to promote gender parity in addition to harmonizing and aligning the SSA goals with the norms and standards of Right to Education Act, 2009. Budgetary enhancement in Mid-day Meal Scheme is on account of its extension to upper primary stage in all areas across the country from 2008-09. Enhanced allocation for Secondary Education has been made to implement the Rashtriya Madhyamik Shiksha Abhiyan (RMSA) for ensuring universalisation of access of education at secondary stage. Allocation for Teacher Education has been enhanced for focusing on pre-service (professional) training and in service training of the teachers. Substantial increase in allocation for Adult Education has been made to recast the National Literacy Mission with prime focus on female literacy striving to achieve 80 per cent literacy by the end of Eleventh Plan.

2.4 Eleventh Plan Outlay of Rs. 1,84,930.00 crore for School Education and Literacy shows a phenomenal increase when compared with Tenth Plan outlay of Rs. 35,238.00 crore. With substantial additional funds provided during the Plan period, overall financial releases of Rs. 51,139.00 crore were made for different schemes of School Education and Literacy by the end of Tenth Plan Period. **The Committee notes that plan allocation of Rs. 71,191.00 crore for the first three years of the Eleventh Plan has substantially exceeded the total utilization of Rs. 51,139.00 crore in Tenth Plan. The Committee, however, finds that unlike Tenth Plan, pace**

of expenditure of allocated funds during the first three years of the Eleventh Plan has not succeeded so far in full utilization. Not only this, BE provision in 2008-09 and 2009-10 had to be brought down at the RE stage and by the end of the year, the reduced allocation remained under-utilised as indicated below:

(Rs. in crores)

2008-09			2009-10		
BE	RE	Actuals	BE	RE	Actuals (upto 23.03.10)
26800.00	24500.00	22462.47	26800.00	24500.00	23179.00

The Committee also observes that substantial expenditure of allocated funds occurred during the last quarter of the year. What is more worrisome is that this trend is noticed in all the major schemes of the Department, with the exception of one or two schemes where Budget allocation was not reduced at the RE stage. Following details are self revealing:

(Rs. in crores)

Scheme	BE	RE	Actuals as on 31.12.2009	As on 31.03.10
SSA	13100.00	13100.00	10966.92	12825.96
MDM Scheme	8000.00	7359.15	4789.08	6942.17
NCERT	40.00	25.00	13.40	25.00
Strengthening of Teachers' Training Institutions	500.00	325.00	258.41	323.13
KVS	300.00	340.00	225.00	340.00
NVS	1300.00	1300.00	838.23	1300.00
IEDS	70.00	60.00	10.36	55.13
ICT in Schools	300.00	200.00	97.66	186.60
Vocationalization of Education	37.00	1.00	0.00	0.00
Adult Education & Skill Development	315.00	345.00	1.65	340.39
Support to NGOs in the field of Adult Education	121.58	91.58	40.82	82.54

Under the following two schemes even non-plan funds remained under-utilized during 2009-10:-

(Rs in Crore)

Scheme	BE	RE	Actuals as on 31.12.2009	Actuals as on 31.03.2010
KVS	1812.83	2085.44	1359.63	2085.44
NVS	341.29	376.20	221.86	376.20

The Committee observes that the factors resulting in substantial under utilization and skewed pattern of quarterly expenditure will be separately examined in depth by the Department. Furthermore, on the basis of projected expenditure in the balance part of the XI Plan and XII

Plan, efforts should be intensified with the Planning Commission and Ministry of Finance to secure the necessary budgetary allocation.

2.5 On a specific query, the Committee was informed that lack of viable proposals under Rashtriya Madhyamik Shiksha Abhiyan, Schemes of Model Schools and Girls' Hostel specially from NER States, availability of unspent balances, delay in revision of cooking cost under MDM Scheme and delay in the launch of recast National Literacy Mission were the main factors responsible for funds remaining under-utilised during 2009-10. **While appreciating the inherent constraints faced in the implementation of some schemes, the Committee would like to point out that under-utilization and uneven spread of expenditure in respect of major schemes viz SSA, MDM Adult Education and Teachers' Training during 2009-10 calls for some serious introspection. Total Plan allocation of Rs. 31,036 crore for 2010-11 shows a substantial enhancement when compared with RE allocation of Rs. 24,500 crore in 2009-10. The Committee, therefore, would like the Department to make concerted efforts to ensure maximum utilization of allocated funds in the remaining two years of Eleventh Plan Period so as to ensure the achievement of the universalisation of education in the real term.**

2.6 Pending Utilisation Certificates and availability of Unspent Balances with the implementing agencies are the twin problem areas which have been engaging the attention of the Committee for quite some time. Through its Reports every year, the Committee has been drawing the attention of the Department towards this unhealthy trend evident in all the major schemes being handled by it. The Committee observes that by constant monitoring on the part of the Department during the last 3-4 years, level of pendency/availability of UCs/Unspent Balances has somewhat come down. However, the latest details made available to the Committee indicate that more vigorous monitoring is required on the part of the Department. **The Committee notes that in respect of Grants released upto March, 2009, number of Utilisation Certificates outstanding as on 31st January, 2010 is 1602 involving an amount of Rs. 1619.86 crore. Similarly, as on 30th September, 2009, Unspent Balances amounting to Rs. 1568.20 crore were available with State Governments/UTs and with other implementing agencies, unspent balances of Rs. 3166.26 crore were available.**

2.7 **The Committee is fully aware that quite a few major schemes having a variety of components and involving huge amounts are being administered across the country. Therefore, one cannot rule out the trend of pending UCs and Unspent Balances. But it has**

also to be kept in mind that all these schemes are to be run in accordance with well-established Annual Action Plan. Availability of unspent balances clearly indicates that all the targeted beneficiaries are not being covered as envisaged. Secondly, pendency of UCs clearly indicates that all the financial norms are not being strictly adhered to. The Committee would, therefore, like to remind the Department once again to be more vigilant in realising its fiscal responsibility. It is incumbent upon the Department to take up the issue of unspent balances with the State Governments with due sincerity to ensure that the allocated funds are utilized judiciously.

III. SARVA SHIKSHA ABHIYAN

3.1 Sarva Shiksha Abhiyan, an important social sector programme, was launched in 2001-02 to universalise elementary education with focus on universal access, retention, social and gender parity and quality improvement in elementary education. SSA covers all districts in the country addressing the needs of 19.4 crore children in the age group of 6-14 years in 12.3 lakh habitations. With the enforcement of the Right of Children to Free and Compulsory Education Act, 2009 *w.e.f.* 1st April, 2010, SSA is the only Scheme to ensure the implementation of the Act.

ACHIEVEMENTS UNDER SSA

3.2.1 The Department has enlisted the following achievements under SSA:-

Activity	Achievement
Access	99% of the rural population has a primary school within 1 km. 300895 new schools opened till December 2009.
Gross Enrolment Ratio	GER increased in 6-14 age group to 114.61 in 2007-08 from 96.3 in 2001-02 at the primary level and to 77.50 in 2007-08 from 60.2 in 2001-02 at the upper primary level. (SES)
Gender Parity Index (GPI)	Improved from 0.83 in 2001-02 to 0.98 in 2007-08 at primary level & from 0.77 to 0.92 at upper primary level. (SES)
Dropout Rate at the primary level	Reduced by 13.48% to 25.55% in 2007-08 from 39.03% (2001-02). Dropout rate for girls declined by 15.06% points.
Pupil-Teacher Ratio	In 2007-08 the PTR at the national level was 46:1 for primary and 35:1 for upper primary level. 10.22 lakh teachers were recruited by December 2009.
Enrolment of Children with Special Needs	29.57 lakh children identified and 24.77 lakh children (83.78% of those identified) enrolled in school by 2009-10.

3.2.2 The Committee understands that the Sarva Shiksha Abhiyan has played a crucial role in the universalization of elementary education both in terms of access and retention of the children in the targeted age group in the Schools. It equally appreciates the gigantic task involved in the process in view of the unique socio-cultural background and geographical variations throughout the country. The Committee opines that whatever may be the hindrances, the objective of universalisation can be achieved through SSA as main stay in Inclusive Education for all. With that objective as the motto, it is important that no group or area of the country is left out of the reach of SSA.

STATUS OF GOALS OF SSA

3.3.1 The Committee is aware of the following targets of Sarva Shiksha Abhiyan.

- All Children in School, Education Guarantee Centre, Alternate School, Back to School Camp by 2005;
- Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010;
- Universal retention by 2010; and
- Focus on elementary education of satisfactory quality with emphasis on education for life.

3.3.2 The first major goal of Sarva Shiksha Abhiyan to bring all children to school by 2005 appears to have been partially achieved. **Department's claim of 114.6 GER at primary level is contested by a study commissioned by Ministry of HRD showing 81 lakh children out of school in the age group 6-14. Out of 81 lakh, 61 lakh children do not attend any form of schooling. The GER at upper primary level in 2007-08 was also quite low at 77.5 only.** The Department had itself conceded that improving coverage at upper primary level was a challenge ahead especially in the States of Bihar, Jharkhand, Jammu & Kashmir, Uttar Pradesh, Punjab, West Bengal and Haryana. **The Committee notes with serious concern the above issues and the fact that the target year viz 2005 has long elapsed and the first goal of Sarva Shiksha Abhiyan is still elusive. The Committee concludes that despite focusing on universalization of primary education for a long time we have not been able to achieve this goal in the real sense. It would like the Department to look into the issue more earnestly and take corrective steps to improve GER.**

3.3.3 In so far as gender and social parity is concerned, the situation seems to be no better. The Committee notes that some progress has been made towards reducing gender gap. At the national level the gender gap at primary level has reduced from 4.8% in 2003-04 to 3.23% in 2008-09 and at the upper primary level it has come down from 8.8% to 4.85% during the same period. The gender parity index at primary and upper primary level was stated to be 0.94 and 0.91 respectively in 2008-09. On social parity front, the enrolment ratio for the Girls, SCs, STs in the year 2007-08 at primary level was stated to be 113.24, 124.86 and 129.29 respectively, indicating narrowing down of the social gaps. **As per the findings of a study commissioned by MHRD in 2009 among the different social groups, the estimated percentage of out of school children is 5.20% for STs, 5.96% for SCs, 2.67% for OBCs and 4.6% for the Girls. Going by the available statistics, it could safely be concluded that the goal of bridging gender and social gaps in elementary education is still a distant dream. The Committee re-emphasizes that the Department take corrective measures to bring all the social groups within the schooling fold.**

3.3.4 From the data/statistics made available by the Department, it appears that the goal of universal retention by 2010 is still as elusive as it was at the start of the SSA programme. As per the data for the year 2007-08, the average national drop out rate at primary level (class I-V) is 25.55 and at elementary level (class I-VIII) it is 43.03. It simply means that quite a large number of children leave school at primary and elementary level thus reducing the retention level. There are 16 States/UTs where drop out rate is higher than the national average. All the North-Eastern and major States like Uttar Pradesh, Bihar, Orissa, Rajasthan, West Bengal come under this category. The Department has identified low retention districts as “special focus districts” to improve retention. The Department maintained that better access to schooling facilities, provision of infrastructure, teacher availability, teacher training, provision of textbooks for children, as also nutritional support under the Mid-day Meal Programme have proved to be useful interventions in bringing down the dropout rate. The Committee has noted some of the specific interventions such as Hunar programme providing vocational courses for Muslim girls in collaboration with National Open School by Bihar, Child Tracking System by Orissa and Muskaan Programme by Uttarakhand for Out of School Children in convergence with ICDS and schemes of the Departments of Social Welfare and Labour are worth emulating.

3.3.5 The Committee notes that drop-out rate of Girls, SCs and STs contributes in the overall low retention of the children in the schools. For the girls, the drop-out rate at primary (I-V) and Elementary (I-VIII) level in the year 2007-08 was 24.8 % and 41.4 % respectively. In respect of SCs, the drop-out rate at primary (I-V) and elementary (I-VIII) level in 2007-08 was 31.9% and 52.6% respectively. Similarly, the figures for STs for the same period were 32.2% and 63.4%. Evidently, the drop-out rate for these marginalized groups of the society is high at primary level and disturbingly high at the elementary level. **The Committee is compelled to believe that by the time children reach class VIII almost 50 per cent of girls, SC & ST children drop out of the school thus leaving the goal of 100 per cent retention in schools almost practically impossible. For that matter the target of universal retention even in near future would be difficult to achieve.**

3.3.6 The Committee would also like to draw the attention of the Department towards some disturbingly revealing facts with regard to over all drop-out scenario prevailing presently in the country. According to a flash data provided by the District Information System for Education (DISE) for the year 2008-09, over 50 per cent of children who enroll in class I leave school by class VIII. Even the total enrolment and net enrolment ratio at upper primary *i.e* class VI-VIII is only half of the primary level. The following data is self revealing.

Year	Classes	Total Enrolment	Net Enrolment Ratio	Drop out rate
2008-09	Primary I to V	134.4	97%	29%
	Upper Primary VI to VIII	53.4	54.5%	51%

From the above, it is evident that in classes VI-VIII, the total enrolment dramatically drops to 53.4. It simply means that with each successive class, the students tend to quit school in large numbers. By class V every third child drops out and by class VIII every second child leaves the school. Thus, retention of children in schools still hovers around 50 per cent only by class VIII making 100 per cent retention a very uphill task. **The Committee would like the Department to focus its educational plan and policy on this biggest problem if it desires to achieve one of the cherished goals of SSA *i.e* universal retention by 2010.**

3.3.7 As mentioned earlier, there are 81,50,618 out of school children at present in the country comprising 4.28 per cent of the total children in the age group of 6-13 years. Even through there has been an overall reduction in the number of out- of-school children by 53 lakh between 2005 and 2009, some of the states show an upward trend as indicated below:-

State	Out of School Children SRI-	Out of School Children SRI-IMRB
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	IMRB 2005 study	2009 study
Delhi	84,424	1,24,022
Jammu & Kashmir	4777	9691
Mizoram	1558	7485
Orissa	3,32,615	4,35,560
Puducherry	583	993
Rajasthan	7,95,089	10,18,326
Tripura	5121	8434

The Committee is unable to comprehend the reasons for increasing number of out of school children in these States. In Delhi alone, around 40,000 children were added in out of school children category within a gap of four years. The Committee is not convinced with the justification given by the Department that in Metro Cities like Delhi and also in the other cities, the increase in out-of-school children is due to increased migration of work force. Same yardsticks cannot be made applicable to metro cities like Delhi and states like Jammu & Kashmir, Mizoram and Tripura. The Committee hopes that some tangible result would be available after this issue is taken up with the concerned States during their Annual Work Plan & Budget Discussion (2010-11). The Committee also observes that despite significant improvement, number of out of school children in States like Bihar (13,45,697) Uttar Pradesh (27,69,111) and West Bengal (7,06,713) is still quite high. The Committee would appreciate if these States are also approached on this very crucial issue.

3.3.8 There are 114 districts in the country which have been identified as low retention districts with States like Bihar (21 districts), Madhya Pradesh (10 districts), Rajasthan (18 districts), Uttar Pradesh (14 districts) and West Bengal (10 districts) having the maximum number of such districts. Comparative figures of drop-out rates in some States indicate increasing drop-out rates at elementary level as indicated below:

Drop-out Rate (Elementary Level)		
State	2001-02	2007-08
Jammu & Kashmir (3)	30.14	40.50
Mizoram (3)	59.89	60.55
Rajasthan (18)	53.56	62.33
Sikkim (3)	63.41	64.93

Not only this, drop-out rate inspite of showing some improvement continues to be very high in States like Bihar (70.64), Meghlaya (60.43) and West Bengal (63.87).

3.3.9 Committee's attention has also been drawn by the very discouraging status of drop-out rate (Elementary level) in 61 districts with SC population. The Committee is surprised to note that drop-out rate (Elementary Level) in Rajasthan having 2 districts with SC population has increased from 57.02% in 2001-02 to 65.39% in 2007-08. Similarly in West Bengal having 9 districts with SC

population, drop-out rate has gone up from 63.52% in 2001-02 to 67.10% in 2007-08. Position is equally grim with regard to 109 districts having ST population. Here again, some States instead of showing some improvement seem to be going down as indicated below:-

Drop out rate (Elementary Level)		
State	2001-02	2007-08
Assam (2)	72.84	75.47
Dadra & Nagar Haveli (1)	63.65	66.66
Orissa (13)	56.66	82.99
Rajasthan (4)	59.57	14.29

States like Gujarat, Manipur, Meghalaya, Mizoram, Tripura have a drop-out rate of 60 to 65. Another discouraging trend noticed by the Committee with regard to districts having SC/ST population is that out of 81.50 lakh out of school children in the country, about 20.58 lakh children are in 61 districts (having SC population) and about 9.50 lakh such children are in 109 districts having ST population. **In view of the above scenario, the Committee strongly feels that during the last two years of the Eleventh Plan Period, the Department has to carry out the implementation of all the components of SSA in all the low retention districts and districts having SC/ST population in a mission mode. The Committee calls upon the Department to conduct specific survey in these districts to find out the reasons for such high drop-out rate and take corrective measures accordingly. The Committee, therefore, recommends that the Department should constantly keep on monitoring the progress being made in these districts. Only then, it would be possible to reach the goal of SSA in the real sense.**

INFRASTRUCTURE DEVELOPMENT UNDER SSA

3.4.1 The Committee takes note of the following cumulative performance registered under the SSA with regard to new schools opened, school buildings constructed, additional classrooms constructed and teachers recruited till 31.12.2009:-

Items	Cumulative Targets up to 2009-10	Cumulative Achievements up to 31.12.2009
Opening of new schools	3,32,333	3,00,895 (90.5%) schools opened
Construction of school buildings	2,63,015	2,42,608 (92.24%) completed & in progress
Construction of additional classrooms	11,05,125	1033719 (93.53%) completed & in progress

Drinking water facilities	1,98,154	1,88,198 (94.97%) completed & in progress
Construction of Toilets	3,34,916	2,88,706 (86.20%) completed & in progress

3.4.2 The Committee is happy with the overall achievements under all these components. The Committee would, however, like to point out that overall achievement level under different infrastructure related components of SSA does not depict the ground realities fully. Out of 2,42,608 school buildings reported to be constructed and in progress, construction process is continuing in respect of 37,050 school buildings. Similarly, 1,62,675 additional classrooms are being constructed out of 10,33,719 additional classrooms reported to be completed and in progress. Same is the status of toilets where out of 2,88,706 toilets constructed and in progress, as many as 31,485 are yet to be completed. With regard to 1,88,198 drinking water facilities, construction work in 5,822 places is still going on.

3.4.3 The Committee has observed wide disparities in the targets and achievements in different States. There are slow performing States like Arunachal Pradesh, Jammu & Kashmir, Assam and West Bengal which have lagged behind in opening of new schools, for reasons as varied as non-availability of land to lack of sanctions and policy for opening schools and delay in State share. Bihar, Jammu & Kashmir, West Bengal have performed poorly on the component of construction of School Buildings. Similarly, Jammu & Kashmir, Madhya Pradesh, Bihar and West Bengal have been slow in construction of additional classrooms and drinking water facilities, main reason being lack of adequate technical staff. And lastly, Karnataka, Madhya Pradesh, Uttarakhand and West Bengal have shown very slow pace with regard to construction of toilets.

3.4.4 The Committee feels that infrastructure and ancillary facilities are the initial blocks in building a strong base of education and therefore procedural delays for various approvals are unacceptable excuses in achieving the goals of the Sarva Shiksha Abhiyan. The Committee is aware that many schools were running without proper infrastructure, rooms, drinking water, sanitation facilities etc and the Department cannot afford to ignore such inadequacy of infrastructure at primary and upper primary level. The Committee has been given to understand that the constraints of States including those relating to policy matters are reviewed in quarterly performance review meetings held with States under various interventions of SSA. The Committee is of the view that constraints as indicated by

different States can be easily removed if taken up with the concerned authorities at the highest level. All these so called problem areas need to be resolved by the States. Department has to play a more pro-active role in such matters.

QUALITY UNDER SSA

3.5.1 Quality of elementary education being imparted to the children is another aspect that has engaged the attention of the Committee. One of the major objectives of SSA is to enhance the quality of learning. For this purpose SSA ensures that (i) children receive text books and work books (ii) teachers are made available to ensure that required pupil teacher ratio is maintained (iii) teachers get in service training (iv) block and cluster resources centres are set up for continuing academic resource support to schools and teachers (v) teachers are provided an annual teacher grant for local teaching learning material. **SSA also provides for learning enhancement through introduction of early reading and early mathematics programme. However, inspite of all these initiatives the ground reality presents a poor picture. It is widely reported that the students of higher class can not read text books of lower class indicating a very poor quality of education being imparted to the children.** The Department has itself admitted that there has been a modest improvement in achievement level as per the National Learning Achievement Survey indicated below:-

		Maths	Language	EVS	Science	Soc.Sc.
Class III (29 States/UTs)	Ist Rd.	58.25	63.12 67.00	-	-	-
	2 nd Rd.	61.90		-	-	-
Class-B (31 States/UTs)	Ist Rd.	46.51	58.57	50.30	-	-
	2 nd Rd.	48.50	60.31	52.19	-	-
Class-VII (10 States/UTs)	Ist Rd.	30.50	54.24	-	37.78	34.04
	2 nd Rd.	40.40	57.30	-	42.90	44.40
Class (VIII 17States/UTs)	Ist Rd.	39.17	53.86.	-	41.30	46.19
	2 nd Rd.	42.57	56.50	-	42.70	47.90

The above data reveals students from class V onwards perform very poorly in mathematics, science and social science subjects. Class VII & VIII students perform extremely poor in mathematics with just 30.50% and 39.17% of the students being able to pass the subject.

3.5.2 So far as learning enhancement is concerned, the Committee has been expressing its serious and grave concern over the quality of education being imparted to the children and recommending improvement in the quality of education at the elementary level. **The Committee takes note of the constitution of the National Resource Group for Quality-Education which**

will be advising the SSA on quality aspect of the elementary education. Committee's attention has also been drawn by some innovative quality programmes initiated by the States for enhancement of learning such as Children's Learning Acceleration Programme for Sustainability (CLAPS) of Andhra Pradesh, Bidya Jyoti of Assam, Bodhi Viriksha of Bihar, Aadhar of Himachal Pradesh, Buniyad and Buniyad plus of Jharkhand, Nali Kali of Karnataka, Noottukku Nooru of Kerala, Nandadeep Shala of Maharashtra Nai Disha of Uttar Pradesh etc. The Committee strongly feels that it is high time that qualitative aspect of elementary education is given the required attention. Uptill now the entire focus has been on the quantitative expansion. One pro-active step which can be taken by the Department at the earliest, is to share with those States not performing well all the quality improvement programmes being implemented by some States. Secondly, indentifying the weak districts just like the 'low retention districts' followed by all remedial measures for their improvement will go a long way in making things better.

FUNDING PATTERN UNDER SSA

3.6.1 As the SSA programme was envisaged to be implemented in mission mode in partnership with the States and local bodies, the funding pattern of SSA was also envisaged to be on sharing basis. During the Eleventh Plan, the fund sharing pattern between the Centre and States was fixed to be 65:35 for the first two years of the Plan, 60:40 for the third year, *i.e.* 2009-10. The funding pattern for 2010-11 and 2011-12 would be in the ratio 55:45 and 50:50 respectively. With regard to North East States, the funding is in the 90:10 ratio. The Committee was informed that during 2008-09, majority of the States/UTs, *i.e.* Andhra Pradesh, Arunachal Pradesh, Chhattisgarh, Himachal Pradesh, Jammu & Kashmir, Maharashtra, Meghalaya, Orissa, Puducherry, Punjab, Rajasthan, Tripura, Uttarakhand and Andaman & Nicobar Islands could not provide their proportionate share for the programme. During 2009-10 also, overall shortfall in State share as on 31st December, 2009 was reported to be Rs. 1137.65 crore. The Committee also notes that all the States failing to release their share in 2008-09 failed to do so during 2009-10 also. Not only this, Manipur, Mizoram and Nagaland were not in a position to release even their 10 per cent contribution upto 31st December, 2009. Position is going to deteriorate further during 2010-11 when these States would be required to share additional 5 per cent.

3.6.2 The Committee understands that the inability of these States in contributing their share has hampered the achievements made under SSA in these particular States. Their financial constraints with regard to SSA could increase manifold in view of requirement of enormous funds for implementation of the Right to Education Act. As per the assessment of the National University for Educational Planning and Administration the cost of implementation of the Act for a period of five years would be about Rs. 171,000 crore. The Committee can only conclude that many States would not be in a position to meet their share for RTE. As a result, several States have again begun seeking revision of the SSA funding pattern to factor in the RTE requirements. The Committee was informed that MHRD has taken up the issue of change in funding pattern with the Planning Commission and the Ministry of Finance for the combined SSA-RTE requirements. The Committee desires that the issue of funding may be considered in the light of the States inability to bear the huge financial burden and the matter be referred to the National Development Council. This issue must be considered during the forthcoming meeting of the National Development Council being convened to consider and adopt the Mid Term Appraisal of the XI Five Year Plan.

EDUCATIONAL GUARANTEE SCHEME (EGS) AND ALTERNATIVE AND INNOVATIVE EDUCATION (AIE) UNDER SSA.

3.7.1 SSA reaches out to the hardest to reach children by setting up of centres under Alternative and Innovative Education (AIE) and Education Guarantee Scheme (EGS). AIE Centres are intended for children in difficult circumstances, with no regular schooling experience or whose schooling has been disrupted. These centres transact a specially tailored curriculum and pedagogic practices that seek to impart required age/grade specific knowledge and skills so that a child is ready to be enrolled in a regular school. As and when children in AIE Centres are mainstreamed into the regular schools, the AIE Centres are closed down. In 2009-10, there were 61,000 AIE Centres across the country catering to 18.31 lakh children. EGS centres are intended to provide access to formal schooling through a regular curriculum and text books to children in habitations that do not qualify for a regular school due to existing State norms for opening schools. Often EGS centres are sanctioned in remote habitations with few children and upgraded to regular schools within two years. There were a total number of 26,548 EGS Centre

functioning in 2009-10 with 24,24,807 children enrolled in these centres. During the same year, 2962 EGS Centres were upgraded to regular schools.

3.7.2 The Committee notes that out of 26,548 EGS Centres functioning in the country maximum are located in West Bengal (17,808) followed by Assam (5141), Arunachal Pradesh (1499), Manipur (970) and Meghalaya (689). On being inquired whether any proposal to upgrade EGS Centres into regular schools in the above mentioned States has been received, the Department informed that Assam has decided to upgrade 1521 centres out of 5141 to primary schools and West Bengal has taken a decision to upgrade the 17,808 EGS Centre into primary schools in a phased manner. However, no such proposal has been received from Arunachal Pradesh, Manipur and Meghalaya so far. **The Committee, while understanding the need of the EGS and AIE Centres would like to point out that they are not a substitute for formal schooling and these centres needed to be replaced with regular schools as expeditiously as possible.**

GIRL'S EDUCATION UNDER SSA AND SPECIAL INITIATIVES TAKEN TOWARDS GIRLS EDUCATION.

3.8.1 One of the goals of SSA is bridging gaps especially the gender gap not only in terms of equal opportunities but also in eliminating disparities both in enrolment and retention. The Committee was informed that at the national level, the gender gap at primary and upper primary level has declined as under:-

Years	Primary level	Upper primary level
2003-04	4.8%	8.8%
2008-09	3.23%	4.85%
% of decline	1.57%	3.95%

The data indicates a marginal decrease in the gender gap especially at the primary level from 2003-04 upto 2008-09, though at the upper primary level there is appreciable decrease of 3.95% during the same period. The gender parity was stated to be 0.94 at the primary level and 0.91 at the upper primary level during 2008-09. It was informed that there were 26 districts in the country where gender gap was above 10% at primary and 20% at upper primary level. The maximum number of these districts were in Rajasthan (9) followed by Punjab (5), Jammu & Kashmir (4), Gujarat, Bihar, Arunachal Pradesh (2 each) and Daman & Diu & Madhya Pradesh (1 each).

3.8.2 Some special initiatives are also taken towards girls education under SSA such as provision for availability of schools within one k.m. from habitation at primary level and within three k.m. at upper primary level; provision for upper primary schools exclusively for girls; separate toilets for girls, back to school camps for out of school girls; bridge courses for older girls; recruitment of 50 per cent women teachers; early childhood care and education centres in/near schools in convergence with ICDS programme etc. Teachers' sensitization programmes to promote equitable learning opportunities; gender sensitive teaching-learning material including text books; intensive community mobilization efforts and 'Innovation Fund' per district for need based interventions for ensuring girls' attendance and retention are the other initiatives.

3.8.3 The Committee notes that the provision of girls only upper primary schools has resulted in positive outcomes in the States of Arunachal Pradesh, Daman & Diu, Goa, Orissa and Rajasthan. Similarly, percentage of women teachers was stated to be above 50 per cent (as per DISE 2008-09) in Andaman & Nicobar Islands, Chandigarh, Dadra & Nagar Haveli, Daman & Diu, Delhi, Goa, Gujarat, Karnataka, Kerala, Lakshadweep, Meghalaya, Puducherry, Punjab, Rajasthan and Tamil Nadu. Under 'Innovation Fund', around 4 crore girls were said to have been benefited, progress of providing separate toilets for girls in some of the States *viz.* Arunachal Pradesh, Bihar, Chhathisgarh, Daman & Diu, Goa, Jharkhand, Madhya Pradesh, Meghalaya, Mizoram, Nagaland and Rajasthan was also stated to be over 50 per cent.

3.8.4 The Committee also notes two additional component schemes launched in respect to girls' education. These schemes are being implemented in the educationally backward blocks of the country to promote gender parity.

THE NATIONAL PROGRAMME FOR EDUCATION OF GIRLS AT ELEMENTARY LEVEL (NPEGEL)

3.8.5 The National Programme for Education of Girls at Elementary Level (NPEGEL), is a focused intervention to reach the "hardest to reach" girls. The scheme addresses the needs of girls who are 'in' as well as 'out' of schools. It is an important component of SSA, which provides additional support for enhancing girl's education over and above the investments for girl's education through normal SSA interventions. The programme provides for development of a "model school" in every cluster with more intense community mobilization and supervision of girls' enrolment in schools. Gender

sensitization of teachers, development of gender-sensitive learning materials, and provision of need-based incentives like escorts, stationery, workbooks and uniforms are some of the components under the programme. The scheme is being implemented in educationally backward blocks (EBBs) where the level of rural female literacy is less than the national average and the gender gap is above the national average; in blocks of districts which are not covered under EBBs but are having at least 5 per cent SC/ST population and where SC/ST female literacy is below 10 per cent and also in selected urban slums. About 3261 educationally backward blocks are covered under the Scheme in 25 States. Under NPEGEL upto 31st December, 2009 around 40,322 Model cluster schools have been opened, 10,104 early childhood care and education (ECCE) centres are being supported, 26,838 additional classrooms have been constructed, and 2,14,731 teachers have been given training on gender sensitization. In addition, remedial teaching to 24,18,036 girls, bridge course covering 4,37,645 girls, including additional incentives like uniforms etc. to about 14,37,318 girls have also been provided under the scheme.

KASTURBA GANDHI BALIKA VIDYALAYA (KGBV)

3.8.6 Kasturba Gandhi Balika Vidyalaya (KGBV) is a scheme, for setting up residential schools at upper primary level for girls belonging predominantly to the SC, ST, OBC and minority communities. The scheme is being implemented in educationally backward blocks of the country where the female rural literacy is below 30 per cent and in select urban areas where female literacy is below the national average. The KGBV, since merged with the Sarva Shiksha Abhiyan (SSA), provides for a minimum reservation of 75 per cent of the seats for girls belonging to SC, ST, OBC or minority communities and priority for the remaining 25 per cent is accorded to girls from families below poverty line. Out of 2573 sanctioned KGBVs, 2565 KGBVs, are reported to be functional as on 31st January, 2010 in the States with 1,96,786 girls enrolled in them.

The Department has informed that KGBVs are not sanctioned in all 3479 EBBs in the country and as such there is a requirement of an additional 906 KGBVs of 100 seat capacity. A proposal to extend the KGBV scheme to cover to all the EBBs in the country is presently under consideration.

3.8.7 The Committee notes that a joint evaluation of NPEGEL & KGBV schemes was undertaken in 2007 in 13 States. While overall there is a positive impact of these schemes in reaching out to girls from most deprived and rural areas of the country, some areas highlighted for improvement are as follows:-

- **Greater effort is required to reach out to girls from minority communities and other extremely disadvantaged social groups**
- **There needs to be a policy/guideline for the recruitment and training of KGBV teachers**
- **Hygiene, sanitation and physical environment of KGBVs needs attention**
- **Parents want KGBVs to be extended to class 10.**

The Committee hopes that corrective measures on these recommendations made in the joint evaluation must have been undertaken. If not, the Committee would appreciate required action is taken without any further delay.

3.8.8 Committee’s attention has also been drawn to the 11th Joint Review Mission for SSA conducted in January, 2010 which has noted the positive difference that KGBV has made in the lives of girls facing major social, economic and cultural barriers. The Committee hopes that as advised by the Joint Review Mission, steps for undertaking qualitative research of KGBV by reputed institutions must have been taken by the Department. The Committee also notes that a proposal for opening of additional 906 KGBVs to cover all the 3479 EBBs in the country is presently under consideration. The Committee would like to emphasize that all efforts need to be made for expansion of KGBV scheme.

TEACHERS RECRUITMENT AND TRAINING UNDER SSA

3.9.1 Since the inception of SSA, a total of 12,82,419 posts of teachers have been sanctioned, out of which 10,21,937 teachers (79.69%) have been recruited till 31st December, 2009. The Committee, however, notes that some of the States show considerable gaps in teacher recruitment as indicated below:

State	Teachers sanctioned	Teachers recruited	Percentage Achievement
Assam	3042	0	0.00
Bihar	2,60,841	1,60,145	61.40
Tripura	5770	3902	67.63

Manipur	365	0	0.00
Nagaland	590	0	0.00
Jammu & Kashmir	38104	27222	71.44
Sikkim	410	185	45.12
Uttarakhand	7559	5998	79.35
Tripura	5770	3902	67.63
West Bengal	1,07,219	59032	55.06
Daman & Diu	95	63	66.32

On a specific query about very slow progress in the recruitment of teachers in these States, the Committee was informed that in Bihar, recruitment process is held up due to litigation. However, West Bengal has got all the legal problems resolved and by September, 2010, all vacancies are intended to be filled up. With regard to Tripura and Sikkim, recruitment exercise has been completed and 900 teachers have already joined in January, 2010. In Assam and Sikkim, recruitment process is on. Manipur is finalizing its recruitment policy. While in Jammu & Kashmir, recruitment process is likely to be completed by 30th June, 2010 in Uttarakhand recruitment process is yet to be initiated. **The Committee observes that all the States showing the maximum shortfall of teachers have been sensitized. The Committee would, however, like to point out that vigorous monitoring on the part of the Department would be required to bridge the visible gap between teachers recruited and required. Considering the scale of the challenge, the Department should in interaction with the States, evolve an annual targeted and PERT schedule for recruitment and training of teachers. A mission mode approach would be desirable. A quarterly monitoring system should be instituted and the outcome reflected in periodic reports of the Ministry.**

3.9.2 The Committee takes note of the fact that the number of teachers sanctioned under SSA does not represent the teacher requirements as per the RTE Act which lays down a PTR of 30:1 as compared to SSA norm of 40:1 and 35:1 for the upper primary stage, and Head Teacher and part time instructors for Art Education, Health and Physical Education and Work Education in schools having more than 100 students. Not only this, RTE also mandates that the prescribed PTR has to be maintained in respect of each school rather than an average for the block/district/state. The Committee has been given to understand that States have been advised to rationalize teacher deployment, fill up existing vacancies in the State sector as also vacant posts under SSA. The Committee observes that teacher

recruitment is the biggest challenge before the Department. Status of teachers under SSA depicts glaring shortfalls especially in the very crucial States. With the RTE coming into force, this challenge has assumed almost impossible level of achievement, especially in view of quality aspect. The Committee can only point out that along with recruitment drives to be undertaken in a mission mode, teacher training both at induction and in-house levels has to be strengthened. In addition, capacity of existing Teaching colleges also needs a review.

3.9.3 Recruitment of para teacher also engaged the attention of the Committee. As per DISE 2008-09 data, there are about 9.39% para teachers in the States/UTs. Jharkhand (47.26%), West Bengal (16.89%), Uttar Pradesh (26.26%), Mizoram (27.88%), Jammu & Kashmir (24.29%), Arunachal Pradesh (16.32%), Chandigarh (16.91%) and Himachal Pradesh (15.52%) have the largest percentage of para teachers. In addition, Committee's attention has been drawn by the recruitment of a very large number of untrained teachers that too by the most crucial States. Out of total para teachers appointed under SSA, percentage of untrained teachers is also quite high. Following details are self-revealing:

State	Percentage of Untrained Regular Teachers	Percentage of Untrained Para Teachers
Arunachal Pradesh	68.34	92.85
Assam	48.63	84.66
Jammu & Kashmir	33.35	61.24
Jharkhand	9.99	61.61
Manipur	49.89	68.55
Meghalaya	60.60	71.15
Mizoram	16.95	76.80
Nagaland	76.50	77.14
Sikkim	54.71	78.72
Tripura	57.83	79.24
Uttar Pradesh	3.85	65.37
Uttarakhand	9.74	62.14
West Bengal	24.06	81.62

3.9.4 The Committee also observes that in some of these States, percentage of para teachers recruited is higher than the regular teachers recruited. Not only this, qualification norms for recruitment of teachers prescribed by NCTE are being followed in very few States like Delhi and Karnataka. A large number of States including Bihar, West Bengal, Jharkhand, Uttar Pradesh and Chhattisgarh and most of the North Eastern States have recruited teachers not having NCTE prescribed qualifications. For instance, in West Bengal, the minimum qualification for primary school teacher is class X. **The Committee was informed that the States have been advised to**

facilitate the training of untrained teachers through distance education programmes instituted by IGNOU and the State Open Universities. The Committee would, however like to point out that this alone would not meet the present requirement of training to be given to a very large number of untrained teachers recruited both under SSA and recruited by States directly. In fact this requirement is going to increase manifold with the RTE Act coming into force. One must not forget that the RTE Act provides a period of maximum 5 years for untrained teachers to acquire the prescribed professional qualifications.

3.9.5 The Committee is constrained to observe that teacher training has remained on the margins of the Indian academia and training of primary and upper primary school teachers outside its domain. The Committee feels that the absence of professionally trained teachers will lead to deprivation of quality education to the children of the country. The Committee is of the view that upto now focus had been primarily on quantitative expansion of SSA. Qualitative aspect has some how not got the required attention. With the RTE Act coming into force, 5.1 lakh additional teachers will be recruited who would need induction training. Besides that 7-6 lakh untrained teachers will have to be trained along with in-service teacher training for 34 lakh teachers. Recruitment of teachers as required under SSA and RTE and provision of training to untrained teachers as well as induction and in-service training are the biggest challenges before the Department. The Committee accordingly, recommends that the Department in coordination with all the States, especially those not performing well, will have to chalk out an Action Plan and get the same implemented in a mission mode. All the problem areas identified during the implementation of SSA will have to be resolved at the earliest.

SSA & RIGHT OF CHILDREN TO FREE AND COMPULSORY EDUCATION (RTE) ACT, 2009

3.10.1 The Right of Children to Free and Compulsory Education Act, 2009 implemented *w.e.f.* 1st April, 2010, is a landmark initiative towards improving the quality of education alongwith the quantitative expansions, The Act mainly provides:-

- (i) the right of children to free and compulsory education till completion of elementary education in a neighborhood school.
- (ii) compulsory admission, attendance and completion of elementary education to every child in the 6-14 age group; without any fee or charges or expenses.

- (iii) admission of every child to his age appropriate class.
- (iv) the duties and responsibilities of appropriate Governments, local authority and parents
- (v) the norms and standards relating to Pupil Teacher Ratios (PTRs), buildings and infrastructure, school working days, teacher working hours.
- (vi) appointment of appropriately trained teachers, with the requisite academic qualifications;
- (vii) punitive action for (a) physical punishment and mental harassment of children. (b) screening procedures for admission of children, (c) charging capitation fees, (d) private tuition by teachers, (e) running of schools without recognition, and
- (viii) protection and monitoring of the child's right to free and compulsory education and redressal of grievances by the National and State Commissions for Protection of Child Rights.

3.10.2 The coming into force of the Act has generated a lot of euphoria. The Act ensures every child the right to guaranteed quality elementary education. However, its implementation requires exclusive dedicated efforts as in spite of similar significant achievements under SSA, there are still as many as 81 lakh children out of school and the drop out rate continues to be very high in respect of certain social groups. Given the disparities in infrastructures and allied facilities, across the States coupled with varied social and geographical considerations, it would be a challenging task under the RTE Act to bring those 81 lakh out of school children to the schools.

3.10.3 The Committee is of the considered view that the teachers would be the main stakeholders in implementation of RTE. Focus should therefore be to improve the quality of teaching and learning in case the objective of providing access and quality of education to all children is to be ensured in the right spirit. The Committee is given to understand that currently more than 5.23 lakh teacher posts are vacant and to bring the pupil-teacher ratio to 30:1 as prescribed by RTE Act, 5.1 lakh additional teachers are required to be recruited. The Committee feels that the SSA should serve as the special vehicle to fill up those vacant posts of teachers. The Committee would like the Department to hold talks with all States Governments and chalk out a time bound action plan to recruit regular trained teachers. RTE has provided the much needed legal framework to fill vacant posts of teachers piling up over the years. Achievements on all components of the Act are possible only when Central Government together with all States/UTs jointly strive hard to realize the noble objective with which this Act has been piloted and passed in Parliament last year.

3.10.4 The Committee has been given to understand that the following SSA norms will require changes to bring them into conformity with RTE:

- Pupil Teacher Ratio,
- at least one classroom for every teacher,
- office-cum-store-cum-Head Teacher's room,
- upper primary schools within the prescribed limits of neighborhood and
- provision for Libraries in schools

The Committee hopes that pre-liminary exercise on the above-mentioned parameters must have been initiated by the Department. If not, the Committee would appreciate that required steps are taken at the earliest to harmonize the vision, strategy and norms of SSA with those of RTE. Similarly, the department would continue to secure independent evaluation of teaching outcomes with a view to focusing on areas, sectors and regions which are specially problematic.

3.10.5 Similarly, the Department in order to encourage supply side responses would have to make special efforts for better utilization of improved infrastructure both in Government and Private unaided institutions and accordingly send necessary advice to all the State Governments. The issue of viability of private unaided institutions in view of new obligations being cast on them under the RTE would also receive due consideration of the Government.

IV NATIONAL PROGRAMME OF MID-DAY-MEAL IN SCHOOLS

4.1.1 With a view to enhance enrollment, retention and attendance and simultaneously improve nutritional levels among children the Mid-Day-Meal programme was launched as a centrally sponsored Scheme initially at primary level in 1995. Now the scheme is applicable to all children of primary and upper primary classes covering even children attending Government, Government-aided and local body schools and EGS/AIE centres including Madarsa and Maqtab supported under SSA. Under the scheme, hot cooked meal is provided to children of primary level with 450 calories & 12 grams of protein and to the children of upper primary level with 700 calories & 20 grams of protein with adequate quantities of micro-nutrients. The scheme is implemented by the State Governments/UT Administrations. However, the cost of the scheme is

shared between the Centre and the States on 75:25 basis. For the N-E States the sharing pattern is 90:10. In order to facilitate uninterrupted implementation of the scheme, the Government of India provides funds and food grains to the States and UTs in advance.

FUND UTILISATION UNDER MDM SCHEME

4.2.1 Eleventh Plan Outlay for the Mid-Day Meal Scheme is Rs. 48,000 crore. Plan allocation and utilization thereof during the first three years of the Plan period does not present a very encouraging scenario. Allocated Funds have remained under-utilized during this period as indicated below:

(Rs. in crores)

2007-08		2008-09		2009-10	
BE	Actuals	BE	Actuals	BE	Actuals
7324.00	5835.44	8000.00	6688.02	8000.00	5887.01

One of the reason given to the Committee for this situation is that earmarked provision of 10 per cent under NER sub-head could not be utilized because number of the children covered in N-E Region under the Scheme is only about 5 per cent of the total number of children covered in the country. The Committee is of the view that this issue needs to be examined thoroughly and if final assessment also indicates the requirement of only 5 per cent of allocation for the scheme, then Department should approach the Planning Commission and Ministry of Finance. If need be, such funds can be easily utilized by the Department for other schemes.

4.2.2 Committee's attention has also been drawn by the availability of unspent balance of Rs. 1316 crore and Rs. 1030.63 crore with the States/UTs as on 31.3.2008 and 31.3.2009 respectively. These funds were adjusted against the admissible central assistance for 2008-09 and 2009-10. Funds remaining under utilized in a Flagship scheme is a cause of serious concern for the Committee. Availability of unspent balance with States/UTs in two consecutive years clearly indicates that the scheme is not being implemented as envisaged. The Committee finds that the same allocation (Rs. 8000 crore) has been made for 2010-11 also. The Committee would appreciate if concerted efforts are made for optimum and judicious utilization of funds under the scheme during 2010-11.

LIFTING OF FOODGRAINS

4.3.1 As per the information made available by the Department, almost all the States/UTs have been failing to lift their gross allocated share of foodgrains. Further, they are even failing to utilize the foodgrains so lifted. Data relating to the year 2008-09 shows that all the States/UTs have been lifting less than their share and reporting even lesser utilization with the following States showing the minimum utilization:

(in MTs)

State/UT	Gross Allocation 2008-09	Lifting 2008-09	Utilization 2008-09	% utilization
Assam	106053.43	39406.85	29802.27	28%
Bihar	236037.90	132297.71	124135.78	53%
Goa	3474.03	1278.09	1601.04	46%
Manipur	7003.62	2473.90	2901.02	41%
Tripura	17340.04	6564.68	7594.63	44%
West Bengal	268213.82	142079.16	149631.66	56%
Chandigarh	2124.42	956.84	905.79	43%
Delhi	35798.19	15242.82	15242.82	43%

4.3.2 The Committee notes that substantial quantum of foodgrains allocated in the previous year was also available with almost all the States/UTs. The very purpose of the scheme gets diluted if there is under utilization of allocated foodgrains. On being inquired from the Department regarding less lifting and under utilization of food grains it was informed that there were State specific reasons for the same. For instance, Bihar could not lift the entire foodgrains share because of floods and heavy rains. In Goa and Delhi, the delayed start of the scheme at upper primary level caused less utilization. In Chandigarh, all children of primary and upper primary classes did not take cooked mid-day meal whereas in West Bengal 5 per cent institutions at primary and 39 per cent institutions at upper primary level were yet to be covered under the scheme. Assam, Manipur and Tripura were yet to give their reasons for less lifting and under utilization. The Committee is surprised to note that not only the States, the status of lifting as well as utilization of food grains is quite poor even in UTs like Chandigarh, Dadra & Nagar Haveli, Daman & Diu and Pondicherry, which are under the administrative control of the Centre. There is perhaps lack of proper planning and coordination between Centre and States in so far as actual requirement of foodgrains is concerned. The Committee is, however, given to understand that the Programme Approval Board at the beginning of the year after

reviewing the performance of the previous year approves the number of children and number of school working days. The Committee fails to comprehend the factors behind the availability of foodgrains inspite of such a meticulous planning.

4.3.3 On a specific query in this regard, the Committee has been informed that utilization of foodgrains depends on actual attendance of students and regular serving of mid-day meal. The Committee finds these facts as deeply disturbing. The very fact that surplus foodgrains are available due to irregular attendance of students and mid-day meals not being served daily defeats the very objective of this Flagship Scheme conceived for improving the student retention. The Committee strongly feels that a beginning needs to be made from the first quarter of 2010-11, itself, to identify the States not performing well and take correctives measures so as to ensure both regular attendance of students and serving of meals without break.

INFRASTRUCTURE UNDER MDM SCHEME

4.4.1 The Committee notes that besides transportation assistance and cooking cost (on sharing basis) assistance, funds for construction of Kitchen sheds, are also being provided to States/UTs. However, the States have failed to make optimum use of the central assistance. As per the information made available to the Committee, out of the total 7,46,758 kitchen sheds sanctioned as on 30.9.2009, only 4,55,652 kitchen sheds could be provided and there were still 2,62,809 schools where no kitchen sheds were available. **The Committee would like the Department to share with it the State wise status of kitchen sheds along with the steps taken to ensure timely completion of the same.**

PROBLEM AREAS

4.5.1 Committee's attention was also drawn to the complaints being received about poor quality of meals supplied by NGOs and other agencies. Some members of the Committee were in favour of the scheme being implemented entirely through panchayats instead of NGOs. To this, the Department clarified that only NGOs who undertake to supply the mid-day meal on a no profit basis, willing to work with PRIs/Municipal bodies in accordance with relevant guidelines of the State Governments are involved in the supply of cooked mid-day meal. As and when any complaint comes to the notice of the Government, the same is got investigated through

the respective State Government for taking appropriate measures including blacklisting of the NGO. As for the implementation of the Scheme through panchayats, the Department clarified that relevant guidelines have such provisions. **The Committee, observes that in spite of the procedural mechanism, complaints are routinely being received against the NGOs and other agencies with regard to poor quality of meals. The Committee would like to stress that remedial steps should be taken to prevent even a single instance of complaint. In addition to blacklisting the NGO, stringent penal action under IPC should also be taken against the erring NGOs/supplying agencies for committing irregularities/supplying inferior quality of food.**

4.5.2 Some members raised the issue of non availability of foodgrains to the extent that many schools are not being provided timely financial assistance resulting in non availability of foodgrains and on occasions the mid-day meals being stopped altogether particularly in remote/rural areas which speaks very poorly about the States implementation and the monitoring mechanism by the agencies responsible. **The Committee finds that foodgrains being supplied to States/UTs undergo joint inspection by nominee of District Collector/CEO of Zila Panchayat and FCI officer. Not only this, the scheme guidelines provide for inspection of 25 per cent schools/EGS/AIE centres every quarter by the supervisory officers. The Committee would like to have the feedback pertaining to quarterly inspections conducted in 2008-09 and 2009-10 along with follow-up action taken.**

4.5.3 Committee's attention was also drawn towards pilferage taking place in many places in the Mid-Day Meal Scheme. The Department clarified that in order to check pilferage, guidelines have been issued to display all information *viz* quantity of foodgrains received, date of receipt, utilization, number of children given mid-day meal, daily menu and members involved in programme etc. In addition, provision of inspection is also there. The Committee would like to emphasize that only a strong and effective monitoring mechanism can prevent such pilferage. Another suggestion could be to appoint the cook-cum-helpers on regular basis and their remuneration be fixed on higher side. Given the high index of inflation, remuneration of Rs. 1000/- p.m appeared to be too meagre and instead forces them to commit pilferage for their sustenance. Better remuneration with a stable job would motivate them to render better service with a sense of commitment and responsibility. The Committee would like the Department to consider this suggestion in right perspective.

4.5.4 Committees' attention has also been drawn by reported engagement of teachers in cooking activities in schools. On a specific query in this regard, the Committee was informed that instructions have been issued on 8th October, 2009 to all States/UTs to ensure that teachers are not at all involved in the process of cooking and its supervision. Their involvement is to be restricted to supervising the serving of good quality, wholesome food to children. While appreciating the fact that the only advisories can be issued by the Department, the Committee would like the Department to conduct an all India review of status of cook-cum-helpers under the scheme. Wherever cook-cum-helpers are not in place, the Department may advise the concerned State Governments to recruit them without any further delay.

MISCELLANEOUS

4.6.1 The Committee also notes that a national level Committee was constituted by the Department on 30th July, 2009 with representatives from Madhya Pradesh, Jharkhand, Chhathisgarh, Orissa, Rajasthan and Gujarat and from the Ministries of Tribal and Minority Affairs. This Committee was to examine the expansion of the scheme to students of privately managed unaided schools with focus on tribal areas and minorities. **The Committee hopes that the report of the Committee would be coming out soon. More and more coverage of ST/Minority Students, the most marginalized section of student community under the scheme is a step long-awaited.**

4.6.2 At the national level, the Central Government monitors the scheme through a National level Steering-cum-Monitoring Committee (NSMC). The States/UTs were advised to set up State/District/Block and local level Committees to monitor the programme. All the States/UTs have constituted State Level Steering Monitoring Committees. The Department had advised all the States/UTs to constitute a district level committee and also include public representatives such as MPs/MLAs and Members of Zila Parishad. **While appreciating all these steps/measures the Committee would still like to point out that complaints continue to pour in regarding irregularities in supply of the mid-day meals and particularly the unhygienic food supplied to children. The Committee would like the Department to devise a focused approach for maintaining the hygiene and quality standards for cooking meals for the children.**

4.6.3 Committee's attention has been drawn by Joint Review Missions consisting of one representative from the Centre, one from the State Government, one from UNICEF and one NGO representative sent by the Department to selected States to assess the implementation of the scheme at the field level. The Committee would like to have an idea about the status Reports submitted by the Joint Review Mission along with the follow-up action taken thereon.

V. TEACHERS' EDUCATION

5.1 As envisaged in the National Policy on Education (NPE), 1986 and its programme of Action (PAO), a Centrally Sponsored Scheme of Restructuring and Reorganization of Teacher Education was launched in 1987 to create a sound institutional infrastructure for pre- service and in-service training of elementary and secondary school teachers and for provision of academic resource support to elementary and secondary schools. The scheme which provided central assistance to the States for setting up District Institutes of Education and Training (DIETs) for elementary teachers, Colleges of Teacher Education (CTEs) and Institutes of Advanced Study in Education (IASEs) and strengthening of State Council of Educational Research & Training (SCERTs) was revised in the Xth Plan. The scheme was proposed to be revamped during the XI plan.

5.2 The Committee notes that there are a large number of posts, both academic and non academic lying vacant in DIETs, CTEs and SCERTs in all the States/UTs with the position in the following States being quite alarming:-

DIETs

Posts Sanctioned

Posts Vacant

State	Academic	Non Academic	Total	Academic	Non Academic	Total
Andhra Pradesh	631	542	1173	348	184	532
Gujarat	650	364	1014	366	118	484
Madhya Pradesh	1180	1294	2474	393	237	6302
Rajasthan	546	571	1117	195	172	367
Uttar Pradesh	2030	1330	3360	880	382	1262
Jharkhand	562	515	1077	317	351	668

CTEs

State	Academic	Non Academic	Total	Academic	Non Academic	Total
Manipur	160	176	336	60	66	126
Orissa	138	259	397	78	76	154

SCERTs

State	Academic	Non Academic	Total	Academic	Non Academic	Total
Andhra Pradesh	61	66	127	31	27	58
Haryana	70	72	142	16	30	46
Tamil Nadu	26	65	91	15	30	45
Delhi	51	103	154	41	32	73

5.3 On being inquired about this state of affairs and the fate of evaluation report of the NCERT with regard to strengthening of DIETs, CTEs and SCERTs, the Department apprised the Committee that the evaluation report of the NCERT has been circulated to all the State Governments and intensive consultations have been held with them and other stakeholders. Based on the recommendations of the NCERT, the views expressed during consultations and the implications of the Right of Children to Free and Compulsory Education Act, the Government was in the process of revising the Teacher Education Scheme which would become operational after approval of the competent authority.

5.4 **The Committee notes that as on date 571 DIETs, 106 CTEs and 32 IASEs have been sanctioned in various States/UTs of which 534 DIETs, 104 CTEs and 31 IASEs are functional. However, as pointed out above some of the States have failed to fill up both the academic and non academic posts in their respective DIETs, CTEs and SCERTs. The Committee is unable to understand how the teacher Education institutions are being strengthened when such large number of posts/vacancies are lying vacant. Ministry's claim about a sizeable number of these institutes being functional appears a farce once it is established that there are 50 per cent to 60 per cent posts lying vacant.**

5.5 The Committee has been equally concerned about the teacher education courses and teacher education institutions proliferating in the country. It was informed by the Department that the curriculum and syllabus of the various teacher education courses were prepared by the State Governments in respect of elementary teacher education courses and by respective universities in respect of graduates and post graduate teacher education courses. The National

Council for Teacher Education (NCTE) has revised the National Curriculum Framework on Teacher Education in 2009 to improve the quality of teacher education by incorporating newer vision of school education. NCTE plans to prepare model curriculum and syllabi for various teacher education courses on the basis of the new framework. NCTE has also taken concerted steps for curbing proliferation of teacher education institutions and regulating the quality of such institutions. It has decided not to receive applications for teacher education courses in 13 States where the number of such institutions has already exceeded the demand. The NCTE also carried out inspection of several recognized institutions and cancelled the recognition of 549 teacher education courses found to be wanting on NCTE regulation, norms, and standards.

5.6 The Committee is of the firm view that teacher's education and strengthening of teachers training institutions in not receiving the priority it deserves in terms of the fund allocation, planning and human resource development. The budget allocation for this particular scheme aimed at creating institutional infrastructure for pre-service and in service training of elementary & secondary school teachers was Rs. 500.00 crore in 2009-10 which was revised to Rs. 325.00 crore at RE stage. The actual expenditure upto 31st March, 2010 was Rs. 323.13 i.e 1/3rd of the budget provision remained under utilized. One of the primary reasons given for under- utilization was that the States/UTs could not fill up vacant positions in the DIETs, CTEs and IASEs. The Committee is unhappy over under-utilization of funds for this scheme. It would like the Department to take up the issue with the States/UTs to ensure that vacancies in CIETs, CTEs, IASEs and SCERTs are filled up to the sanctioned level. It is a system failure that has resulted in miserable state of affairs in the Government-aided institutions. The Committee observes that there has been a proliferation of teachers education institutions across the country. The matter has been compounded with recognition of such institutions and it has now become more complex with their de-recognition while the model curriculum and syllabi uniformity applicable to all teacher education courses is yet to be finalized.

5.7 While the Committee favours adhering to uniform guidelines, norms and standards for teacher education, there is an urgent need to focus on some of the major recommendations of evaluation report submitted by NCERT which include strengthening of DIETs, upgradation of 10-12 per cent of DIETs to college level, linkage of DIETs to universities, colleges etc, strengthening of existing CTEs and IASEs, re-vitalization of

SCERTs as lead state level academic institutions linked to universities and revision of curriculum and syllabus of pre-service Teacher Education. The Committee hopes that the Department will come out with a time bound strategic plan of action on these far-reaching recommendations of the NCERT for improving the quality of the teacher education in the country. The Committee calls upon the Department to submit a detailed action taken note on the findings of NCERT to it. It would also like the Department to study reports from independent sources on teaching outcomes.

VI. KENDRIYA VIDYALAYA SANGATHAN

6.1 There are presently (as on 25.2.2010) 981 Kendriya Vidyalayas including 3 Kendriya Vidyalayas abroad viz Kathmandu, Moscow & Tehran. Of the total 981 Kendriya Vidyalayas, 502 are in civil sector, 350 in defence, 110 in public sector undertakings and 19 in the institutes of higher learning sector. Due to heavy demand for admission introduction of second shift in Kendriya Vidyalayas has been increased from 38 schools to 40 schools in the academic year 2009-10. Though KVs are basically day schools, 9 Kendriya Vidyalayas have hostel facilities also.

6.2 The Committee notes that out of the 981 Kendriya Vidyalayas, 31 KVs have been declared as smart schools. Each of these schools has been provided with Rs. 25.00 lakh for augmenting infrastructure and to enhance the quality of education through optimum use of I.T and multimedia. As many as 951 KVs have computer labs, 978 KVs have their schools websites and 967 KVs have internet facilities.

6.3 During the year 2010-11 Kendriya Vidyalayas have been provided Rs. 350.00 crore in BE under plan and Rs. 1652.00 crore BE under non-plan head. During 2009-10 the KVs could spend Rs. 225.00 crore only out of Rs. 340.00 crore sanctioned to it at RE stage under plan head.

6.4 The Committee notes that as on 2nd March, 2010, out of 981 KVs, 780 KVs were functioning in permanent buildings. 87 buildings were under construction, land has been identified at 73 places for building KVs. However, land was yet to be identified in respect of 33 KVs. During 2010-11, Government proposes to open 107 new KVs.

6.5 The Committee takes a serious view of the physical targets, in terms of school building construction, for setting up of KVs still being in various stages of progress. Even though

construction work was continuing in 87 KVs, still there were 12 KVs where land had been obtained but building plans were under preparation. Further for 33 KVs land was yet to be identified. The maximum number of such KVs are in the State of Jharkhand (7) followed by Jammu & Kashmir (6), Bihar and Uttarakhand (4) and one each KV in Arunachal Pradesh, Assam, Haryana, Lakshdweep, Madhya Pradesh, Mizoram, Nagaland, Punjab, Tripura & West Bengal. **The Committee strongly recommends that procedural and administration formalities should be completed within the shortest possible time so that physical targets are achieved in a time bound manner.**

6.6 Some members of the Committee raised the issue of difficulties being faced in opening new KVs at various places due to inadequacy of funds. Some other desired that more KVs should be opened for children to have quality education. The Committee would like the Department to take note of the same. Members of the Committee also expressed their displeasure over scraping of the Dispensation quota allotted to them for recommending admission of children. The members of the Committee desired that the provision of Dispensation quota should not only continue but also that number of coupons be increased from existing 2 to 5 to facilitate more admission to deserving poor children for quality education. The Committee would like the Department to consider the issue.

VII. NAVODAYA VIDYALAYA SAMITI

7.1 The Navodaya Vidyalaya Samiti, an autonomous organization under the Ministry of Human Resource Development, runs Jawahar Navodaya Vidyalayas. The Navodaya Vidyalayas are fully residential, co-educational institutions providing education upto senior secondary stage.

7.2 A total number of 576 JNVs are functional with 2.07 lakh students enrolled in them. 20 new JNVs were sanctioned in 2009-10 for SC/ST concentration districts. In terms of physical targets, it was informed that 89 JNVs buildings were under construction, while land is yet to be made available for 22 JNVs. Out of these 22 JNVs, 13 JNVs are functioning from temporary sites and 9 JNVs are non-functional. In some cases, although JNVs were sanctioned long back but land was yet to be made available as per following details:-

State	District where land is to be allotted	Year of sanction	States
Himachal Pradesh	Kullu	2001-02	Functional from temporary site
Bihar	Khagaria	1993-94	Functional from

			temporary site
Nagaland	Mokokchung	2001-02	Functional from temporary site
Jharkhand	Palamu	2002-03	Functional from temporary site
West Bengal	South 24 Parganas	2007-08	Non functional
West Bengal	South Dinajpur	2007-08	Non functional
Gujarat	Narmada	2007-08	Non functional
Assam	Kamrup-Urban	2007-08	Non functional

On being inquired as to how could fully residential schools be allowed to function from temporary sites for years together, the Department informed that State Governments were requested several times to provide adequate temporary accommodation so that JNVs are made functional at the earliest. However, in some cases, due to land disputes/other local factors, the transfer of land gets delayed. It was also informed that the NVS has decided not to sanction any new school without firm commitment on land and temporary accommodation. **The Committee would like to observe that JNVs should be sanctioned only after the feasibility regarding land availability is explored by the respective State Governments and a written commitment received on that behalf.**

7.3 Admission in Navodaya Vidyalayas is made at the level of class VI through a test conducted in the concerned districts in which the children had studied and passed the V class. A total number of 2,27,497 students were on the rolls of Navodaya Vidyalayas in 2009-10. The percentage of students belonging to rural, SC, ST and Girls in the Navodaya Vidyalayas has been encouraging as indicated below.

Years	Rural	SC	ST	Girls
2007-08	77.18	24.19	16.19	35.70
2008-09	77.93	24.19	17.18	36.15
2009-10	77.00	24.00	15.00	35.00

The Committee appreciates the educational need of the marginal section of rural India being taken care of in NVs.

7.4 On a specific query regarding the vacancy position of teachers in JNVs the Committee was informed that as on 31st December, 2009, against the sanctioned strength of 11,738 teachers in JNVs 1,483 posts of teachers were lying vacant. The vacancies keep on arising due to opening of new schools, up gradation of existing schools, change of streams at +2 level, retirement and resignation etc. **The Committee underlines the need for urgent filling up of these vacant**

posts. It opines that at least vacancies arising out of retirement could be anticipated much earlier and steps taken beforehand to fill them up to avoid backlog.

VIII. INFORMATION AND COMMUNICATION TECHNOLOGY (ICT) IN SCHOOLS

8.1 The Information and Communication Technology (ICT) @ School Scheme was launched in December, 2004 to provide opportunities to students at secondary stage to build their capacity on ICT skills and make them learn through computer aided learning process. The scheme intends to bridge the digital divide amongst students of various socio economic and other geographical barriers. The scheme provides support to States/UTs to establish enabling ICT infrastructure in Government and Government aided secondary & higher secondary schools.

8.2 The Committee was informed that the scheme has been revised in January 2010 with the following objectives:-

- the non-recurring cost now would be Rs. 6.40 lakh per school and recurring expenditure would be Rs. 2.70 lakh per year for five years from the year of sanction.
- revised sharing pattern would be 75:25 for all states except the North Eastern States for which the sharing pattern would be 90:10
- provision of a dedicated suitably qualified teacher for imparting computer literacy in all secondary and higher secondary schools
- training for 10 days and annual training for 5 days for all teachers
- Assistance to CIETs, SIETs and RIEs for content development
- establishment of 150 smart schools at the rate of one per district by State Government/UT
- reward for teacher for encouraging use of ICT innovations in education.

8.3 The scheme was granted a plan allocation of Rs. 300.00 crore in 2009-10 which was reduced to Rs. 200.00 crore at RE stage out of which only Rs. 185.55 crore could be spent up to 15th March, 2010. On being inquired for the reason of this reduction in funds the Committee was informed that it was due to non receipt of viable Computer Education Plans (CEPs) from the States on time, non-submission of utilization certificates from the States and non-intimation of budget provision in the state budget. The scheme has been provided with an enhanced allocation of Rs. 400.00 crore in 2010-11 BE.

8.4 The Committee was informed that the target of the scheme under the Eleventh Plan is to cover about 1 lakh Government and Government aided secondary and higher secondary schools. Out of the targeted 1 lakh schools, only 59,126 schools were approved for coverage and even out of these 59, 126 schools only 22,432 schools were fully covered upto 3rd March, 2010. The main reason for the gap between the schools approved and their coverage under the ICT Scheme was the delay in finalizing the process for installation of ICT hardware by the States. Coverage of 22432 schools was finally determined on the basis of utilization certificates received from various States.

8.5 The Committee expresses its deep concern over the slow pace of progress made under this scheme. The fact that less than 1/3rd of the targeted schools could be covered so far during the Eleventh Plan till March, 2010 reflects very discouraging performance of the scheme. **The Committee is apprehensive that given the slow performance of the targets till now, it would be a daunting task to cover majority of schools under the ICT scheme. The Committee, therefore, urges the Department to take steps in co-ordination with the States/UTs to enhance the pace of progress for this scheme.**

IX RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN

9.1 Rashtriya Madhyamik Shiksha Abhiyan scheme was launched in March, 2009 to universalize access to and improve quality of education at secondary stage but it could actually be implemented from the year 2009-10. The scheme is targeted to achieve a Gross Enrolment Ratio (GER) of 75% at secondary stage within 5 years, universal access by 2017 and universal retention by 2020. The physical targets of the scheme are aimed at providing facilities for estimated additional enrolment of more than 32 lakh students by 2011-12 through strengthening of about 44,000 existing secondary schools, opening of 11,000 new secondary schools, appointment of 1.79 lakh additional teachers and construction of more than 80,000 additional class rooms. As per the Statistics of School Education 2007-08 (provisional), the Gross Enrolment Ratio (GER) at secondary stage stood at 58.16 per cent as on 30.9.2007.

9.2 The Committee was surprised to find that out of Rs. 1353 crore provided in 2009-10, the Department could spend only Rs. 213 crore under Rashtriya Shiksha Madhyamik Abhiyan and yet the Department claimed to achieve the physical targets. The Department clarified that the physical target for 2009-10 provided for sanctioning for up-grading about 1500 upper primary

schools and strengthening of 5000 existing secondary schools. As against this, the PAB recommended setting up of 2478 new secondary schools and strengthening of 6998 existing secondary schools. However due to limited availability of fund in the revised estimate it has not been able to release central share in all cases. Consequently Rs. 474 crores has been released to 29 States/UTs in the current financial year. The remaining part of approved costs will be released in next financial year. Reduction of allocations at RE Stage indicates that the scheme was not fully operational even during 2009-10, by when it had already been delayed. The actual expenditure upto 31st December 2009 was abysmally low at Rs. 57crore.

9.3 The Committee was informed that project proposals were submitted by 31 States/UTs and the first installment of central share was released to 29 States/UTs, Madhya Pradesh, Andaman & Nicobar Islands, Chandigarh, Dadar & Nagar Haveli, Daman & Diu and Delhi were the States to which funds could not be released due to various reasons.

9.4 The Committee was further informed about the state-wise details of interventions recommended under RMSA upto 2nd March, 2010. In the first phase, it included strengthening of 6998 existing schools in various States. The most number of schools recommended for strengthening were in Karnataka (1646) followed by Madhya Pradesh (1459), Andhra Pradesh (1299), Uttarakhand (969), Jammu & Kashmir (360), Manipur (224), Sikkim (151), Gujarat (144) and Maharashtra (120). The financial and physical progress achieved under the scheme during 2009-10 was that project proposals of Rs. 3418.57 crore with central share of Rs. 2598.38 crore were cleared. During the period, 2478 schools were either newly opened or upgraded and in-service training was provided to 27,500 teachers. Rs. 1700 crore has been provided in the BE 2010-11.

9.5 The Committee appreciates the initial difficulty with regard to attainment of physical and financial targets under RMSA Scheme. However, these starting troubles need to be addressed in co-ordination with the States. **The Committee would like to caution the Department with regard to the State share in funding of the scheme. Government is aware that some of the States have not been able to provide their share of funds for the Sarva Shiksha Abhiyan and it is very unlikely that they would be able to come up with their share for RMSA particularly in the Twelfth Plan where the share is envisaged to be 50:50. The Committee would like the Department to look into the issue of funding earnestly and work out a**

mutually acceptable formula and strategy for utilization of funds lest this ambitious abhiyan may face the similar teething problems which are being encountered under SSA.

9.6 One of the main goals of this recently launched scheme under secondary education is achievement of Gross Enrolment Ratio (GER) of 75 per cent at secondary stage within five years. The Committee feels that this would prove to be the biggest challenge keeping in view the All India average of 53.27 per cent for secondary stage (class IX and X) and 41.13 per cent for classes IX-XII. Not only this there are wide-ranging disparities of State-wise status is looked at. There are 16 States/UTs having GER lower than the national level at secondary stage and 14 states/UTs for classes IX to XII. Following details in respect of States having very low GER are self-revealing:

State	GER (classes IX to X)	GER (classes IX to XII)
Assam	48.61	31.61
Bihar	24.42	17.96
Jharkhand	26.07	14.91
Nagaland	31.14	23.71
Jammu & Kashmir	43.61	35.18
Sikkim	42.67	33.19
All India	53.27	41.13

9.7 The Committee is not aware about the strategy planned for achievement of this ambitious goal of 75 per cent GER within five years. The goals of all children in school, EGC, alternate school, back to school camp by 2005 and universal retention by 2010 under SSA still remain to be achieved. As compared to elementary education, expansion of secondary education seems to be an uphill task. The Committee can only hope that experience under SSA would help in formulating state specific interventions under RMSA. With focus on the States having lower retention districts/SC/ST/Minority specific districts, this gigantic task may prove to be some what manageable.

X SCHEME FOR SETTING UP OF 6000 MODEL SCHOOLS AT BLOCK LEVEL AS BENCHMARK OF EXCELLENCE

10.1 The scheme for setting up of 6000 model schools at block level as benchmark of excellence was launched in 2008-09 and is being implemented from 2009-10. The scheme is intended to provide quality education to talented rural children in these model schools at block level at the rate of one school per block. In the first phase, 2500 Model Schools are proposed to

be set up in educationally backward blocks in government sector the land for which will be provided by the State Governments. These schools will be run by the State Government Societies similar to Kendriya Vidyalaya Sangathan.

10.2 In the BE of 2009-10 Rs. 350.00 crore were provided for the scheme which was reduced to Rs. 280.00 crore at RE stage while the actual expenditure as on 31.12.2009 was only Rs. 189.21 crore. The Committee notes that funds allocated for the scheme were remained under utilized during 2009-10. An allocation of Rs. 425.00 has been provided for the scheme in BE of 2010-11.

10.3 The Committee was informed that so far 316 schools have been sanctioned in 10 States. In addition, the proposal for sanctioning 11 schools in Nagaland was also under process. Of the schools sanctioned so far, maximum are in the State of Bihar (105) followed by Karnataka (74), Madhya Pradesh (33), Punjab (21), west Bengal & Chhattisgarh (20), Jammu & Kashmir (19), Tamil Nadu (18), Himachal Pradesh (5) and Mizoram (1). It is given to understand that land has been identified for all the schools. The Secretary of the Department during her oral evidence informed the Committee that out of 6000 model schools 3500 will be opened under State Governments in Educationally Backward Blocks (EBBs). The remaining 2500 schools under PPP mode are to be set up throughout the country. She added that several rounds of discussions have taken place with various stakeholders in that regard and the finalization of guidelines will take some time.

10.4 The Committee understands that as the scheme has been launched very recently, not much progress in terms of physical and financial achievements must have been made. However, the Committee would like to state that the pace of sanctioning of the schools appears to be quite slow. Infrastructure development will also require time and therefore, the Committee calls upon the Department to expedite the procedure for setting up of model schools. The modalities for public private partnership must also be evolved and settled on priority basis.

XI. VACATIONALIZATION OF EDUCATION

11.1 The Centrally Sponsored Scheme of Vocationalization of Secondary Education provides for diversification of educational opportunities so as to enhance individual employability, reduce the mismatch between demand and supply of skilled manpower and to provide an alternative for

those pursuing higher education. Under the scheme job-oriented courses at +2 level are being provided in the areas of Agriculture, Business & Commerce's Engineering and Technology, Home Science etc. Financial assistance is provided to the States, NGOs and voluntary Organisations for implementation of specific innovative projects.

11.2 The Committee notes that the fund allocation under the scheme has been quite skewed. No expenditure has been incurred under the scheme in the last three financial years *viz* 2007-08, 2008-09 and 2009-10. The Committee was informed that the scheme is being revised. In fact the revision of the scheme has been going on for quite some time. **The Committee would like the Department to finalize the scheme without any further delay so that the funds allocated year after year do not remain unutilized.**

11.3 The Committee has been monitoring the implementation of scheme of Vocationalisation of Secondary Education since long. The Scheme in spite of interventions made from time to time has failed to take off in the real sense so far. During the Tenth Plan, out of Plan outlay of Rs. 350.00 crore, expenditure reported was only Rs. 63.69 crore. A modest target of setting up of 409 new schools at +2 level stage and sanctioning of 1230 sections for conducting vocational courses for the entire Tenth Plan period indicates the below average performance level of the scheme.

11.4 The position has not improved even during the Eleventh Plan, rather it is at such a level that the scheme can be considered non-functional. During the first three years of the Eleventh Plan, funds allocated have remained unutilized, reason being the protracted process of revision of the scheme. A concept paper on 'Framework for Vocational education and Training in India' was sent to the Planning Commission for comments on 1st October, 2007. A presentation could be made to the Planning Commission after more than a year *i.e* on 9th April, 2008. It took another 4 months to circulate the draft EFC Note to the Planning Commission and the concerned Ministries. The revamped scheme was ultimately finalized only to be scaled down on the advice of the Planning commission. It has been more than one year since then the scheme is yet to be finalized. The Committee places on record its sense of extreme disappointment in respect of such an important scheme which can prove to be immensely helpful for our youth. The Committee would be happy if the scheme takes off in 2010-11.

XII. INCLUSIVE EDUCATION FOR THE DISABLED AT SECONDARY SCHOOLS (IEDSS)

12.1 After the implementation of the Centrally Sponsored Scheme of Integrated Education for the Disabled Children (IEDC) till March, 2009, a new scheme of Inclusive Education for Disabled at Secondary Stage (IEDSS) has been launched since April, 2009. The IEDSS Scheme will cover students of class IX to XII with one or more disabilities as defined in PWD Act (1995).

12.2 The Committee notes the following fund allocation and utilization under the scheme in the year 2009-10 and 2010-11:-

(Rs. in crores)

2009-2010			2010-2011
BE	RE	Actuals as on 31.12.09	BE
7.00	6.00	1.03	7.00

Undoubtedly, the funds allocated to the scheme in the year 2009-2010 have remained grossly under utilized as on 31.12.2009. The Committee understands that as the scheme has been launched in April, 2009 only, not much headway could have been made. As the scheme proposes to focus on the girls with disabilities it becomes more important that judicious and optimum fund utilization is ensured for enabling participation of the disabled children in the mainstream of the education. **The Committee would remind the Department that the funds remained underutilized under the previous scheme viz IEDC also due to lack of viable proposals from the States. The Department, therefore, should ensure that the new scheme also does not suffer on account of lack of viable proposals from the States.**

XIII. INCENTIVES TO GIRLS EDUCATION AT SECONDARY SCHOOL LEVEL

13.1 The “Incentive to Girls for Secondary Education” is a Centrally Sponsored Scheme launched in 2008-09. Under the scheme, a sum of Rs. 3000/- is deposited in the name of eligible girls as fixed deposit which can be withdrawn along with interest thereon on reaching 18 years of age and after passing 10th class examination. The scheme covers all girls belonging to SC/ST communities who pass class VIII and all girls who pass class VIII examination from KGBV irrespective of whether they belongs to SC/ST, and enroll in class XII in Government, Government-aided and local body schools.

13.2 The Committee observes that fund-utilisation position under the scheme has not been very encouraging so far as indicated bellows:-

(Rs. in crores)					
2008-09			2009-10		
BE	RE	Actuals	BE	RE	Actuals upto January 2010
50.00	250.55	101.34	50.00	35.00	28.00

The Committee is constrained to observe that instead of progressing, achievement level shows a downward trend in the second year itself of launching of the scheme. The Committee was given to understand that the scheme is being implemented in all the states/UTs. However, as per the year-wise details furnished by the Department, while sanction was accorded for 25 States/UTs in 2008-09, only 8 States/UTs could be covered during 2009-10. Proposals from other States/UTs were either under various stages of processing or had not been received despite several reminders.

13.3 The Committee is surprised to find that in both the years, *i.e* 2008-09 and 2009-10 only 8 States/UTs each year could take the benefit of the scheme. The other trend noticed by the Committee is that while 71,748 girls could be selected during 2008-09, there were only 22,934 girls found eligible during 2009-10. Out of 71,748 girls selectd in 2008-09, 44,410 girls were from Gujarat alone. Similarly, out of 22, 934 girls found eligible in 2009-10, 18,918 were from Jharkhand. Taking note of uneven spread of the scheme, that too within the eight States/UTs, the Committee can only conclude that the scheme is yet to take off. Non-receipt of adequate and viable proposals from States/UTs and non-completion of necessary formalities by the States/UTs which were released earlier installments are the two main factors cited by the Department as found responsible for such a situation. The Committee strongly feels that all the inherent constraints being faced by the States/UTs need to be removed and simultaneously vigorous monitoring may also be initiated. The Committee would also appreciate if wide publicity through local print and electronic media is also given to the scheme.

XIV. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME

14.1 Under the National Means-cum-Merit Scholarship Scheme launched in 2008-09, one lakh scholarships @ Rs. 6000/- per annum per student are to be awarded to the selected students *i.e* meritorious students of economically weaker sections each year for studying in classes IX to XII.

The main objective of the scheme is to arrest their drop out at class VIII and to encourage them to continue in the secondary stage.

14.2 The Committee notes that under the scheme, Rs. 750.00 crore was to be deposited as corpus fund in 2009-10 out of which only Rs. 250.00 crore has been deposited. Thereafter, a decision was taken to wind up the Corpus Fund and instead to make budget provisions for this scheme every year. The Committee was given to understand that this would not affect the scheme as annual budget provisions would be made.

14.3 As per the Outcome Budget, 2010-11 against the target of one lakh scholarships to be disbursed during 2009-10, scholarships could be disbursed to 37,465 selected students only, which also included students selected in 2008-09 but sanctioned in 2009-10. Proposals were received from 23 States/UTs for 2009-10 and 9 States/UTs for 2008-09 in 2009-10. Remaining States either failed to send their proposals or sent incomplete proposals. State-wise details for 2009-10 furnished by the Department depict a somewhat discouraging scenario. For 77,029 scholarships allotted, funds amounting to Rs. 6.34 crore were released to different States. However, total number of selected candidates was only 16,414. Details of States actively participating in the scheme are as follows:

State	No. of scholarships allotted	Total No. of selected candidates	Amount released for quarter ending June, 2009
Karnataka	5534	1347	40.35 lakhs
Uttar Pradesh	15143	1520	45.60 lakhs
Tamil Nadu	6695	1119	33.57 lakhs
Maharashtra	11,682	6547	2 crore, 94 lakhs

For the remaining 20 States/UTs, number of scholarships allotted is very less with even lesser number of selected candidates. The Committee also finds that States like Assam, Nagaland, Andhra Pradesh, Orissa and Chhathisgarh have so far not come forward to avail the benefit of this scheme.

14.4 The Committee fails to comprehend the lack of interest of these States. The Committee has been given to understand that State-wise quota of scholarships has been fixed on the basis of weight-age on the enrolment in classes VII and VIII and weight-age on child population of the relative age. The only pro-active action required to be taken by the

States/UTs is to prepare the list of selected candidates on the basis of the National Talent Research Examination conducted in November. It seems that States have to be sensitized for giving wide publicity to the scheme through both local print and electronic media so that increasing number of students take the National Talent Search Examination. The Department will have to constantly monitor the participation of States/UTs and also identify the constraints being faced by them and resolving them also. Only then, the outreach of this scheme will extend to the targetted beneficiaries. The Committee would also like to point out that the mismatch between the scholarships allotted and the selected candidates has to be removed. Timely release of scholarships can only help the students.

XV. ADULT EDUCATION

15.1 Government has been running the adult education schemes with a view to impart functional literacy to non-literates in the age group of 15-35 years. One such scheme was the National Literacy Mission which has been recast as Saakshar Bharat with focus on female literacy. The scheme launched in September, 2009 aims to achieve 100% female literacy in districts where the adult female literacy rate is 50% or less as per 2001 census. Though the scheme would cover the whole of India, rural areas will have the first claim on the programme fund. In short, the focus of the Saakshar Bharat will be entirely on the low literacy areas, the marginalized and vulnerable sections of the society especially women, scheduled castes, scheduled tribes, minorities etc. The Committee further notes that the central funding may be confined to such districts where female literacy rate is 50% or below it and left wing extremism affected districts.

15.2 The total financial outlay for Saakshar Bharat during the last 3 years of XI Plan period is Rs. 6502.70 crore out of which Centre shall provide Rs. 4993.02 crore. The share of funding between Central and State Governments is in the ratio of 75:25 and in the case of north eastern states including Sikkim in the ratio of 90:10. The total allocation for adult education programmes as per BE 2010-11 is Rs. 1300.00 crore. The Saakshar Bharat scheme will be implemented through a new flagship programme “Adult Education & Skill Development Scheme” for which Rs. 1167.00 crore has been earmarked in 2010-11. The Committee further notes, that the total budgetary provision for adult literacy will also provide support to NGOs/Institutions/SRCs for adult education skill development. A provision of Rs. 121.00 crore has been made in the BE of 2010-11 for the purpose. The Committee notes that during 2009-10, 167 districts in 19 States

have been covered under the scheme. The State Governments and local bodies would be taking up campaigns in remaining districts working through programmes like SSA, NREGA and NRHM etc.

15.3 Despite the increased allocation and focused attention being given to adult literacy, the Committee is apprehensive of the real outcome of the literacy missions. It was observed that the people being educated through such missions are just able to write their names/put signatures which means no quality education is being imparted to them especially in rural areas. Even though the Department claims prescribed competencies are laid on the basis of which a person is declared literate the Department needs to devise methods which actually help in translating literacy into education in real terms.

15.4 On a specific query regarding dissemination of information/activities regarding literacy programmes, the Department informed the Committee that a web based monitoring and information system is in place. Besides, under the Saakshar Bharat Abhiyan the Jan Shikshan Sansthan (JSSs) will be intuitively networked with adult education centres in Gram Panchayats for dissemination of information.

15.5 There are 271 JSSs in 264 Districts of the country. Basically the objective of these institutions is to provide vocational training to neo-literates. The Committee notes that most of these institutions are not functioning properly. Even the Department has conceded that 10 JSSs are defunct and in their place, no JSSs would be set up. The present level of monitoring leaves much to desire. **The Committee is not sure as to what specific monitoring the Government proposes to ensure by linking the Sansthan with Saakshar Bharat. Co-ordination was otherwise also required with district implementation authorities before Saakshar Bharat scheme came into being. Commitment and will power is equally important. The Committee expects the Department to strengthen its monitoring mechanism and streamline its delivery system.**

XVI. NEW SCHEMES OF THE DEPARTMENT

Scheme for providing quality education in Madarssas (SPQEM)

16.1 With a view to provide all possible means for the development of educationally backward minorities the Central Government has launched a new scheme, namely the scheme for providing

quality education in Madarssas (SPQEM). The scheme will cover educationally backward muslim minority children who are attending Madtaps/Madarssas/Darul-Ulloms. Financial Assistance will be extended to Madrasas and Maktabas to introduce modern subjects such as science, Mathematics, Social Studies, Hindi & English in their curriculum so that children studying in these institutions gain academic proficiency for class I-XII. An allocation of Rs. 500.00 crore has been made for the scheme in BE 2010-11. **The Committee hopes that all preparatory exercises have been undertaken under the scheme so that the targeted group takes advantage of the facility.**

Scheme for infrastructure Development in Minority Institutions (IDMI)

16.2 The objective of IDMI is to augment school infrastructure in Minority Institutions (elementary/secondary/senior secondary schools) in order to expand facilities for formal education to children of minority communities. The scheme aims to encourage education facilities for girls, children with special needs and those who are most deprived educationally amongst minorities. **The Committee appreciates the objectives of the scheme and would like to see its expeditious implementation.**

XVII. MISCELLANEOUS

Appointment of Language Teachers

17.1 The main objective of the scheme is to assist States/UTs in implementing three language formula. It provides for appointment and training of Hindi teachers in non-Hindi speaking States, appointment of Urdu teachers and grant of honorarium for teaching Urdu and appointment of Modern Indian Language teachers (other than Hindi) in Hindi speaking States.

17.2 The Committee notes that under the scheme 2473 Hindi, 42 Urdu and 36 Bhoti language teachers were sanctioned in various State Governments in 2009-10. Against an allocation of Rs. 16.00 crore only Rs. 9.95 crore could be spent. As the scheme is demand driven adequate proposals were not received from the States/UTs and hence the funds remained under utilized. **The Committee finds that the scheme is aimed at national integration and therefore it requires more sincere efforts in implementation so as to achieve its financial and physical targets.**

OBSERVATIONS/RECOMMENDATIONS AT A GLANCE

II. BUDGETORY ALLOCATION

The Committee notes that plan allocation of Rs. 71,191.00 crore for the first three years of the Eleventh Plan has substantially exceeded the total utilization of Rs. 51,139.00 crore in Tenth Plan. The Committee, however, finds that unlike Tenth Plan, pace of expenditure of allocated funds during the first three years of the Eleventh Plan has not succeeded so far in full utilization. Not only this, BE provision in 2008-09 and 2009-10 had to be brought down at the RE stage and by the end of the year, the reduced allocation remained under-utilised. The Committee also observes that substantial expenditure of allocated funds occurred during the last quarter of the year. What is more worrisome is that this trend is noticed in all the major schemes of the Department, with the exception of one or two schemes where Budget allocation was not reduced at the RE stage.

(Para 2.4)

While appreciating the inherent constraints faced in the implementation of some schemes, the Committee would like to point out that under-utilization and uneven spread of expenditure in respect of major schemes *viz* SSA, MDM Adult Education and Teachers' Training during 2009-10 calls for some serious introspection. Total Plan allocation of Rs. 31,036 crore for 2010-11 shows a substantial enhancement when compared with RE allocation of Rs. 24,500 crore in 2009-10. The Committee, therefore, would like the Department to make concerted efforts to ensure maximum utilization of allocated funds in the remaining two years of Eleventh Plan Period so as to ensure the achievement of the universalisation of education in the real term.

(Para 2.5)

The Committee notes that in respect of Grants released upto March, 2009, number of Utilisation Certificates outstanding as on 31st January, 2010 is 1602 involving an amount of Rs. 1619.86 crore. Similarly, as on 30th September, 2009, Unspent Balances amounting to Rs. 1568.20 crore were available with State Governments/UTs and with other implementing agencies, unspent balances of Rs. 3166.26 crore were available.

(Para 2.6)

The Committee is fully aware that quite a few major schemes having a variety of components and involving huge amounts are being administered across the country. Therefore, one cannot rule out the trend of pending UCs and Unspent Balances. But it has also to be kept in mind that all these schemes are to be run in accordance with well-established Annual Action Plan. Availability of unspent balances clearly indicates that all the targeted beneficiaries are not being covered as envisaged. Secondly, pendency of UCs clearly indicates that all the financial norms are not being strictly adhered to. The Committee would, therefore, like to remind the Department once again to be more vigilant in realising its fiscal responsibility. It is incumbent upon the Department to take up the issue of unspent balances with the State Governments with due sincerity to ensure that the allocated funds are utilized judiciously. (Para 2.7)

III. SARVA SHIKSHA ABHIYAN

ACHIEVEMENTS UNDER SSA

The Committee understands that the Sarva Shiksha Abhiyan has played a crucial role in the universalization of elementary education both in terms of access and retention of the children in the targeted age group in the Schools. It equally appreciates the gigantic task involved in the process in view of the unique socio-cultural background and geographical variations throughout the country. The Committee opines that whatever may be the hindrances, the objective of universalisation can be achieved through SSA as main stay in Inclusive Education for all. With that objective as the motto, it is important that no group or area of the country is left out of the reach of SSA. (Para 3.2.2)

STATUS OF GOALS OF SSA

Department's claim of 114.6 GER at primary level is contested by a study commissioned by Ministry of HRD showing 81 lakh children out of school in the age group 6-14. Out of 81 lakh, 61 lakh children do not attend any form of schooling. The GER at upper primary level in 2007-08 was also quite low at 77.5 only. The Committee notes with serious concern the above issues and the fact that the target year viz 2005 has long elapsed and the first goal of Sarva Shiksha Abhiyan is still elusive. The Committee concludes that

despite focusing on universalization of primary education for a long time we have not been able to achieve this goal in the real sense. It would like the Department to look into the issue more earnestly and take corrective steps to improve GER.

(Para 3.3.2)

As per the findings of a study commissioned by MHRD in 2009 among the different social groups, the estimated percentage of out of school children is 5.20% for STs, 5.96% for SCs, 2.67% for OBCs and 4.6% for the Girls. Going by the available statistics, it could safely be concluded that the goal of bridging gender and social gaps in elementary education is still a distant dream. The Committee re-emphasizes that the Department take corrective measures to bring all the social groups within the schooling fold.

(Para 3.3.3)

The Committee is compelled to believe that by the time children reach class VIII almost 50 per cent of girls, SC & ST children drop out of the school thus leaving the goal of 100 per cent retention in schools almost practically impossible. For that matter the target of universal retention even in near future would be difficult to achieve.

(Para 3.3.5)

The Committee would like the Department to focus its educational plan and policy on this biggest problem if it desires to achieve one of the cherished goals of SSA *i.e* universal retention by 2010.

(Para 3.3.6)

The Committee is unable to comprehend the reasons for increasing number of out of school children in these States. In Delhi alone, around 40,000 children were added in out of school children category within a gap of four years. The Committee is not convinced with the justification given by the Department that in Metro Cities like Delhi and also in the other cities, the increase in out-of-school children is due to increased migration of work force. Same yardsticks cannot be made applicable to metro cities like Delhi and states like Jammu & Kashmir, Mizoram and Tripura. The Committee hopes that some tangible result would be available after this issue is taken up with the concerned States during their Annual Work Plan & Budget Discussion (2010-11). The Committee also observes that

despite significant improvement, number of out of school children in States like Bihar (13,45,697) Uttar Pradesh (27,69,111) and West Bengal (7,06,713) is still quite high. The Committee would appreciate if these States are also approached on this very crucial issue.

(Para 3.3.7)

In view of the above scenario, the Committee strongly feels that during the last two years of the Eleventh Plan Period, the Department has to carry out the implementation of all the components of SSA in all the low retention districts and districts having SC/ST population in a mission mode. The Committee calls upon the Department to conduct specific survey in these districts to find out the reasons for such high drop-out rate and take corrective measures accordingly. The Committee, therefore, recommends that the Department should constantly keep on monitoring the progress being made in these districts. Only then, it would be possible to reach the goal of SSA in the real sense.

(Para 3.3.9)

INFRASTRUCTURE DEVELOPMENT UNDER SSA

The Committee is happy with the overall achievements under all these components. The Committee would, however, like to point out that overall achievement level under different infrastructure related components of SSA does not depict the ground realities fully. Out of 2,42,608 school buildings reported to be constructed and in progress, construction process is continuing in respect of 37,050 school buildings. Similarly, 1,62,675 additional classrooms are being constructed out of 10,33,719 additional classrooms reported to be completed and in progress. Same is the status of toilets where out of 2,88,706 toilets constructed and in progress, as many as 31,485 are yet to be completed. With regard to 1,88,198 drinking water facilities, construction work in 5,822 places is still going on.

(Para 3.4.2)

The Committee feels that infrastructure and ancillary facilities are the initial blocks in building a strong base of education and therefore procedural delays for various approvals are unacceptable excuses in achieving the goals of the Sarva Shiksha Abhiyan. The Committee is aware that many schools were running without proper infrastructure, rooms, drinking water, sanitation facilities etc and the Department cannot afford to ignore such inadequacy of infrastructure at primary and upper primary level. The Committee has

been given to understand that the constraints of States including those relating to policy matters are reviewed in quarterly performance review meetings held with States under various interventions of SSA. The Committee is of the view that constraints as indicated by different States can be easily removed if taken up with the concerned authorities at the highest level. All these so called problem areas need to be resolved by the States. Department has to play a more pro-active role in such matters. (Para 3.4.4)

QUALITY UNDER SSA

SSA also provides for learning enhancement through introduction of early reading and early mathematics programme. However, inspite of all these initiatives the ground reality presents a poor picture. It is widely reported that the students of higher class can not read text books of lower class indicating a very poor quality of education being imparted to the children. (Para 3.5.1)

The Committee takes note of the constitution of the National Resource Group for Quality-Education which will be advising the SSA on quality aspect of the elementary education. Committee's attention has also been drawn by some innovative quality programmes initiated by the States for enhancement of learning such as Children's Learning Acceleration Programme for Sustainability (CLAPS) of Andhra Pradesh, Bidya Jyoti of Assam, Bodhi Viriksha of Bihar, Aadhar of Himachal Pradesh, Buniyad and Buniyad plus of Jharkhand, Nali Kali of Karnataka, Noottukku Nooru of Kerala, Nandadeep Shala of Maharashtra Nai Disha of Uttar Pradesh etc. The Committee strongly feels that it is high time that qualitative aspect of elementary education is given the required attention. Uptill now the entire focus has been on the quantitative expansion. One pro-active step which can be taken by the Department at the earliest, is to share with those States not performing well all the quality improvement programmes being implemented by some States. Secondly, indentifying the weak districts just like the 'low retention districts' followed by all remedial measures for their improvement will go a long way in making things better. (Para 3.5.2)

FUNDING PATTERN UNDER SSA

The Committee understands that the inability of these States in contributing their share has hampered the achievements made under SSA in these particular States. Their financial constraints with regard to SSA could increase manifold in view of requirement of enormous funds for implementation of the Right to Education Act. As per the assessment of the National University for Educational Planning and Administration the cost of implementation of the Act for a period of five years would be about Rs. 171,000 crore. The Committee can only conclude that many States would not be in a position to meet their share for RTE. As a result, several States have again begun seeking revision of the SSA funding pattern to factor in the RTE requirements. The Committee was informed that MHRD has taken up the issue of change in funding pattern with the Planning Commission and the Ministry of Finance for the combined SSA-RTE requirements. The Committee desires that the issue of funding may be considered in the light of the States inability to bear the huge financial burden and the matter be referred to the National Development Council. This issue must be considered during the forthcoming meeting of the National Development Council being convened to consider and adopt the Mid Term Appraisal of the XI Five Year Plan. (Para 3.6.2)

EDUCATIONAL GUARANTEE SCHEME (EGS) AND ALTERNATIVE AND INNOVATIVE EDUCATION (AIE) UNDER SSA.

The Committee, while understanding the need of the EGS and AIE Centres would like to point out that they are not a substitute for formal schooling and these centres needed to be replaced with regular schools as expeditiously as possible. (Para 3.7.2)

KASTURBA GANDHI BALIKA VIDYALAYA (KGBV)

3.8.7 The Committee notes that a joint evaluation of NPEGEL & KGBV schemes was undertaken in 2007 in 13 States. While overall there is a positive impact of these schemes in reaching out to girls from most deprived and rural areas of the country, some areas highlighted for improvement are as follows:-

- Greater effort is required to reach out to girls from minority communities and other extremely disadvantaged social groups

- There needs to be a policy/guideline for the recruitment and training of KGBV teachers
- Hygiene, sanitation and physical environment of KGBVs needs attention
- Parents want KGBVs to be extended to class 10.

The Committee hopes that corrective measures on these recommendations made in the joint evaluation must have been undertaken. If not, the Committee would appreciate required action is taken without any further delay. (Para 3.8.7)

Committee's attention has also been drawn to the 11th Joint Review Mission for SSA conducted in January, 2010 which has noted the positive difference that KGBV has made in the lives of girls facing major social, economic and cultural barriers. The Committee hopes that as advised by the Joint Review Mission, steps for undertaking qualitative research of KGBV by reputed institutions must have been taken by the Department. The Committee also notes that a proposal for opening of additional 906 KGBVs to cover all the 3479 EBBs in the country is presently under consideration. The Committee would like to emphasize that all efforts need to be made for expansion of KGBV scheme. (Para 3.8.8)

TEACHERS RECRUITMENT AND TRAINING UNDER SSA

The Committee observes that all the States showing the maximum shortfall of teachers have been sensitized. The Committee would, however, like to point out that vigorous monitoring on the part of the Department would be required to bridge the visible gap between teachers recruited and required. Considering the scale of the challenge, the Department should in interaction with the States, evolve an annual targeted and PERT schedule for recruitment and training of teachers. A mission mode approach would be desirable. A quarterly monitoring system should be instituted and the outcome reflected in periodic reports of the Ministry. (Para 3.9.1)

The Committee takes note of the fact that the number of teachers sanctioned under SSA does not represent the teacher requirements as per the RTE Act which lays down a PTR of 30:1 as compared to SSA norm of 40:1 and 35:1 for the upper primary stage, and Head Teacher and part time instructors for Art Education, Health and Physical Education and Work Education in schools having more than 100 students. Not only this, RTE also

mandates that the prescribed PTR has to be maintained in respect of each school rather than an average for the block/district/state. The Committee has been given to understand that States have been advised to rationalize teacher deployment, fill up existing vacancies in the State sector as also vacant posts under SSA. The Committee observes that teacher recruitment is the biggest challenge before the Department. Status of teachers under SSA depicts glaring shortfalls especially in the very crucial States. With the RTE coming into force, this challenge has assumed almost impossible level of achievement, especially in view of quality aspect. The Committee can only point out that along with recruitment drives to be undertaken in a mission mode, teacher training both at induction and in-house levels has to be strengthened. In addition, capacity of existing Teaching colleges also needs a review.

(Para 3.9.2)

The Committee was informed that the States have been advised to facilitate the training of untrained teachers through distance education programmes instituted by IGNOU and the State Open Universities. The Committee would, however like to point out that this alone would not meet the present requirement of training to be given to a very large number of untrained teachers recruited both under SSA and recruited by States directly. In fact this requirement is going to increase manifold with the RTE Act coming into force. One must not forget that the RTE Act provides a period of maximum 5 years for untrained teachers to acquire the prescribed professional qualifications.

(Para 3.9.4)

The Committee is constrained to observe that teacher training has remained on the margins of the Indian academia and training of primary and upper primary school teachers outside its domain. The Committee feels that the absence of professionally trained teachers will lead to deprivation of quality education to the children of the country. The Committee is of the view that upto now focus had been primarily on quantitative expansion of SSA. Qualitative aspect has some how not got the required attention. With the RTE Act coming into force, 5.1 lakh additional teachers will be recruited who would need induction training. Besides that 7-6 lakh untrained teachers will have to be trained along with in-service teacher training for 34 lakh teachers. Recruitment of teachers as required under SSA and RTE and provision of training to untrained teachers as well as induction and in-service training are the biggest challenges before the Department. The Committee

accordingly, recommends that the Department in coordination with all the States, especially those not performing well, will have to chalk out an Action Plan and get the same implemented in a mission mode. All the problem areas identified during the implementation of SSA will have to be resolved at the earliest. (Para 3.9.5)

**SSA & RIGHT OF CHILDREN TO FREE AND COMPULSORY EDUCATION
(RTE) ACT, 2009**

The Committee is of the considered view that the teachers would be the main stakeholders in implementation of RTE. Focus should therefore be to improve the quality of teaching and learning in case the objective of providing access and quality of education to all children is to be ensured in the right spirit. The Committee is given to understand that currently more than 5.23 lakh teacher posts are vacant and to bring the pupil-teacher ratio to 30:1 as prescribed by RTE Act, 5.1 lakh additional teachers are required to be recruited. The Committee feels that the SSA should serve as the special vehicle to fill up those vacant posts of teachers. The Committee would like the Department to hold talks with all States Governments and chalk out a time bound action plan to recruit regular trained teachers. RTE has provided the much needed legal framework to fill vacant posts of teachers piling up over the years. Achievements on all components of the Act are possible only when Central Government together with all States/UTs jointly strive hard to realize the noble objective with which this Act has been piloted and passed in Parliament last year.

(Para 3.10.3)

The Committee hopes that pre-liminary exercise on the parameters bringing them into conformity with RTE must have been initiated by the Department. If not, the Committee would appreciate that required steps are taken at the earliest to harmonize the vision, strategy and norms of SSA with those of RTE. Similarly, the department would continue to secure independent evaluation of teaching outcomes with a view to focusing on areas, sectors and regions which are specially problematic.

(Para 3.10.4)

Similarly, the Department in order to encourage supply side responses would have to make special efforts for better utilization of improved infrastructure both in Government

and Private unaided institutions and accordingly send necessary advice to all the State Governments. The issue of viability of private unaided institutions in view of new obligations being cast on them under the RTE would also receive due consideration of the Government. (Para 3.10.5)

IV NATIONAL PROGRAMME OF MID-DAY-MEAL IN SCHOOLS

FUND UTILISATION UNDER MDM SCHEME

One of the reason given to the Committee for this situation is that earmarked provision of 10 per cent under NER sub-head could not be utilized because number of the children covered in N-E Region under the Scheme is only about 5 per cent of the total number of children covered in the country. The Committee is of the view that this issue needs to be examined thoroughly and if final assessment also indicates the requirement of only 5 per cent of allocation for the scheme, then Department should approach the Planning Commission and Ministry of Finance. If need be, such funds can be easily utilized by the Department for other schemes.

(Para 4.2.1)

Committee's attention has also been drawn by the availability of unspent balance of Rs. 1316 crore and Rs. 1030.63 crore with the States/UTs as on 31.3.2008 and 31.3.2009 respectively. These funds were adjusted against the admissible central assistance for 2008-09 and 2009-10. Funds remaining under utilized in a Flagship scheme is a cause of serious concern for the Committee. Availability of unspent balance with States/UTs in two consecutive years clearly indicates that the scheme is not being implemented as envisaged. The Committee finds that the same allocation (Rs. 8000 crore) has been made for 2010-11 also. The Committee would appreciate if concerted efforts are made for optimum and judicious utilization of funds under the scheme during 2010-11. (Para 4.2.2)

LIFTING OF FOODGRAINS

The Committee notes that substantial quantum of foodgrains allocated in the previous year was also available with almost all the States/UTs. The very purpose of the scheme gets diluted if there is under utilization of allocated foodgrains. On being inquired

from the Department regarding less lifting and under utilization of food grains it was informed that there were State specific reasons for the same. For instance, Bihar could not lift the entire foodgrains share because of floods and heavy rains. In Goa and Delhi, the delayed start of the scheme at upper primary level caused less utilization. In Chandigarh, all children of primary and upper primary classes did not take cooked mid-day meal whereas in West Bengal 5 per cent institutions at primary and 39 per cent institutions at upper primary level were yet to be covered under the scheme. Assam, Manipur and Tripura were yet to give their reasons for less lifting and under utilization. The Committee is surprised to note that not only the States, the status of lifting as well as utilization of food grains is quite poor even in UTs like Chandigarh, Dadra & Nagar Haveli, Daman & Diu and Pondicherry, which are under the administrative control of the Centre. There is perhaps lack of proper planning and coordination between Centre and States in so far as actual requirement of foodgrains is concerned. The Committee is, however, given to understand that the Programme Approval Board at the beginning of the year after reviewing the performance of the previous year approves the number of children and number of school working days. The Committee fails to comprehend the factors behind the availability of foodgrains inspite of such a meticulous planning. (Para 4.3.2)

On a specific query in this regard, the Committee has been informed that utilization of foodgrains depends on actual attendance of students and regular serving of mid-day meal. The Committee finds these facts as deeply disturbing. The very fact that surplus foodgrains are available due to irregular attendance of students and mid-day meals not being served daily defeats the very objective of this Flagship Scheme conceived for improving the student retention. The Committee strongly feels that a beginning needs to be made from the first quarter of 2010-11, itself, to identify the States not performing well and take correctives measures so as to ensure both regular attendance of students and serving of meals without break. (Para 4.3.3)

INFRASTRUCTURE UNDER MDM SCHEME

The Committee would like the Department to share with it the State wise status of kitchen sheds along with the steps taken to ensure timely completion of the same. (Para 4.4.1)

PROBLEM AREAS

Committee's attention was also drawn to the complaints being received about poor quality of meals supplied by NGOs and other agencies. The Committee observes that in spite of the procedural mechanism, complaints are routinely being received against the NGOs and other agencies with regard to poor quality of meals. The Committee would like to stress that remedial steps should be taken to prevent even a single instance of complaint. In addition to blacklisting the NGO, stringent penal action under IPC should also be taken against the erring NGOs/supplying agencies for committing irregularities/supplying inferior quality of food. (Para 4.5.1)

The Committee finds that foodgrains being supplied to States/UTs undergo joint inspection by nominee of District Collector/CEO of Zila Panchayat and FCI officer. Not only this, the scheme guidelines provide for inspection of 25 per cent schools/EGS/AIE centres every quarter by the supervisory officers. The Committee would like to have the feedback pertaining to quarterly inspections conducted in 2008-09 and 2009-10 along with follow-up action taken. (Para 4.5.2)

MISCELLANEOUS

The Committee hopes that the report of the Committee would be coming out soon. More and more coverage of ST/Minority Students, the most marginalized section of student community under the scheme is a step long-awaited. (Para 4.6.1)

While appreciating all the steps/measures, the Committee would still like to point out that complaints continue to pour in regarding irregularities in supply of the mid-day meals and particularly the unhygienic food supplied to children. The Committee would like the Department to devise a focused approach for maintaining the hygiene and quality standards for cooking meals for the children. (Para 4.6.2)

V. TEACHERS' EDUCATION

The Committee notes that as on date 571 DIETs, 106 CTEs and 32 IASEs have been sanctioned in various States/UTs of which 534 DIETs, 104 CTEs and 31 IASEs are

functional. However, as pointed out above some of the States have failed to fill up both the academic and non academic posts in their respective DIETs, CTEs and SCERTs. The Committee is unable to understand how the teacher Education institutions are being strengthened when such large number of posts/vacancies are lying vacant. Ministry's claim about a sizeable number of these institutes being functional appears a farce once it is established that there are 50 per cent to 60 per cent posts lying vacant. (Para 5.4)

The Committee is of the firm view that teacher's education and strengthening of teachers training institutions in not receiving the priority it deserves in terms of the fund allocation, planning and human resource development. The budget allocation for this particular scheme aimed at creating institutional infrastructure for pre-service and in service training of elementary & secondary school teachers was Rs. 500.00 crore in 2009-10 which was revised to Rs. 325.00 crore at RE stage. The actual expenditure upto 31st March, 2010 was Rs. 323.13 *i.e* 1/3rd of the budget provision remained under utilized. One of the primary reasons given for under- utilization was that the States/UTs could not fill up vacant positions in the DIETs, CTEs and IASEs. The Committee is unhappy over under-utilization of funds for this scheme. It would like the Department to take up the issue with the States/UTs to ensure that vacancies in CIETs, CTEs, IASEs and SCERTs are filled up to the sanctioned level. It is a system failure that has resulted in miserable state of affairs in the Government-aided institutions. The Committee observes that there has been a proliferation of teachers education institutions across the country. The matter has been compounded with recognition of such institutions and it has now become more complex with their de-recognition while the model curriculum and syllabi uniformity applicable to all teacher education courses is yet to be finalized. (Para 5.6)

While the Committee favours adhering to uniform guidelines, norms and standards for teacher education, there is an urgent need to focus on some of the major recommendations of evaluation report submitted by NCERT which include strengthening of DIETs, upgradation of 10-12 per cent of DIETs to college level, linkage of DIETs to universities, colleges etc, strengthening of existing CTEs and IASEs, re-vitalization of SCERTs as lead state level academic institutions linked to universities and revision of curriculum and syllabus of pre-service Teacher Education. The Committee hopes that the Department will come out with a time bound strategic plan of action on these far-reaching

recommendations of the NCERT for improving the quality of the teacher education in the country. The Committee calls upon the Department to submit a detailed action taken note on the findings of NCERT to it. It would also like the Department to study reports from independent sources on teaching outcomes. (Para 5.7)

VI. KENDRIYA VIDYALAYA SANGATHAN

The Committee strongly recommends that procedural and administration formalities should be completed within the shortest possible time so that physical targets are achieved in a time bound manner. (Para 6.5)

6.6 Some members of the Committee raised the issue of difficulties being faced in opening new KVs at various places due to inadequacy of funds. Some other desired that more KVs should be opened for children to have quality education. The Committee would like the Department to take note of the same.

(Para 6.6)

VII. NAVODAYA VIDYALAYA SAMITI

The Committee would like to observe that JNVs should be sanctioned only after the feasibility regarding land availability is explored by the respective State Governments and a written commitment received on that behalf. (Para 7.2)

The Committee appreciates the educational need of the marginal section of rural India being taken care of in NVs. (Para 7.3)

The Committee underlines the need for urgent filling up of these vacant posts. It opines that at least vacancies arising out of retirement could be anticipated much earlier and steps taken beforehand to fill them up to avoid backlog. (Para 7.4)

VIII INFORMATION AND COMMUNICATION TECHNOLOGY (ICT) IN SCHOOLS

The Committee expresses its deep concern over the slow pace of progress made under this scheme. The Committee is apprehensive that given the slow performance of the

targets till now, it would be a daunting task to cover majority of schools under the ICT scheme. The Committee, therefore, urges the Department to take steps in co-ordination with the States/UTs to enhance the pace of progress for this scheme.

(Para 8.5)

RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN

The Committee would like to caution the Department with regard to the State share in funding of the scheme. Government is aware that some of the States have not been able to provide their share of funds for the Sarva Shiksha Abhiyan and it is very unlikely that they would be able to come up with their share for RMSA particularly in the Twelfth Plan where the share is envisaged to be 50:50. The Committee would like the Department to look into the issue of funding earnestly and work out a mutually acceptable formula and strategy for utilization of funds lest this ambitious abhiyan may face the similar teething problems which are being encountered under SSA.

(Para 9.5)

The Committee is not aware about the strategy planned for achievement of this ambitious goal of 75 per cent GER within five years. The goals of all children in school, EGC, alternate school, back to school camp by 2005 and universal retention by 2010 under SSA still remain to be achieved. As compared to elementary education, expansion of secondary education seems to be an uphill task. The Committee can only hope that experience under SSA would help in formulating state specific interventions under RMSA. With focus on the States having lower retention districts/SC/ST/Minority specific districts, this gigantic task may prove to be some what manageable.

(Para 9.7)

X SCHEME FOR SETTING UP OF 6000 MODEL SCHOOLS AT BLOCK LEVEL AS BENCHMARK OF EXCELLENCE

The Committee understands that as the scheme has been launched very recently, not much progress in terms of physical and financial achievements must have been made. However, the Committee would like to state that the pace of sanctioning of the schools appears to be quite slow. Infrastructure development will also require time and therefore, the Committee calls upon the Department to expedite the procedure for setting up of model

schools. The modalities for public private partnership must also be evolved and settled on priority basis. (Para 10.4)

XI. VACATIONALIZATION OF EDUCATION

The Committee would like the Department to finalize the scheme without any further delay so that the funds allocated year after year do not remain unutilized. (Para 11.2)

The position has not improved even during the Eleventh Plan, rather it is at such a level that the scheme can be considered non-functional. During the first three years of the Eleventh Plan, funds allocated have remained unutilized, reason being the protracted process of revision of the scheme. A concept paper on 'Framework for Vocational education and Training in India' was sent to the Planning Commission for comments on 1st October, 2007. A presentation could be made to the Planning Commission after more than a year *i.e* on 9th April, 2008. It took another 4 months to circulate the draft EFC Note to the Planning Commission and the concerned Ministries. The revamped scheme was ultimately finalized only to be scaled down on the advice of the Planning commission. It has been more than one year since then the scheme is yet to be finalized. The Committee places on record its sense of extreme disappointment in respect of such an important scheme which can prove to be immensely helpful for our youth. The Committee would be happy if the scheme takes off in 2010-11. (Para 11.4)

XII. INCLUSIVE EDUCATION FOR THE DISABLED AT SECONDARY SCHOOLS (IEDSS)

The Committee would remind the Department that the funds remained underutilized under the previous scheme *viz* IEDC also due to lack of viable proposals from the States. The Department, therefore, should ensure that the new scheme also does not suffer on account of lack of viable proposals from the States. (Para 12.2)

XIII. INCENTIVES TO GIRLS EDUCATION AT SECONDARY SCHOOL LEVEL

The Committee is constrained to observe that instead of progressing, achievement level shows a downward trend in the second year itself of launching of the scheme. The

Committee was given to understand that the scheme is being implemented in all the states/UTs. However, as per the year-wise details furnished by the Department, while sanction was accorded for 25 States/UTs in 2008-09, only 8 States/UTs could be covered during 2009-10. Proposals from other States/UTs were either under various stages of processing or had not been received despite several reminders. (Para 13.2)

The Committee is surprised to find that in both the years, *i.e* 2008-09 and 2009-10 only 8 States/UTs each year could take the benefit of the scheme. The other trend noticed by the Committee is that while 71,748 girls could be selected during 2008-09, there were only 22,934 girls found eligible during 2009-10. Out of 71,748 girls selectd in 2008-09, 44,410 girls were from Gujarat alone. Similarly, out of 22, 934 girls found eligible in 2009-10, 18,918 were from Jharkhand. Taking note of uneven spread of the scheme, that too within the eight States/UTs, the Committee can only conclude that the scheme is yet to take off. Non-receipt of adequate and viable proposals from States/UTs and non-completion of necessary formalities by the States/UTs which were released earlier installments are the two main factors cited by the Department as found responsible for such a situation. The Committee strongly feels that all the inherent constraints being faced by the States/UTs need to be removed and simultaneously vigorous monitoring may also be initiated. The Committee would also appreciate if wide publicity through local print and electronic media is also given to the scheme. (Para 13.3)

XIV. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME

For the remaining 20 States/UTs, number of scholarships allotted is very less with even lesser number of selected candidates. The Committee also finds that States like Assam, Nagaland, Andhra Pradesh, Orissa and Chhathisgarh have so far not come forward to avail the benefit of this scheme. (Para 14.3)

The Committee fails to comprehend the lack of interest of these States. The Committee has been given to understand that State-wise quota of scholarships has been fixed on the basis of weight-age on the enrolment in classes VII and VIII and weight-age on child population of the relative age. The only pro-active action required to be taken by the States/UTs is to prepare the list of selected candidates on the basis of the National Talent Research Examination conducted in November. It seems that States have to be sensitized

for giving wide publicity to the scheme through both local print and electronic media so that increasing number of students take the National Talent Search Examination. The Department will have to constantly monitor the participation of States/UTs and also identify the constraints being faced by them and resolving them also. Only then, the outreach of this scheme will extend to the targetted beneficiaries. The Committee would also like to point out that the mismatch between the scholarships allotted and the selected candidates has to be removed. Timely release of scholarships can only help the students.

(Para 14.4)

XV. ADULT EDUCATION

The Committee is not sure as to what specific monitoring the Government proposes to ensure by linking the Sansthans with Saakshar Bharat. Co-ordination was otherwise also required with district implementation authorities before Saakshar Bharat scheme came into being. Commitment and will power is equally important. The Committee expects the Department to strengthen its monitoring mechanism and streamline its delivery system.

(Para 15.5)

XVI. NEW SCHEMES OF THE DEPARTMENT

Scheme for providing quality education in Madarssas (SPQEM)

The Committee hopes that all preparatory exercises have been undertaken under the scheme so that the targeted group takes advantage of the facility.

(Para 16.1)

The Committee appreciates the objectives of the scheme and would like to see its expeditious implementation.

(Para 16.2)

XVII. MISCELLANEOUS

Appointment of Language Teachers

The Committee finds that the scheme is aimed at national integration and therefore it requires more sincere efforts in implementation so as to achieve its financial and physical targets.

(Para 17.2)

MINUTES

XIV
FOURTEENTH MEETING

The Committee on Human Resource Development met at 4.00 P.M. on Wednesday, the 22nd April, 2010 in Room '63', First Floor, Parliament House, New Delhi.

MEMBERS PRESENT
RAJYA SABHA

1. Dr. E.M. Sudarsana Natchiappan — *in the Chair*
2. Shri Vijay Kumar Rupani
3. Shri Penumalli Madhu
4. Shri N.K. Singh
5. Shri M. Rama Jois
6. Shri Brij Bhushan Tiwari

LOK SABHA

7. Shri Suresh Angadi
8. Shri P.C. Gaddigoudar
9. Capt. Jai Narain Prasad Nishad
10. Dr. Vinay Kumar Pandey
11. Shri Joseph Toppo
12. Shri Madhu Goud Yaskhi

SECRETARIAT

Smt. Vandana Garg, Additional Secretary
Shri J. Sundriyal, Director
Shri Arun Sharma, Joint Director
Shri Sanjay Singh, Assistant Director
Smt. Himanshi Arya, Committee Officer
Smt. Harshita Shankar, Committee Officer

2. Dr. E.M. Sudarsana Natchiappan, M.P, Rajya Sabha and a member of the Committee presided over the meeting, as authorized by Shri Oscar Fernandes, Chairman of the Committee. The Committee took up for consideration the draft 221st Report on Demands for Grants 2010-11 of the Department of School Education & Literacy, Ministry of Human Resource Development. After some discussion, the Committee adopted the Report with some modifications.

3. The Committee then decided to present this Report to both Houses of Parliament on 26th April, 2010. It was decided that while Shri Oscar Fernandes, Chairman of the Committee and in his absence, Shri Brij Bhushan Tiwari will present the Report in Rajya Sabha, Shri Suresh Angadi, and in his absence, Dr. Vinay Kumar Pandey will lay the Report in Lok Sabha.

4. The Committee then adjourned at 4.50 p.m.
