



PARLIAMENT OF INDIA RAJYA SABHA

244

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

TWO HUNDRED FORTY-FOURTH REPORT

ON

**DEMANDS FOR GRANTS 2012-2013 (DEMAND NO. 57) OF
DEPARTMENT OF SCHOOL EDUCATION AND LITERACY**

**(PRESENTED TO THE RAJYA SABHA ON 3RD MAY, 2012)
(LAID ON THE TABLE OF LOK SABHA ON 3RD MAY, 2012)**

**RAJYA SABHA SECRETARIAT
NEW DELHI
MAY, 2012/VAISAKHA, 1934 (SAKA)**



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COMPOSITION OF THE COMMITTEE
(2011-12)

1. Shri Oscar Fernandes — *Chairman*

RAJYA SABHA

2. Shrimati Mohsina Kidwai
- ®3. Dr. K. Keshava Rao
4. Shri Prakash Javadekar
5. Shri M. Rama Jois
- §6. Shri Pramod Kureel
7. Shri N.K. Singh
8. Shrimati Kanimozhi
9. Dr. Janardhan Waghmare
10. Shri N. Balaganga

LOK SABHA

11. Shri E.T. Mohammed Basheer
12. Shri Kuvarjibhai Mohanbhai Bavalia
13. Shri Mirza Mehboob Beg
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19. Shri Rahul Gandhi
20. Shri Kapil Muni Karwariya
21. Capt. Jai Narayan Prasad Nishad
22. Shri Sheesh Ram Ola
23. Kumari Saroj Pandey
24. Shri Prasanna Kumar Patasani
25. Shri Balakrishna Khanderao Shukla
26. Shri Ashok Tanwar
27. Shri Joseph Toppo
28. Dr. Vinay Kumar Pandey 'Vinnu'
29. Shri P. Viswanathan
30. Shri Madhu Goud Yaskhi
- ¹31. Shri Rathod Ramesh

® Ceased to be a Member of the Committee *w.e.f.* 2.4.2012.

§ Ceased to be a Member of the Committee *w.e.f.* 2.4.2012.

¹ Nominated as a Member of the Committee *w.e.f.* 25.11.2011.

(ii)

SECRETARIAT

Shrimati Vandana Garg, *Additional Secretary*

Shri N.S. Walia, *Director*

Shri Arun Sharma, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

Shrimati 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 Forty-fourth Report of the Committee on the Demands for Grants (Demand No. 57) of the Department of School Education and Literacy for the year 2012-2013.

2. The Committee considered the various documents and relevant papers received from the Department of School Education and Literacy and also heard the Secretary and other Officials of that Department on the said Demands for Grants in its meeting held on 11th April, 2012.

3. The Committee considered the Draft Report and adopted the same in its meeting held on 30th April, 2012.

NEW DELHI;
April 30, 2012

Vaisakha 19, 1934 (Saka)

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

REPORT

I. INTRODUCTION

1.1 The Department of School Education and Literacy is responsible for the promotion and development of elementary education, secondary education and adult education. With a view to ensure universal access, retention and improving the quality of elementary education with special emphasis on the education of girls and disadvantaged groups, the Department has launched ambitious flagship programmes of SSA and MDM. To ensure that every child in the age group of 6-14 years is provided with compulsory education upto VIII standard, the Department has implemented the Right of the Children to Free and Compulsory Education Act, 2009 *w.e.f.* 1 April, 2010. The Department has also been initiating and implementing schemes to augment and vocationalize secondary education and to make adult education programme a mass movement.

1.2 The Secretary, Department of School Education and Literacy while making a presentation on Demands for Grants, 2012-13 listed four main thrust areas. These being SSA/RTE and MDM in elementary education, Rashtriya Madhyamik Shiksha Abhiyan, Model Schools, Girls' Hostels, ICT in Schools, and Inclusive Education for Disabled Children in Secondary Education, Vocational Education, Teacher Education including pre-service (professional) training and in service training of teachers; and Sakshar Bharat with focus on women's literacy.

1.3 The Committee was informed that some of the existing SSA norms had been revised with new interventions like uniforms for all girls and SC/ST/BPL boys, transportation and residential facilities for children in remote, un-served habitations and urban deprived children without adult protection. Fund sharing pattern has also been revised to 65:35 ratio for 2010-15 period. Funds amounting to ₹24068 crore for 2010-15 period specifically for elementary education were earmarked by the 13th Finance Commission.

1.4 The Secretary then dwelt upon significant progress made at the State level under RTE. Almost all the States have notified required guidelines/directions under the Act. Position was also encouraging with regard to infrastructure and facilities like construction of primary schools, upper primary schools, drinking water, toilets, KGBV and teachers. The Committee was given to understand that total funds available for RTE-SSA were ₹43,528.19 crore with anticipated State share being ₹13092.19 crore along with unspent balances of the previous year.

1.5 The Secretary informed the Committee that the other Flagship programme of the Department, Mid Day Meal Scheme was doing well. 10.67 crore children in primary and upper primary classes of Government, Government-aided, local body and NCLP schools and Madarsa and Maqtabs supported under SSA were benefited by the Scheme. The Committee was also given an idea about different components and their share in funding under MDM Scheme. Recent interventions like upward revision of food norm for upper primary children, enhancement of cooking cost, cost of construction of kitchen-cum-store, separate honorarium for cook-cum-helper, transportation assistance in 11 special category States and decentralized payment for food grains to FCI were also touched upon. The Secretary then informed the Committee that monitoring of the Scheme, capacity building and training of all stakeholders and strengthening of Grievance Redressal Mechanism were to be the new priority areas.

1.6 The Committee also got an idea about the status of Teacher Education Scheme, Rashtriya Madhyamik Shiksha Abhiyan, Model Schools, ICT at Schools, IEDSS Scheme, Vocationalization of Higher Secondary Education, NIOS, KVS, NVS and Adult Education.

II. BUDGETARY ALLOCATION

2.1 The Plan allocation for the Department of School Education and Literacy is ₹45969.00 crore in BE 2012-13 which is ₹7012.00 crore more than the RE and BE of 2011-12 which was ₹38957.00 crore. The Committee was informed that the Department had projected the requirement of ₹85019.80 crore for the year 2012-13.

2.2 The break up of the plan allocation for important schemes of the Department for the years 2011-12 and 2012-13 is as follows:-

(₹ in crores)			
Schemes	2011-12 RE	2012-13 BE	Increase/decrease
Elementary Education			
(i) SSA/RTE	21,000.00	25,555.00	(+) 4,555.00
(ii) MDM	10380.00	11937.00	(+) 1,557.00
Secondary Education			
(i) RMSA	2423.90	3124.00	(+) 700.10
(ii) KVS	350.00	350.00	
(iii) NVS	1200.00	1250.00	(+) 50.00
Teacher Education	376.50	500.00	(+) 123.50
Adult Education	600.00	706.00	(+) 106.00

2.3 The Committee observes that all the sectors/schemes of the Department have been allocated higher funds with the major share going to the scheme of RMSA followed by SSA, Mid-Day-Meal Scheme, Teacher Education and Adult Education. Out of the total allocation of ₹45969.00 crore, an amount of ₹4554.74 crore has been earmarked for North-Eastern Region and Sikkim. The two flagship programmes of the Department viz. Sarva Siksha Abhiyan/RTE and Mid-Day-Meal Scheme have got the total budgetary provision of ₹37492.00 crore which is 81.56 per cent of the total plan budget of 2012-13.

2.4 The Committee was informed that enhanced allocation for combined SSA-RTE programme was on account of meeting the required mandate of RTE Act in terms of school infrastructure and additional teachers. The increase in the outlay for MDM scheme was said to be on account of revision of cooking cost by 7.5 per cent over 2011-12 and revision of norms for kitchen-cum-store in schools as per the mandate of the RTE Act. Out of enhanced allocation of ₹700 crore for RMSA, ₹200 crore has been earmarked for recurring components and the remaining ₹500 crore is proposed to be utilized for civil works (non-recurring). Allocation for Teacher Education has been enhanced for strengthening of SCERTs, strengthening and expansion of DIETs, CTEs and IASEs, for establishing Block Institute of Teacher Education (BITE) in 196 identified minority/SC/ST concentration districts, professional development of teacher educators, introduction of technology in teacher education institutions and strengthening of the monitoring mechanism. It was informed that increased allocation in BE 2012-13 for Teacher Education was based on the approved outlay for the recently revised Teacher Education Scheme for the XII Plan.

2.5 The Committee observes that against the projected requirement of ₹85019.80 crore for the year 2012-13, the Department has been provided with an allocation of ₹45969.00 crore only which comes to around 50 per cent of the actual demand of the Department. **Given the fact that the implementation of SSA-RTE programme and other schemes of the Department require**

enhanced allocation of the funds, the Committee is constrained to observe that there has been a wide gap in demand of the Department and actual allocation. The Committee apprehends that insufficiency of funds would compel the Department to cut down or withdraw from other schemes, besides leading to hindrances in the implementation of the SSA-RTE programmes which entails specific time-frame.

2.6 The Committee further observes that on the one hand there is shortage of funds for the flagship programmes/schemes, there are other schemes of the Department where even the allocated funds have remained under-utilized. The following details are self revealing:

(₹ in crores)

Schemes	2010-11			2011-12		
	BE	RE	Actuals	BE	RE	Actuals (As on 31/12/11)
Kendriya Vidyalayas	350.00	450.00	450.00	350.00	350.00	245.00
Navodaya Vidyalayas	1385.00	1285.00	1285.00	1200.00	1200.00	886.19
National Institute of Open Schooling	15.00	15.00	11.25	15.00	15.00	0.00
Vocationalization of Education	25.00	25.00	0.00	25.00	25.00	4.98
National Scheme for Incentive to Girls for School Education	50.00	80.00	72.54	50.00	163.00	16.55
Construction of Girls Hostels	100.00	66.88	56.04	250.00	249.95	68.13
National Means-Cum-Merit scholarship Scheme	90.50	60.50	49.79	60.00	70.00	47.12
Appointment of language Teachers	15.00	15.00	6.13	3.00	5.00	0.00
Rashtriya Madhyamik Shiksha Abhiyan	1700.00	1500.00	1481.97	2423.90	2423.90	1825.96

2.7 The Committee observes that the factors responsible for under-utilization of funds under the above mentioned schemes need to be addressed on an urgent basis as some of these schemes cater to specific needs of the children, girls students etc. The Committee would like the Department to make concerted efforts in this regard.

2.8 The problem of pending utilization certificates and availability of unspent balances with the implementing agencies has been an area of major concern for the Committee. Through its Reports, the Committee has been drawing the attention of the Department towards this trend evident in major schemes handled by the Department. The following information as provided by the Department with regard to utilization certificates and the amount of unspent balances lying with the States/Union Territories under various schemes is self-revealing:

(₹ in Lakh)

Scheme	Unspent Balance
SSA	691465.72 (upto 31/12/2011)
RMSA	103219.99 (upto 31/12/2011)
IEDSS	2184.44 (upto 15/03/2012)
ICT	8382.25 (upto 28/03/2012)
Model School Scheme	21652.00 (upto 1/04/2010)

2.9 The Committee observes that the maximum amount of unspent balance under SSA are lying with the State of Madhya Pradesh followed by Uttar Pradesh, Bihar, West Bengal, Karnataka, Assam, Gujarat, Rajasthan, Orissa, Tamil Nadu and Chhattisgarh. Further under RMSA maximum unspent balances are lying with Sikkim followed by Andhra Pradesh, Rajasthan, Madhya Pradesh and Chhattisgarh. It has also been informed that utilization certificates in respect of RMSA are pending in 23 States/UTs. Similar worrying trends are there in respect of other schemes. On a specific inquiry in this regard, the Department informed that the issue of pending utilization certificates and unspent balances is addressed through periodic communications and discussions in the meetings of Education Secretaries. The Department also takes up the issue in quarterly performance review meetings with SSA Finance Controllers of all States/Union Territories and the State implementing agencies/societies, besides raising the issue during SSA Annual Plan discussions with the States/UTs.

2.10 **The Committee is fully aware of the fact that various schemes of the Department are implemented in accordance with the well established Annual Action Plan. Availability of unspent balances indicates that targeted beneficiaries are not being covered fully and pending utilization certificates are indicative of the non-adherence of the financial norms for the schemes. The Committee, therefore, would again like to remind the Department to be more vigilant in realizing its fiscal responsibility. The Department should initiate steps for liquidating old pending utilization certificates and making the implementing agencies liable for the same. The Department should also pursue the issue of unspent balances with the State Governments to ensure that the allocated funds are utilized optimally and judiciously.**

III. SARVA SIKSHA ABHIYAN/RIGHT TO EDUCATION

3.1 Sarva Siksha Abhiyan, a major initiative of the Department aimed at achieving universalization of elementary education with focus on universal access, retention, social and gender parity and quality improvement in elementary education was launched in 2001-02. SSA covers all States and Union Territories and reaches out to an estimated 19.4 crore children in 12.3 Lakh habitations. Over the years, this flagship programme has contributed significantly in the universalization of elementary education. With the enforcement of the Right of Children to Free and Compulsory Education Act, 2009 *w.e.f.* 1 April, 2010, SSA has remained the main vehicle for implementing the provisions of the RTE Act. Even, the SSA framework of Implementation and Norms for Interventions have been revised to correspond to the provisions of the RTE Act.

3.2 The Department has listed the following cumulative achievements under SSA upto September, 2011.

- opening of 3,33,458 new primary and upper primary schools;
- construction of 2,67,209 new school buildings;

- construction of 14,10,937 additional classrooms;
- provision of 2,12,23 3 drinking water facilities;
- construction of 4,77,263 toilets;
- appointment of 12.24 lakh teachers;
- in service training imparted to 19.23 lakh teachers during first half of 2011-12; and
- supply of free textbooks to 8.77 crore children during first half of 2011-12.

3.3 The Committee was informed that there has been a revision of existing SSA norms and some new initiatives have been undertaken by the Department. The existing norms that have been revised include new schools as per neighbourhood norms, additional teacher posts as per PTR mandate under RTE, additional classrooms, teaching learning equipment to enable States to move to eight years elementary education cycle, enhancement of academic support for better school supervision and expansion of KGBVs. New interventions include uniforms for all girls, SC, ST and BPL boys, transportation and residential facilities for children in remote, unserved habitations and urban deprived children without adult protection. The Committee welcomes the initiatives of the Department aimed at achieving overall growth of the elementary school education system in the country.

3.4 With the insertion of Article 21-A in the Constitution of India and the enforcement of RTE Act, 2009 the right to education has become a fundamental right of the children in the age group of 6-14 years. The RTE Act, however, provides for certain time frames in which provisions of the Act are required to be met. These include provisions for establishment of neighbourhood schools, school infrastructure, provisions for teachers as per prescribed PTR by 31 March, 2013. Training of untrained teachers is required to be completed by 31 March, 2015. However, quality interventions and other provisions are required to be completed with immediate effect.

3.5 According to the Department, there has been impressive achievements in all the variables of the SSA/RTE provisions since the year 2009-10. The Department listed the following achievements/improvements in infrastructure and other facilities:

Items	Sanctioned till 2009-10	Sanctioned in 2010-11	Cumulative Sanctions	Cumulative completed and in progress till 31/12/2011
Construction of Primary Schools	1,64,195	28,561	1,92,756	1,73,640 (90%)
Construction of upper primary schools	98,807	8,247	1,07,054	1,02,205 (95%)
Additional class rooms	11,03,475	4,98,339	16,01,814	15,07,951 (94%)
Drinking water	1,98,162	22,791	2,20,953	2,13,194 (96%)
Toilets	33,49,242	2,49,400	5,84,324	5,25,112 (90%)
KGBV	2,570	1,030	3,600	3,439 (96%)
Teachers	12,82,419	6,82,788	19,65,207	12,26,441 (62.4%)

3.6 Further, 32 States/Union Territories have notified the RTE rules and 21 States/Union Territories have constituted State Commissions for Protection of Child Rights. The Government has also notified the National Council for Teacher Education (NCTE) as the academic authority under the RTE Act. NCTE has laid down the teacher qualifications and has also formulated the guidelines for conducting Teacher Eligibility Tests. Further, the National Council of Educational Research and Training (NCERT) has been notified as the ‘academic authority’ for developing the national curriculum framework under the RTE Act. The Committee appreciates all these initiatives of the Department. However, based on the ground realities there are certain areas in the implementation of the RTE Act which require serious considerations. These problem areas in the implementation of the Act are as under:

Funding and Fund sharing pattern for combined SSA/RTE programmes

3.7 The Committee feels that two distinct issues are involved with regard to funding and fund sharing pattern. One is need for mobilizing adequate funds for the combined SSA/RTE programme and the other is fund sharing pattern between the Centre and the States for implementing the various provisions of the SSA/RTE. The Committee was informed by the Department that there has been a wide gap in the projected requirement of funds and the funds that have been actually allocated to the Department in Plan allocation 2012-13. The gap was stated to be of the order of ₹39000 crore for the year 2012-13 itself. A shortfall of funds for some of the major schemes of the Department is indicated as under:

Scheme	Fund Shortfall
Elementary Education	
(i) SSA/RTE	₹ 15,000 crore
(ii) MDM	₹ 1400 crore
Secondary Education	
(i) RMSA	₹ 1200 crore
(ii) Scheme for Model Schools	₹ 3000 crore

3.8 It was admitted by the Department that due to reduced allocation of funds, they were forced to re-work their programmes and that fund crunch was setting the programmes back considerably. The Committee was given to understand that inadequate funds were bound to hamper time frames for implementing the mandated provisions of RTE norms and standards. For SSA/RTE programme alone, the Department has raised the demand for ₹ 40,000 crore against which ₹25,555 crore have been provided. Component-wise, the Department required maximum funds for teachers provisioning (39.4%), followed by infrastructure (26.6%), child entitlement equity and quality (26.4%), and access in terms of new schools, residential facilities, special training, transport (3%). Evidently, with inadequate allocation of funds, SSA-RTE variables relating to infrastructure and teachers positioning would suffer leading to time-frames being made to reset for achieving RTE mandates.

3.9 With regard to fund-sharing pattern, the Committee was informed that it would be in 65:35 ratio for a duration of five years from 2012-13. The fund sharing pattern for the States in the North Eastern Region (NER) will continue in the 90:10 ratio. On a specific query regarding the States’ ability to contribute their share for SSA-RTE, it was informed that 23 States/Union Territories were able to release excess State share amounting to ₹3661 crore as on 31 December, 2011. However, 12 States/Union Territories *i.e.* Arunachal Pradesh, Delhi, Gujarat, Karnataka, Maharashtra, Manipur, Mizoram, Punjab, Sikkim, Tamil Nadu, Tripura and West Bengal failed to

contribute their share for the programme and an amount of ₹1459 crore backlog was pending as on 31 December, 2011. Committee is constrained to observe that 12 States were not in a position to contribute even 35 per cent contribution. Further, Manipur, Mizoram, Sikkim and Tripura were unable to contribute/release even their 10 per cent share upto 31 December, 2011.

3.10 The Committee feels that SSA-RTE programme, largely being a Central Government initiative, it is incumbent upon the Government to mobilize adequate resources to achieve the desired targets. According to an estimate, ₹2.3 lakh crore are required to fund the SSA-RTE initiative over a period of 2010-15. That the combined SSA-RTE initiative has always been plagued by fund short falls is clearly borne out by the fact that the budgetary provision has always been half of what was actually estimated. Further, States have not been very forthcoming on sharing the greater financial responsibility for the programme. Many States would still prefer to have 90:10 ratio of fund sharing in place of 65:35. Uttar Pradesh, Odisha, Madhya Pradesh, Bihar, Chhattisgarh, Rajasthan and Andhra Pradesh have been the States seeking additional resources. In view of this, the Committee would like the Department to boost funding for the SSA-RTE initiative.

Conversion from other Schemes

3.11 To overcome the inadequacy of required resources/funds for the combined SSA-RTE programme, one possible way out could be conversion of funds from other schemes. Although the Department specifically pointed out that fund shortage would lead to cutting down in the areas of transport, escort facilities, opening of residential schools but would not affect infrastructure creation and teachers positioning which are to be completed within set-time frames under RTE mandate. It was suggested that the Department could co-ordinate with other Ministries/departments viz. Ministries of Women and Child Development, Sports and Youth Affairs, which have been running many social welfare schemes, for convergence so that funds which are remaining unutilized in other schemes could be utilized for SSA-RTE. Convergence with total sanitation campaign, BRGF, MSDP, MPLAD Schemes was suggested. On this issue being taken up with the Department, it was conveyed that this was to be left out at State level as convergence at national level was difficult. **However, the Committee is not convinced with the reply of the Department and would recommend it to explore this possibility to boost funding for the programme. The Committee would like to point out that being the nodal Ministry at the Centre, it is comparatively easier to coordinate with other counter parts. At the State level, such interactions would rather be unwieldy. A direction from all the Central Ministries can very well go to their counterparts at the State level.**

3.12 Committee's attention has been drawn by the Report Card on the progress made under RTE Act after second year brought out by the Department. The Report Card makes an impressive reading but one area needs some reflection. In respect of some States, number of school teachers as well as schools showed a downward trend as indicated below:

State	Total Teachers (Government+ aided)		No. of elementary Schools (Government Aided)	
	2009-10	2010-11	2009-10	2010-11
1	2	3	4	5
Andhra Pradesh			83,235	82,719
Arunachal Pradesh	15,847	15,743	4,424	474
Dadra and Nagar Haveli	1,236	1,201		

1	2	3	4	5
Daman and Diu	638	617	95	89
Delhi	57,777	44,671	3,034	3,028
Haryana	82,784	81,273	15,565	15,320
Himachal Pradesh	49,736	48,714		
Lakshadweep	742	727		
Madhya Pradesh	2,85,392	2,72,727		
Maharashtra	4,68,907	4,61,703		
Manipur			3084	2975
Mizoram	12,980	12438	2482	2404
Nagaland	12,799	12,117		
Rajasthan	2,85,366	2,77,435	81,832	78,429
Tamil Nadu	2,08,642	2,07,024		

3.13 The Committee feels that the above trends, are quite worrisome. There cannot be any justification in the number of teachers or schools going down. The need of the hour is to have more and more teachers and schools, the most crucial indicators for RTE. Only then, one can hope of making RTE a success in the real sense. The Department needs to take up this matter at the earliest.

3.14 The Committee would also like to point out that the Report Card brought out by the Department lays more emphasis on progress made in number of schools opened, teachers employed and other infrastructure-related details. The Committee is of the view that the real test of the success of RTE Act would be the improvement made in the quality of education being imparted to students. Another aspect which can also be covered is the assessment of problem-areas being faced by school managements and parents. The Committee, accordingly, recommends that these inputs may also be included in future assessment of RTE.

Infrastructure Development under SSA-RTE

3.15 The Committee was informed of the following cumulative achievements with regard to the creation of infrastructure facilities under SSA-RTE upto 31/12/2011.

Items	Completion %
Primary Schools	90%
Upper Primary Schools	95%
Additional Classrooms	94%
Drinking water facilities	96%
Toilets	90%

3.16 The Committee appreciates the overall achievements under each infrastructure variable. However, it still feels that impressive target achievements may not be reflecting the ground realities. The latest position with regard to creation of infrastructure as per the SSA-RTE norms, indicated

that out of the target of construction of 2,99,808 primary and upper primary schools, construction in respect of 23963 PS and UPS was yet to be started. Similarly, out of 1,60,1814 additional classrooms work on 93863 additional classrooms could not be started. Similar backlog were reported in respect of drinking water facilities and all types of toilets, their figures being 7759 remaining out of 220953 and 59212 out of 5,84,324 respectively.

3.17 The State-wise data with regard to the targets and achievements upto 31.12.2011 also reflects wide-spread regional disparities in the creation of infrastructure facilities. With respect to primary schools the following States lagged far behind the cumulative achievements.

Targets and Completion as on 31/12/2011

Sl. No.	State	Primary Schools	
		Target	% Completion and in process
1.	Himachal Pradesh	80	11.25
2.	Jammu and Pradesh	10370	79.09
3.	Manipur	576	68.75
4.	West Bengal	9983	59.25
5.	Anadaman Nicobar	9	44.44
6.	Chandigarh	24	8.33
7.	Daman and Diu	9	77.78
8.	Lakshadweep	9	42.86

Figures regarding opening of upper Primary Schools for some States also indicated less than 50% completion as on 31.12.2011.

Sl. No.	State	Primary Schools	
		Target	% Completion and in process
1.	Himachal Pradesh	20	0.00
2.	Meghalaya	2221	29.94
3.	Nagaland	463	34.56
4.	West Bengal	4399	44.99

Some States showed similar figures in creating drinking water and toilets facilities:

Sl. No.	State	Drinking Water		Toilets	
		Target	% Completion and in Process	Target	% Completion and in process
1.	Goa	529	45.56	1039	77.96
2.	Daman Diu	80	73.75	–	–
3.	Jammu and Kashmir	2745	66.56	11903	17.04
4.	Manipur	–	–	5001	66.63
5.	Orissa	–	–	14515	69.53
6.	Tripura	–	–	4434	54.94
7.	Lakshadweep	30	66.67	40	50.00

3.18 From the above data, it is evident that there are wide-spread disparities at regional level in targets and achievement levels of various infrastructure variables. Himachal Pradesh, Jammu and Kashmir, Manipur, West Bengal, Andaman and Nicobar Islands, Chandigarh, Daman and Diu and Lakshadweep show less than 80 per cent achievements in respect of construction of primary schools with Chandigarh and Himachal Pradesh reporting lowest percentage of 8.33 and 11.25 respectively. Again Himachal Pradesh, Meghalaya, Nagaland and West Bengal report less than 50 per cent completion of the targets with regard to construction of upper primary schools. Similarly, in the area of construction of additional classrooms, Chandigarh, Andaman and Nicobar Islands and Goa are lagging far behind their targets. Situation is no better with regard to drinking water facilities in Goa, Jammu and Kashmir, Orissa, Daman and Diu and Lakshadweep where the completion per cent is around 60. Toilet facilities show worst completion percentage in Jammu and Kashmir followed by Lakshadweep, Tripura, Manipur and Orissa. **The Committee would like to point out that the States/Union Territories are bound to comply with the RTE norms of infrastructure development/creation within the target date of 31 March, 2013. With only one year remaining, the Committee is not hopeful of this parameter being complied with. The Committee would like the Department to take up the issue with the State Governments on an urgent basis and try to resolve the issues, be they non-availability of land, procedural clearances, technical expertise or policy initiatives. The Committee would like to emphasize that schools must be run with proper infrastructure, having sufficient rooms, drinking water, sanitation facilities, boundary walls, play ground and library as per RTE norms. Inadequacy of infrastructure facilities at primary and upper primary levels should be viewed seriously as it is a first step to attract children to schools which is what the Department has been striving for since the inception and implementation of SSA. The Committee feels that the Department should play a more pro-active role in this regard.**

Enrolment, Retention and Dropout

3.19 With RTE Act, 2009 envisaging a class I to VIII compulsory cycle of schooling for every child in the age group of 6-14 years, optimal enrolment and retention are two parameters that acquire utmost importance. Enrolment and retention of the children in the school were the objectives of the SSA programme also. For enrolment and retention to remain at optimal levels, it is necessary that drop out rate be kept at the lowest minimum level. As per the District Information System for Education (DISE) for the year 2009-10, Gross Elementary Enrolment was 187.8 million. According to the Department, there has been improvement in both Gross and Net enrolment ratios at both primary and upper primary levels. The DISE data of 2009-10 reveals the following figures:-

Class	Gross Enrolment Ratio	Net Enrolment Ratio
Primary	115.6%	98.2%
Upper Primary	75.8%	58.2%

3.20 For the year 2010-11, the District Information system for Education records improvement in NER at Primary and upper primary level to 99.89 and 61.82 per cent respectively. The Committee is happy to note that the country is close to achieving the goal of universal access at the primary level. However, when it comes to upper primary level, both GER and NER show declining trends and the NER especially comes down, to almost half. On a specific inquiry in this regard, the Department itself admitted that access to upper primary level remains a challenge, both in terms of GER and NER. The Department attributed this trend to a number of factors such as non-availability of a school in neighbourhood, poor school infrastructure, non-availability of adequate number of teachers, economic deprivation of the families, seasonal migration of the

families and other socio-cultural barriers. Another factor contributing to this was the fact that different States having different ages for students at entry. It was stated by the Department that in several States, the upper primary level ends in Class VII whereas in calculating the GER and NER at national level the child population that it used is of age group 11 to 13 corresponding to classes VI to VIII. Due to exclusion of class VIII enrolment in calculation of GER and NER, the value of these indicators get reduced. However, the Department itself admitted that children dropping out at the primary level have an adverse bearing on the GER and NER at the upper primary level. The Committee is not convinced by the argument of the Department that the value of GER and NER gets reduced because class VIII students are not counted in some of the States. The fact remains that up to class VI, almost half of the students drop out from the schooling system, thus negating the near universal access at primary level.

3.21 With regard to drop out rate of SC and ST students, the Department provided the following figures for the year 2009-10:

	Class I to V	Class I to VIII
All Students	28.86	42.39
SC Students	29.33	51.25
ST Students	34.50	57.78

3.22 These figures were said to be based on the data collected as on 30 September, 2008. From the above data it is evident that drop out rate for all categories of students is still very high with ST students dropping out by more than 55 per cent. The fact that the finding is based on data upto September, 2008 would make no difference as SSA and other interventions have been in place since 2001-02. It clearly shows that retention of children in the schools has been a major problem.

3.23 On a specific enquiry regarding the current position in the States having highest percentage of drop outs among SC and ST students at elementary level, the following figures were provided by the Department:

Drop out rate SC, ST as per SES 2009-10

State/UT	SC		ST	
	I-V	I-VIII	I-V	I-VIII
Assam	26.95	53.87	33.04	64.55
Orissa	19.13	61.86	31.89	72.94
Rajasthan	50.87	61.36	50.42	54.08
West Bengal	21.42	54.45	42.17	66.37
Dadra & Nagar Haveli	12.08	15.45	20.2	50.22

3.24 These figures reveal disturbingly high rates of drop out in respect of SC, ST students in the above mentioned States. Even, the Department admitted that the problem of drop out has been a major concern since the time of SSA. The Department hoped that with the enforcement of Right to Education Act, things would start improving. RTE has many child friendly provisions to improve retention. Some of the provisions being opening of new schools, additional teacher and teacher learning equipment, improving school infrastructure, provisioning of additional subject specific

teachers, encouraging greater community involvement in the management of school through school management Committees, prohibition of corporal punishment and mental harassment, detention and expulsion.

3.25 The Committee, however, would like to draw the attention of the Department to the fact that the drop out figures have always remained on higher side in spite of specific interventions/initiatives. Not only SC ST drop out rates are high but also overall drop out rates are on the higher side. If nearly 40 per cent students are dropping out, it indicates that initiatives are failing to yield desired results. The Committee would like the Department to comeout with a specific action plan to curb the problem. The Committee would also like to point out that there is need to involve parents, teachers, social workers, Members of Panehayats in the School Management Committees so that not a single child is left out of the schooling system.

3.26 Committee's attention has also been drawn towards the very discouraging status of drop out rate of SCs and STs particularly in the States/UTs of Assam, Orissa, Rajasthan, West Bengal and D&N Haveli. In classes I to VIII, the drop out rate of SCs in these States is between 50 to 60 per cent except in the UT of D&N Haveli, where it is less than 20 per cent. However, with respect to ST students the drop out rate in class I to VIII is alarmingly high *i.e.* between 50 to 70 per cent. One thing, however, which is clearly evident is that in both these categories, 50 per cent of students drop out by class VIII. **The Committee takes note of the grim position of drop out rates in these States/UTs and recommends the Department to identify the specific problems/factors that contribute to such high rate of drop out for SCs and STs in these States. Further, the Committee would like the Department to implement the SSA-RTE programme in these States/UTs in a mission mode manner and also keep monitoring the progress on periodic basis.**

3.27 With regard to Special Focus Districts having concentration of SC and ST population, the Committee notes that the special interventions of the Department are yet to yield positive results. The Committee is given to understand that in the SFDs with high infrastructure deficits, the expenditure on civil work can go upto 50 per cent of the total district budget. During the year 2010-12, these districts have been sanctioned more number of infrastructure facilities on the basis of their requirement. The following table indicates the sanctions in the Special Focus Districts:

Item	SC Concentration Districts (61)	ST Constration Districts (109)
New Primary Schools	7259	3065
New Upper Primary Schools	1472	2399
Primary School buildings	2241	3194
Upper Primary School Buildings	702	2020
Additional Classrooms	40702	38842
KGBVS	–	–
Teachers	45,422	25055

3.28 The Committee is however, constrained to observe that visible results are yet to emerge in these districts. **Mere sanction of infrastructure facilities may not make any impact unless it is followed by focused strategies. The Committee hopes that the Department would take specific concerted efforts in these States to arrest alarming drop out rates.**

3.29 With regard to gender and social parity, the Committee has been informed that as per the DISE 2010-11, the gender parity both at primary and upper primary level is 0.94. There has been encouraging improvement in the enrolment of girls in the schools. The percentage of girls in the total enrolment at primary and upper primary level was 48.0 and 46.5 respectively in the year 2006-07, this increased to 48.5 and 48.1 at primary and upper primary levels in 2009-10. Gender parity index has also shown significant increase and there has been improvement at the upper primary level. The following table is self revealing:

Academic Year	% Girls to total enrolment		Gender Parity Index	
	Primary	Upper Primary	Primary	Upper Primary
2005-06	47.79	45.80	0.92	0.84
2009-10	48.46	48.12	0.94	0.93

3.30 The Committee observes that gender parity level has improved both at primary level, and at upper primary level. On social parity front, it has been informed that the proportion of SC, ST children enrolled at primary and upper primary level is greater than their share in the population as a whole. The following table reveals the position:

Category	Proportion in population	Primary	Upper Primary	Elementary
Scheduled Castes	16.2	19.34	11.26	19.06
Scheduled Tribes	8.2	18.42	9.41	10.70

3.31 It was informed that greater proportion of enrolment was due to significant measures initiated under SSA which benefit girls and children from disadvantaged groups and weaker sections. It has been stated that this would not have been possible without the higher percentage of enrolment of girls belonging to different social categories, particularly SC, ST and muslim. **The Committee appreciates the initiative of the Department in this regard and hopes that the situation would continue to improve in the future. At the same time, the Committee feels that there seems to be some discrepancy in these figures. The Committee would appreciate if these figures are verified so as to have a correct idea about the position at the ground level.**

3.32 According to the Department, there were 8.1 per cent out of school children in 2009-10. States with the highest number of out of school children were Rajasthan, West Bengal, Uttar Pradesh, Bihar and Jharkhand. Before the RTE Act came into force, SSA provided support for alternate schooling facilities under EGS and AIE components. Under the RTE Act, States were advised to upgrade all EGS Centres to regular primary schools by March, 2012. Now AIE centres have been re-visioned as Special Training Centres to integrate out of school children to an age appropriate class academically and emotionally with the rest of the children of the class. According to the Department, out of 32.06 lakh out of school children, 6.0 lakh children did not require special training and were enrolled directly in regular schools, KGBVs and other residential facilities. To cover the remaining 26.06 lakh out of school children, the MHRD has provided ₹1642.27 crore for operationalising 49643 special training centres in 2011-12. The Committee, while appreciating the above initiative, would like to draw the attention of the Department to the observations of the Working Group Report on Elementary Education and Literacy (Twelfth Plan) which states the following:

- States like Uttar Pradesh, Bihar, Rajasthan and West Bengal account for 72 per cent of the total out of school children.
- 34.12 % (988.359) physically or mentally challenged children were found to be out of school.
- Schools are not equipped or geared to address the challenging needs of physically or mentally challenged children being most disadvantageous.
- close to 12 per cent of ST boys in rural areas are involved in labour force with a major chunk engaged in agricultural work at home.
- 9 per cent of ST rural girls are engaged in agricultural labour and 5.2 per cent in casual labour.
- Around 9 to 10 per cent rural ST boys and girls are without the care and support of family.

3.33 The above observations reflect a stark reality of the education system. Committee observes that of all the disadvantageous groups, physically and mentally challenged and ST children have been the worst hit. The Committee would appreciate if the Department comes out with specific interventions for these groups.

Quality of Education under SSA-RTE

3.34 Quality of elementary education being imparted to the children has been engaging the attention of the Committee since the initiation of SSA programme. It is now one of the major goals of SSA-RTE programme also. Several steps have been initiated by the Department to bring about quality changes in schooling at the elementary level. Some of the initiatives include:

- teacher availability, provision for additional teachers, teachers for language, mathematics, science and social sciences.
- rationalization in deployment of teachers.
- improved teacher qualifications and teachers training under section 23 of the RTE Act, provision for Teacher Eligibility Test (TET) at central level and State level STET.
- supply of text books and supplementary reading material.
- States renewing their curriculum and syllabus, some even adopting NCERT textbooks developed on the principles of NCF-2005.
- Central Government advisory has been issued which contains following guidelines:
 - * Formulating age-appropriate curricula and syllabi in keeping with NCF, 2005.
 - * maintaining subject balance.
 - * initiating textbook contents reform
 - * incorporating methods of bridging between the child's home language and the standard classroom language.
 - * undertaking text book production reform and
 - * ensuring continuous and comprehensive assessment for learning.

3.35 With these concerted efforts, it is expected that the standard and quality of education being imparted in the schools would improve considerably. However, ground realities indicate a different

picture. The following data containing two rounds of National Learners' Achievement Survey by NCERT is self revealing:

Subject	Class III		Class V		Class VIII	
	Round-I 2003-04	Round-II 2007-08	Round-I 2001-02	Round-II 2005-06	Round-I 2002-03	Round-II 2007-08
Mathematics	58.25 %	61.89 %	46.51 %	48.46 %	39.17 %	42.71 %
Languages	63.12 %	67.84 %	58.57 %	60.31 %	53.81 %	56.57 %
EVS	–	–	50.30 %	52.19 %	–	–
Science	–	–	–	–	41.30 %	42.73 %
Social Science	–	–	–	–	46.19 %	48.03 %

3.36 From the above data, it is evident that by the time students come to class VIII their performance in mathematics, science and social sciences declines considerably. With the exception of language, where pass percentage is 60 per cent, the pass percentage of class VIII students in mathematics, science and social sciences remains around 40 to 45 per cent only. Committee's attention was also drawn to the findings of the Annual Status of Education Report (ASER), Seventh Survey, which highlighted some negative facts about the learning capacity of children. According to this survey, the proportion of children in standard V able to read a standard II level text book had dropped from 53.07 per cent in 2010 to 48.2 per cent in 2011, particularly in the Northern States. Department's clarification on this point was that the curriculum and text books were designed to have unrealistic expectations of children and that textbooks required urgent revisions. This issue of curriculum revision/reform has already been taken up with the States and an advisory on quality has also been issued by the Department. **The Committee hopes that the initiatives of the Department would result in some positive improvements in learning enhancement of the children. One way out could be evolving the concept of peer education system within the school as a means of learning enhancement. Under this concept, a higher grade student can adopt a lower grade student and start teaching him. This would help the teaching student to make his base strong. As an incentive to the teaching student, a provision of stipend could also be made. This peer education concept could go a long way in enhancing the learning capacity of the children. The Department may take note of this and take suitable action.**

Initiatives towards Girls Education under SSA/RTE

3.37 Bridging Gender Gaps has been one of the main thrust areas of the SSA-RTE programme. It was informed that there were 36 districts where gender gap in enrolment was 10 per cent at primary level and 20 per cent at upper primary level. The maximum number of these districts were in Punjab (18) followed by Haryana (9), Rajasthan (4), Gujarat, Jammu and Kashmir (2 each) and Mizoram (1). Specific interventions towards girls education under SSA-RTE include provisions for KGBVs at upper primary level, activities under NPEGEL, provision of separate toilets for girls, teacher sensitization programmes to promote equitable learning opportunities for girls, increased number of women teachers etc.

Kasturba Gandhi Balika Vidyalaya (KGBV)

3.38 Kasturba Gandhi Balika Vidyalaya is a scheme for setting up residential schools at upper

primary level for girls belonging mainly to SC, ST, OBC and Muslim communities. KGBVs are set up in the areas of scattered habitations where schools are at a great distance posing challenge to the security of girls. KGBVs mainly reach out to adolescent girls who are unable to go to regular schools, out of school girls in the 10+ age group who are unable to complete primary school, younger girls of migratory populations in difficult areas of scattered habitations who do not qualify for primary/upper primary schools. KGBVs provide for minimum reservation of 75% seats for Girls from SC, ST, OBC and minorities communities and 25% for girls belonging to below poverty line. Out of 3600 sanctioned KGBVs, 3435 (95.42%) are reported to be functional as on 31/12/2011. In the year 2011-12, 31 KGBVs were sanctioned to cover educationally backward blocks in the country. Maximum number of these KGBVs are to be set up in the States of Assam (20), followed by Meghalaya (8) and Madhya Pradesh, Sikkim and Tripura (1 each). The maximum number of remaining KGBVs which are yet to be made functional are in Bihar (76) followed by Haryana (27), Odisha (11), Karnataka and West Bengal (7 each) and Jammu and Kashmir (4). Around 3.35 lakh girls are enrolled in KGBVs of which 32 % are from SC community, 23% from ST Community, 29% from OBC community 8 % from BPL and 8% from minority communities.

The National Programme for Education of Girls at Elementary Level (NPEGEL)

3.39 NPEGEL is implemented in Educationally Backward Blocks (EEB) and addresses the needs of girls who are in as well as out of school. It also reaches out to the girls who are enrolled in school but do not attend school regularly. NPEGEL places responsibilities on the teachers to recognize vulnerable girls, provide them with support services and prevent them from dropping out. The programme ensures targeted resources through a variety of strategies *i.e.* girls' toilets, bicycles, bridge courses, gender sensitization of teachers etc. The programme works through village level women and community groups. At present, the programme covers 1.85 crore girls in 430 districts with 40733 model cluster schools. Under the programme 24538 additional classrooms, 21464 girls toilets and 20,520 drinking water facilities have been provided. Besides, 4367 ECCE centres are also operational covering 92523 children under the scheme.

3.40 Committee's attention has also been drawn to the observations of 14th Joint Review Mission which stated that remarkable progress has been made in closing the gender gap in the primary school years. Different States have applied diverse strategies to meet the challenges that pose at the upper primary stage. School's preparedness to retain children through adolescence requires capacity building in infrastructure, curriculum planning, teacher training and dialogue with the community. Some of these have been valiantly taken up in the KGBV Scheme. The Committee would also like to draw the attention of the Department to the Working Group Report on Elementary Education and Literacy, Twelfth Plan which states that the opportunity lost due to girl's being engaged as labour and early marriages continue to be serious challenges. This is aggravated by the fact that schools are not inclusive and safe spaces for the girls. While schemes like KGBVs and NPEGEL have been successful, their reach has been limited in numbers. The larger education delivery system must respond to these barriers more effectively to retain the girls in the schooling system after enrolment. **In view of this, the Committee would recommend greater expansion of both KGBVs and NPEGEL.**

Teacher Recruitment and Training under SSA-RTE

3.41 Pursuant to the enforcement of the Right of Children to Free and Compulsory Education Act, 2009, the additional requirement of teachers in elementary education was estimated at 5.08 lakh. Under SSA, a total of 12,82,419 posts of teachers were sanctioned from 2001-02 to 2009-10 to cover both urban and rural areas, against which 10.30 lakh teachers were appointed as on 31/03/2010. With the enforcement of the RTE Act, an additional 6,82,788 teachers posts were sanctioned under SSA in the year 2010-11 and 2011-12. The cumulative progress in

recruitment of teachers was stated to be 12,26,441 as on 31/12/2011. The States of Uttar Pradesh, Bihar, Rajasthan, West Bengal, Jharkhand, Odisha, Madhya Pradesh, Chhattisgarh and Andhra Pradesh were stated to be the States requiring the largest number of teachers to meet RTE norms.

3.42 The Committee notes that there has been substantial increase in the availability of teachers at elementary level in the past few years, resulting in the improvement of pupil teacher ratio from 36:1 in 2005-06 to 33:1 in 2009-10. With further expansion in the teacher recruitment as per SSA-RTE norms, it is hoped that pupil teacher ratio would become 27:1 in near future.

3.43 Committee's attention has, however, been drawn towards imbalance in teacher deployment. The number of schools that do not comply with RTE norms of pupil teacher ratio is said to be fairly high. DISE 2009-10 indicates that 46 per cent primary and 34 per cent upper primary schools have adverse PTR. Even in States with a comfortable PTR, there are many schools with adverse PTR. It has also been pointed out that there are 8.1 per cent single teacher schools, with enrolment of more than 15 children, functioning in the country. Further, there are large inter-State variations. The following States have largest percentage of single teacher schools:-

Arunachal Pradesh	–	29.2%
Assam	–	11.1%
Madhya Pradesh	–	13.78%
Manipur	–	11.7%
Orissa	–	11.5%
Rajasthan	–	16.34%

The Committee observes that there is an urgent need to fill up existing teacher vacancies in these States and also rationalize teacher deployment, if qualitative expansion of elementary education is to be achieved.

3.44 On a specific query about the States that have been performing poorly both in respect of teacher recruitment and training, the Committee was informed that the States with larger requirement of teachers were Uttar Pradesh, Bihar, Rajasthan, West Bengal, Jharkhand, Odisha, Madhya Pradesh, Chhattisgarh and Andhra Pradesh. In the first two years of RTE coming into force, 6,31,831 teachers posts have been sanctioned. Of these, nearly 76 per cent (4,79,861) teachers posts have been sanctioned for these States only. **The Committee would like to emphasize that there should remain no gap between the teachers required and teachers recruited not only in these States but also in other States. A mission mode approach should be applied in recruiting targeted number of teachers. This may also be reviewed on periodic basis in co-ordination with States.**

3.45 Professional training of teachers has been one area of concern for the Committee for quite some time. On a specific query in this regard, it was informed by the Department that at present around 8.1 lakh teachers did not possess the qualifications as laid down by the NCTE. The following table indicates, the number of untrained teachers in various States:

State	No. of untrained teachers
1	2
Bihar	1,73,167
Uttar Pradesh	1,36,088

1	2
West Bengal	1,68,138
Jharkhand	73,281
Chhattisgarh	33,714
Andhra Pradesh	37,245
Orissa	33,401
Madhya Pradesh	27,222
Assam	19,033

3.46 It was also informed that the Department has held several rounds of consultations with the above State Governments to develop strategies for enabling untrained teachers to acquire 2-year Diploma in Elementary Education through Open Distance Learning (ODL) mode and seek approval of the NCTE. Further, Assam, Bihar, Chhattisgarh, Jharkhand, Orissa and West Bengal have also submitted their proposals to NCTE for training at identified places. The NCTE has also given permission to the States of Uttar Pradesh and Madhya Pradesh for training of untrained teachers at SCERT, Lucknow and IGNOU respectively.

3.47 The Committee notes that the National Council of Teacher Education (NCTE) Guidelines mandate that only professionally qualified persons should be recruited as teachers, unless relaxation in minimum qualifications has been granted by the State. Besides, it is mandatory for the person to clear Teacher Eligibility Test (TET) to be eligible for recruitment as teacher. 17 States have conducted Teacher Eligibility Test (TET) so far including 9 States with a larger gap of teachers required and recruited. **The Committee notes with serious concern that at present 8:1 lakh teachers require professional training. As the RTE Act envisages not only universal access or physical access to the school but also full participation in the classroom and learning processes, a condition precedent for which is availability of professionally qualified/trained teachers, the presence of such a large number of untrained teachers would lead to deprivation of quality education to the children of the country. The Committee, accordingly, recommends that the Department, in coordination with the State Governments, chalk out on Action Plan to ensure that RTE norms and NCTE guidelines are complied with on an urgent basis.**

IV. NATIONAL PROGRAMME OF MID-DAY-MEAL IN SCHOOLS

4.1 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 on 15 August, 1995 initially in 2,408 blocks in the country. The scheme has been revised in its content and coverage from time to time. At present the Mid-Day-Meal Scheme covers children studying in Classes I-VIII in all Government, Government aided, Local Body and National Child Labour Projects Schools, Madarsas and Maqtabas supported under SSA throughout the country without any discrimination of caste, creed, sex, community. The scheme reaches out to more than 11 crore children in 12.63 lakh institutions across the country. The scheme saw a significant progress during the Eleventh Plan Period and many studies conducted by independent agencies including the studies conducted by Prof. Amartya Sen's Pratchi Trust and University of Rajasthan & UNICEF indicate that the scheme has played a major role in universalization of primary education by (i) increasing enrolment, attendance; (ii) reducing drop out rate; and (iii) averting

classroom hunger, under-nourishment, especially of those belonging to under-privileged section of the society. Besides, the MDM scheme also addresses the micronutrients needs of the children under the School Health Programme in convergence with the National Rural Health Mission of the Ministry of Health and Family Welfare. Under the scheme, hot cooked meal is provided to children of primary level with 450 calories and 12 grams of protein and to the children of upper primary level with 700 calories and 20 grams of protein with adequate quantities of micro-nutrients in convergence with NRHM. The scheme is implemented by the State Governments/UT Administrations. The cost of the scheme is shared between the Centre and the States on 75:25 basis. For the North Eastern States the sharing pattern is 90:10. The scheme has been further revised during 2011-12 as follows:

- norms for providing mid-day meal to NCLP children has been changed from primary to upper primary children norms *w.e.f.* 1/11/2011. Accordingly, the central assistance to States/UTs for National Child Labour Project (NCLP) project has been revised as per norms applicable to upper primary children;
- Management, Monitoring & Evaluation (MME) @ 1.8% of cost of foodgrain cooking cost, Transportation & Honorarium to cook-cum helpers is being provided to States/UTs *w.e.f.* 1/04/2011;
- transportation assistance *w.e.f.* 1/04/2010 in the 11 special category States (8 NER States and 3 special category States) has been made at par with PDS rates prevalent in these states; and
- the payment of cost of foodgrains to the FCI has been decentralized at the district level *w.e.f.* 1/04/2010. Now the payment of cost of foodgrains is part of the recurring Central Assistance and is being released to all States/UTs to make payment to FCI.

4.2 On a specific query regarding the MDM Scheme being made applicable to private schools in remote tribal areas it was informed that the Working Group of Elementary Education for Twelfth Plan has recommended inclusion of children in private unaided schools in ST and SC concentration districts under MDM Scheme, in a phased manner. In the Scheduled Tribe concentration districts, it is proposed to cover 11472 schools, with 25 lakh children, at an estimated cost of ₹423 crore. In the Scheduled Caste concentration districts, it is proposed to cover 13645 schools with 32 lakh children, at an estimated cost of ₹519 crore. **The Committee appreciates the development.**

Fund Utilization under MDM Scheme

4.3 During the Eleventh Plan Period, the total outlay for the scheme was ₹48,000.00 crore. The Budget allocation for the year 2011-12 at BE stage was ₹10380.00 crore. An outlay of ₹11937.00 crore has been proposed for 2012-13. An analysis of Budget allocation and total expenditure for the last five years reveals that allocated funds have always remained under-utilized.

Components	2007-08	2008-09	2009-10	2010-11	2011-12
Budget allocation (in crore)	6678.00	80000.00	7359.15	9440.00	10380.00
Total Expenditure (in crore)	5835.44	6688.02	6937.79	9128.44	7697.24

The Committee notes that there has always been gap in allocation of funds and their utilization since 2007-08. For the year 2011-12 for which figures upto 29/12/2011 have been provided, the utilization figure is much below the desired level. Under-utilization of funds for any

scheme indicates that benefits of the scheme are not reaching the intended beneficiaries. **The Committee would like the Department to coordinate with the State Governments/Union Territories for optimum utilization of the funds meant for the welfare of the children.**

4.4 Committee's attention has also been drawn towards the availability of unspent balance of foodgrains at both primary and upper primary level. A total of 241555 MTs foodgrains was remaining unutilized as on 31/03/2011. Further, unspent balance to the tune of ₹1337.00 crore was available with the States/UTs as on 31/03/2011. Funds remaining under-utilized in a flagship scheme is a cause of serious concern for the Committee. **The Committee has been emphasizing that availability of unspent balances with the States/Union Territories indicates that the scheme is not being implemented as envisaged. The Committee observes that perhaps due to this reason, there has been marginal increase in the outlay for the scheme in 2012-13 over 2011-12. The Committee would appreciate if concerted efforts are made for optimum and judicious utilization of funds under the scheme during 2012-13.**

4.5 Committee's attention was drawn to the cost components of various indicator of MDM Scheme which was as under:-

Item	Percentage of funds
Cost of foodgrains	13%
Non-recurring cost	14%
MME	2%
Transportation assistance	2%
Honorarium to cooks	16%
Cooking cost	53%

On being asked as to why cooking cost was constituting such a high proportion of the MDM Scheme costs it was informed that 53 per cent cooking cost included other ingredients also such as edible oil, pulses, dal, vegetables, spices and fuel. **The Committee suggests that the cost of these items be excluded from cooking cost and shown separately.**

Lifting of foodgrain

4.6 As per the information made available by the Department, all States/UTs have been lifting less than 80 per cent of their gross allocated share of foodgrains. Data relating to allocation of foodgrains, lifting and utilization percentage in respect of some States is as indicated below:

State/UT	Gross Allocation for both Primary/Upper Primary	Lifting for both Primary/Upper Primary	Utilization % for both Primary/Upper Primary
1	2	3	4
Bihar	282233	74399.18	26
Arunachal Pradesh	6677	2541.07	38
Chandigarh	1635	700.70	43
West Bengal	265420	126302.00	48

1	2	3	4
Tamil Nadu	115987	55508.00	48
Assam	127328	63312.04	50
Karnataka	146790	76393.08	52
Puducherry	2315	1294.27	56
Haryana	54133	30881.56	57
Maharashtra	300300	175472.83	58
Chhattisgarh	1053440	63406.07	60

4.7 The Committee observes that 5 States/UTs have been utilizing less than 50 per cent of their allocated share of foodgrains. 6 States/UTs have been utilizing between 50 to 60 per cent, 13 States/UTs between 60-70 per cent and 10 States/UTs between 70 to 80 per cent. **Effectively, it means that substantial quantum of foodgrains remains unutilized with States/UTs. The Committee feels that this under-utilization of foodgrains dilutes the very purpose of the scheme. The Committee would like the Department to identify the State specific reasons in all the States where utilization percentage has remained below 60 and to take immediate corrective and remedial measures in this regard.**

4.8 The Committee has been given to understand that meticulous planning is done before approving the number of children and number of school working days for the MDM scheme. There also exists a system of review of the performance of previous year by the Programme Approval Board in the beginning of the year. In this context, the Committee fails to comprehend factors that lead to availability of foodgrains remaining with the States/UTs. Thus, the Committee strongly feels that strict monitoring mechanism be evolved for optimum utilization of foodgrains allocated under the MDM Scheme.

Infrastructure under MDM Scheme

4.9 The Committee notes that central assistance towards construction of kitchen cum-stores @ ₹60,000 per unit is being provided to the States/UTs under this scheme since 2006-07. **As per the information made available to the Committee, out of 8,73,748 sanctioned kitchen sheds, 6,30,923 kitchen sheds have been constructed till 30/09/2011. This means that there are 2,42,825 schools where kitchen-cum-stores are yet to be constructed. The Committee would like the Department to share the State-wise status of the Kitchen sheds along with the steps taken by it to ensure timely completion of the backlog of construction of Kitchen-cum-stores shed.**

Quality of food

4.10 Committee's attention has also been drawn to the number of complaints being received and reported in the media regarding poor quality of food being served to the children under the MDM Scheme. On a Specific query in this regard, it was informed that since the years 2009, 2010, 2011 and 2012, 23 complaints of poor quality of food served under the Scheme were received by the Government which were referred to the concerned States/UTs for taking corrective measures. Strict actions have been taken in all, except 8 complaints which were found to be baseless. The Committee, however, takes this opportunity to observe that inspite of monitoring mechanism, complaints of poor quality of foods being served are coming up every now and then. The Committee, besides recommending strict monitoring, would like the Department to start a 24x7

helpline to register complaints for bad quality of food or in cases where children complain of sickness/illness after taking such food. There could also be a provision for keeping the identity of child undisclosed for protection against victimization.

4.11 Committee's attention has also been drawn towards the Working Group Report on Elementary Education and Literacy, Twelfth Plan, which has indicated the following weaknesses of the MDM scheme:

- lack of focus on nutrition;
- lack of social accountability mechanisms and grievances redressal mechanism;
- need for capacity building at all levels to improve the effectiveness of the scheme;
- delay in availability of data for effective management of the scheme as well as lack of availability of real time data on important indicators such as whether MDM has been served or not.

4.12 The Working Group Report suggests that (i) children and parents should be given nutrition education; (ii) green leafy vegetables should be added; (iii) MDM price index should be revisited and revised annually; (iv) food and nutrition Board should be roped in to provide training of teachers and cook-cum-helpers; (v) visit by Health Department staff to schools for monitoring of MDM; (vi) training of cook-cum-helpers; (vii) regular monitoring for food safety, samples may be sent to accredited laboratories; and (viii) School Health Card for 5-18 years children to be monitored jointly by HRD and H&FW. **The Committee also feels that these measures may make a positive dent in the overall health and growth of school children. Therefore, it is recommended that these measures to adopted in co-ordination with the State Governments/ UTs during the Twelfth Plan.**

V. TEACHER EDUCATION

5.1 As envisaged in the National Policy on Education (NPE), 1986 and its Programme of Action (POA), a centrally sponsored scheme of restructuring and reorganization of Teacher Education was launched in 1987 with a view 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 provided for central assistance to the States for setting up of District Institutes of Education and Training (DIETs); strengthening of secondary teachers education institutions into Colleges of Teacher Education (CTEs) and Institutes of Advanced Study in Education (IASEs); and strengthening of State Councils of Educational Research and Training (SCERTs). The scheme has since been revised and the main components of the revised scheme are as under:

- Modification in centre-state financial sharing from existing 100% central assistance to 75:25 ratio for all States/UTs and 90:10 ratio for all NER States and Sikkim;
- Strengthening support to CTEs, IASEs, DIETs including establishing of new CTEs and IASEs and restructuring of DIETs;
- establishing Block Institutes of Teacher Education (BITEs) for augmenting Teacher Education Capacity in SC/ST and minority concentrated areas.
- professional Development of Teacher Educators and Technology in Teacher education along with PPP in teacher education; and
- monitoring mechanism.

5.2 The Committee notes that as on date, 571 DIETs, 106 CTEs and 32 IASEs have been sanctioned covering 599 districts in various States/UTs of which 555 DIETs, 104 CTEs and 31 IASEs are functional. The Committee hopes that with the implementation of the revised teacher education scheme, more number of CTEs and IASEs would be established, besides restructuring of DIETs. The Committee would also like to point out that teacher education institutions would not be strengthened unless all the sanctioned academic and non-academic posts have been filled up. The Committee in its 221st Report on DFG 2010-11 had also pointed towards a large number of academic and non-academic posts remaining vacant. **The Committee reiterates its recommendation that if 50 to 60 per cent of posts are lying vacant in teacher education institutions, then the Department's claims of their being fully functional and strengthened teacher education institutions cannot be taken seriously. Accordingly, the Committee recommends that immediate steps be taken for filling up of all the sanctioned posts. The Committee would like to be apprised about the same.**

5.3 The Committee would also like to reiterate that teachers' education and strengthening of teacher training institutions is still not receiving the priority it deserves in terms of 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 and secondary school teachers was ₹500.00 crore in 2010-11, out of which only ₹340.24 crore could be exhausted upto 30/09/2011. Again in 2011-12, budget allocation of ₹500.00 crore was made for the scheme and the actual expenditure upto 31/12/2011 was ₹313.97 only. One of the reasons for variation in budget allocation and actual expenditure was said to be large vacancies of academic and non-academic posts in DIETs, CTEs and IASEs and proposals for assistance for salary and training programmes being inadequate. **The Committee is unhappy over under-utilization of funds for this scheme. It would like the Department to make optimum and judicious utilization of allocated funds so as to ensure fully functional DIETs, CTEs, IASEs and SCERTs.**

VI. KENDRIYA VIDYALAYA SANGATHAN

6.1 There are presently (as on 31/10/2011) 1087 Kendriya Vidyalayas functional including 3 KVs abroad viz. Kathmandu, Moscow and Tehran. Of the total 1087 functional Kendriya Vidyalayas, 352 are in defence, 602 in civil sector, 110 in public sector undertakings and 22 in the institutes of higher learning sector. 46 Kendriya Vidyalayas are running in double shift. Upto 31/07/2011, 10,97,142 students have been studying in Kendriya Vidyalayas. KVs are basically day schools, however in 9 KVs hostel facilities are also available.

6.2 The Committee notes that 31 KVs have been declared as smart schools. Each of these schools has been provided with ₹25 lakh to augment their infrastructure and enhance the quality of education through the optimum use of IT and multimedia.

6.3 As many as 990 KVs have computer labs, 1031 have their schools websites and 1034 have internet facilities. ICT infrastructure in KVs is being further strengthened.

6.4 During the year 2011-12, KVS were provided with ₹ 315.00 crore in BE under plan and ₹1885.00 crore in BE under non-plan head. During 2011-12, the KVS could spend only ₹ 245.00 crore out of ₹ 350.00 crore sanctioned to it at RE stage in 2011-12.

6.5 The Committee notes that out of 1087 Kendriya Vidyalayas, 808 Kendriya Vidyalayas are functioning in permanent buildings. 61 buildings were under construction, and building plans were under process in respect of 24 Kendriya Vidyalayas. In case of 96 Kendriya Vidyalayas, land identified by the sponsoring authorities has been accepted by KVS and for 98 KVs, land is yet to be identified.

6.6 The Committee takes a serious note of the physical targets in terms of construction of school buildings, identification of land and building plans being under various stages of process. Construction work was continuing for 61 KVs, however, there were 98 KVs where land was yet to be identified. Even in respect of cases where land has been identified, building plans were under process. This data shows a huge backlog of physical targets. **The Committee would like to be informed about the areas/States where maximum number of KVs were yet to be constructed along with reasons for pendency. The Committee strongly recommends that procedural and administrative formalities should be completed within the shortest possible time so that physical targets are achieved in a time bound manner.**

VII. NAVODAYA VIDYALAYA SAMITI

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

7.2 As on 05/01/2012, 595 JNVs have been sanctioned of which 586 JNVs are functional. This includes 16 JNVs out of 19 sanctioned in districts having large concentration of scheduled castes/scheduled tribes. It has been informed that construction of Phase-A work has been completed in 494 JNVs and in 81 JNVs it is in progress. In 70 JNVs, construction work is yet to be sanctioned. The Committee hopes that construction work of Phase-A in respect of 81 JNVs would be completed expeditiously. For the remaining 20 JNVs where construction work is yet to be sanctioned. **The Committee observes that procedural bottlenecks must be removed and construction work be started as early as possible. The Committee would also like the Department to furnish to it the latest information regarding number of JNVs still functioning from temporary sites and number of JNVs that have remained non-functional till date inspite of sanctions.**

7.3 The Committee notes that the admission in Navodaya Vidyalayas is made at Class-VI level through a test. A total number of 2,36,110 students were on the rolls of Navodaya Vidyalayas in 2011-12. The percentage of students belonging to rural, SC, ST and Girls in these Vidyalayas has been encouraging. However, the figures of last two years *i.e.* 2010-11, 2011-12 show marginal decline in the percentage of students of all categories.

(In percentage)

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	77.85	24.23	17.53	36.68
2010-11	75.00	24.00	15.00	35.00
2011-12	77.00	24.00	15.00	35.00

7.4 **The Committee appreciates that the scheme has been taking care of the educational needs of the rural India and the marginalized section of the society. However, the Committee hopes that the reasons for declining percentage of all categories of students would be taken care of by the Department.**

7.5 On the academic performance front also, it has been informed that the performance of the Navodaya Vidyalaya students at all India Secondary School and senior secondary school

examinations has been very encouraging. The pass percentage of Navodaya Vidyalayas compared with that of the CBSE for the last 5 years reveals as follows:

(In percentage)

Year	Class X		Class XII	
	NVS	CBSE	NVS	CBSE
2007	96.41%	84.44%	90.11%	80.64%
2008	97.54%	87.08%	92.44%	80.91%
2009	97.84%	88.84%	94.09%	81.00%
2010	98.55%	89.28%	95.32%	79.87%
2011	99.52%	96.61%	96.86%	80.88%

The Committee taking note of the impressive pass percentage of the NVS recommends that Jawahar Navodaya Vidyalayas be set up in each block of the country. If this is explored, it could improve the condition of the schooling system in the rural India tremendously.

VIII. INFORMATION AND COMMUNICATION TECHNOLOGY (ICT) IN SCHOOLS

8.1 The Information and Communication Technology (ICT) in schools scheme was launched in December, 2004 to provide opportunities to students in secondary stage to build their capacity on ICT skills and make them learn through computer aided learning process. The scheme aims 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 Schools. The Committee was informed of the following progress with regard to coverage of schools under the scheme during the XI Plan Period.

Year	Target	Coverage
2007-08	20,000	22833
2008-09	18,000	26350
2009-10	15,000	9565
2010-11	20,000	19482
2011-12	20,000	14062

The Committee has also been informed that the scheme has been revised in 2010. The components of the revised scheme were:

- increase outreach to all Government and Government aided secondary and higher secondary schools;
- strengthen teacher capacity;
- provision of broad band connectivity and e-content development.
- National award to teacher for using ICT innovatively.

8.2 The Committee notes that during the Eleventh Plan Period, an amount of ₹ 6000.00 crore was earmarked for the scheme out of which only 1650.00 crore was actually allocated. That the

financial targets of XI Plan under the scheme could not be achieved is visible from the figures given below:

Earmarked ₹ 6000.00 crore	Actual allocation as on 28/03/2012 (in crore)			
	Year	BE	RE	Actual Expenditure
XI Plan	2007-08	250	250	254.45
	2008-09	300	300	277.34
	2009-10	300	200	187.85
	2010-11	400	400	388.99
	2011-12	500	500	490.00
		1650	1650	1598.63

The Committee notes that during the entire the Eleventh Plan period, out of earmarked ₹ 6000.00 crore only 28 per cent amount could be utilized. On a perusal of the details of the schools approved under ICT in schools scheme, during the years 2008-09, 2009-10 and 2010-11, it is revealed that in the States/UTs of Bihar, Chandigarh, Goa, Jharkhand, Lakshadweep and Puducherry, not even a single school has been approved to be covered under the scheme. In case of some other States, schools have been approved only in 2010-11. These States/UTs are Assam, D&N Haveli, Daman and Diu, Delhi, Nagaland, Orissa and Sikkim. Similar has been the situation with regard to fund released under the scheme to various States in the years 2008-09, 2009-10 and 2010-11. No funds have been released to the States/UTs of Jammu & Kashmir, Jharkhand, Lakshadweep, Madhya Pradesh, Orissa and Puducherry. The above facts only indicate wide spread regional disparities in the implementation of this scheme. **The Committee is not happy by the overall implementation pattern of the scheme and apprehends that it would only lead to greater urban-rural e-divide and also e-divide amongst students of various socio-economic groups. The Committee also notes that for the year 2012-13 the scheme has been allocated only ₹350.00 crore in BE due to financial constraints. The Committee feels that this amount is grossly inadequate for this ambitious scheme. The Committee is deeply concerned that inadequacy of funds would only hamper the performance of the scheme which aims to cover every school under the ICT with priority to educationally backward blocks and areas with concentration of SC, ST, Minority and weaker sections. In the light of the above, the Committee urges the Department to make adequate resources available and also to co-ordinate with the States/UTs for enhancing the pace of progress under this scheme.**

IX. RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN

9.1 To universalize access to and improve quality of education at secondary stage, the Rashtriya Madhyamik Shiksha Abhiyan, a centrally sponsored scheme was launched during the Eleventh Plan. The scheme has been implemented from the year 2009-10. The Scheme aims to achieve an enrolment ratio of 75 per cent for classes IX-X within five years, universal access by 2017, and universal retention by 2020. The physical targets of the Scheme during the Eleventh Plan show the following:

Item	Target	Achievement
Establishment of new Secondary Schools	11,000	9670 approved
Strengthening of existing Schools	44,000	34311 sanctioned
Additional Teachers	1,79,000	52352 sanctioned
Additional Classrooms	80,500	49356 sanctioned
Training (in service)	All teachers every year	In service training of all Government teachers including Government teachers including Government aided school's teachers has been sanctioned.

The above targets were set up to cover enrolment of 32 lakh students in the secondary education. With regard to financial targets, the Committee was informed that an amount of ₹20,000.00 crore was projected for achievement of goals under the scheme. However, during the three years of its implementation *i.e.* 2009-10, 2010-11 and 2011-12, a total of ₹4550.00 crore had been sanctioned for release under the RMSA. The reason for this low release was that the States/UTs were facing problems in the implementation of the provisions of the scheme due to non-adoption of State Schedule of Rates and limited provision of MMER @ 2.2%. The Department had also informed that these issues have been taken up with the Planning Commission by way of a revised EFC sent to them in February, 2011. These issues were said to be still under consideration. **The Committee observes that procedural bottlenecks need to be removed expeditiously for smooth implementation of the scheme.**

9.2 The main objective of the scheme is to improve Gross Enrolment Ratio to 75 per cent within 5 years. The Committee notes that as per the SES 2009-10 data as on 30/09/2009 Gross Enrolment Ratio at secondary level is 62.71 per cent and for the same period the Gross Dropout Rate (class I-X) was 52.76 per cent. **The Committee observes that improved enrolment ratio at secondary level is somewhat off set by equally high drop out rate. The Committee would like the Department to initiate concerted steps to improve Gross Enrollment Ratio. The Committee would also like the Department to have focused strategies in co-ordination with the State Governments to achieve this uphill task.**

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, at the rate of one school per block as benchmark of excellence, was launched in November, 2008. The scheme was to be implemented in two modes *viz* (i) 3500 schools were to be set up in Educationally Backward Blocks (EBBs) through States/UTs and (ii) 2,500 schools were to be set up under Public Private Partnership mode in Blocks that are not educationally backward. The Committee has been informed that at present, only the component for setting up model schools in EBBs through States/UTs Governments is operational.

10.2 The sharing pattern under the scheme is 75:25 between the Centre and the State Governments for both recurring and non-recurring costs. The Committee has been informed that during the Twelfth Plan period, the sharing pattern for recurring cost will be 50:50. In the special category States, the sharing pattern is envisaged to be 90: 10. As on 28/0/2012, model schools in

1,956 blocks in 22 States have been approved and funds have been released for setting up of 1,573 model schools in 21 States. It has also been informed that 438 model schools in 7 States have become functional. Regarding the PPP model schools, the Committee has been informed that modalities have been finalized and this component of the scheme would be launched in the Twelfth Five Year Plan.

10.3 In the BE of 2011-12 ₹1079.98 crore were provided for the scheme which was increased marginally at RE stage to ₹1081.36 while the actual expenditure as on 31/12/2011 was only ₹947.97 crore. The Committee notes that the funds allocated for the scheme remained under utilized. An allocation of ₹971.98 crore has been provided for the scheme in BE of 2012-13.

10.4 The Committee observes that the pace of setting up of Model Schools appears to be slow. Development of infrastructure under the Scheme would require some time. Two, three problem areas have been visible in the implementation of the Scheme. These include difficulty relating to civil work in the States with hilly and difficult terrain, lack of availability of land in Block headquarters leading to significant long time in viable proposals being received from the States and non-receipt of viable proposal from NER States. The Committee recommends the Department to make concerted efforts in this regard and to co-ordinate with the State Governments/UTs for setting up of these model schools expeditiously. The Committee hopes that schools under PPP mode would also be set up during the XII Five Year Plan.

XI. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME

11.1 The National Means-cum-Merit Scholarship Scheme, a centrally sponsored scheme, was launched in 2008-09. Under the scheme one lakh scholarships of ₹6000/- per annum per students were to be awarded to the selected students each year for study in classes IX to XII. The objective of the scheme is to award scholarships to meritorious students of economically weaker sections to arrest their drop out at class VIII and to encourage them to continue in the secondary stage *i.e.* up to class XII.

11.2 The BE, RE and actual expenditure under the scheme for the last two years are as under:

2010-11			2011-12		
BE	RE	Actuals (as on 31/03/2011)	BE	RE	Actuals (as on 31/12/2011)
90.50	60.50	49.79	60.00	70.00	47.12

The Committee notes that funds have always remained under-utilized in this scheme indicating that the benefits of the scheme have not been reaching to the intended beneficiaries. The BE allocation for the scheme in the year 2012-13 has been kept at ₹63.00 (crore). From the information made available by the Department, it is noted that total number of scholarships awarded in the year 2011-12 were 77,323. Further, only 20 States/UTs have taken benefit of the scheme in 2011-12, even though as per the Department's information, all the States/UTs including the States in NER except Lakshadweep have taken benefit of the scheme during 2008-09, 2009-10 and 2010-11. The Committee is unable to comprehend the reasons for less number of States/UTs opting for this scheme.

11.3 **The Committee observes that there is lack of interest on the part of the States/UTs in the scheme. The Committee feels that the Department needs to play a pro-active role in giving wide publicity to the scheme to expand its outreach. The Committee would like the Department to constantly monitor the participation of the States/UTs and identify the constraints being faced by them in availing the benefits of the scheme and make efforts to resolve them as well.**

XII. VOCATIONALIZATION OF SECONDARY EDUCATION

12.1 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 orientated courses at +2 level are being provided in the areas of Agriculture, Business & Commerce, Engineering & Technology, Home Science etc. Financial assistance is provided to the States, NGOs and Voluntary organizations for implementation of innovative projects.

12.2 It has been informed that the scheme has been revised and approved by CCEA on 15/09/2011. The revised scheme aims to address some of the weaknesses of the existing scheme relating to there being no provision for vertical and horizontal mobility for students of vocational stream, grossly inadequate linkage of schools with industry, paucity of trained teachers, low quality teaching learning etc. It is envisaged that the revised scheme would strengthen the vocational education in classes XI-XII.

12.3 The Committee observes that the BE and RE allocation for the scheme in 2010-11 was ₹25.00 crore. However, no expenditure could be incurred under the scheme upto 31/03/2011. Again, in 2011-12, the BE and RE allocation for scheme was kept at ₹25.00 crore, out of which only ₹4.98 crore could be exhausted upto 31/12/2011. For the year 2012-13, BE allocation for the scheme has been enhanced to ₹90.00 crore. **The Committee hopes that with the revised scheme being made applicable from this year onwards, utilization of funds would pick up.**

12.4 The Committee has been informed that proposals have been received from the States of Haryana, Bihar, West Bengal, Assam and Mizoram for pilot project. It has also been informed that revised components for implementation of the scheme were approved in 2011-12 which included strengthening of 1000 existing vocational schools and establishment of 100 vocational schools through State Governments, assistance of 500 vocational schools under PPP mode, development of 250 competency based modules for each individual vocational courses and assistance to 150 reputed NGOs.

12.5 The Committee would like to be apprised of the outcome of the revised components of scheme. The Committee would also like to reiterate that uptill now, the scheme of Vocationalization of Secondary Education has not taken off in the real sense. The Committee hopes that the revised version of the scheme would make some difference because it is an important scheme which can prove to be immensely helpful for our youth.

XIII. ADULT EDUCATION AND SKILL DEVELOPMENT SCHEME

13.1 The National Literacy Mission Scheme has been recast as Saakshar Bharat and made operational *w.e.f.* 1st October, 2009. Saakshar Bharat Scheme envisaged (i) to achieve 80% literacy by the end of XI Plan, (ii) to minimize regional disparities in literacy and (iii) to reduce gender gap in literacy. Saakshar Bharat scheme focuses on districts having adult female literacy rate of 50% or less, as per Census of 2001. Besides, 35 districts, affected with worst left wing extremism were also to be covered, irrespective of their adult female literacy rate. Under the scheme 410 districts have been identified in 25 States and one UT. Prime focus of Saakshar Bharat is on women but the programme does not exclude men from its ambit.

13.2 Saakshar Bharat is implemented through Panchayat Raj Institutions. It was decided to implement the programme during the Eleventh Plan period in a phased manner. Accordingly, the Mission has been rolled out in 372 districts in 25 States. Government of India's share of expenditure for the year 2009-10 was ₹333.89 crore, for 2010-11 ₹370.68 crore and for 2011-12 (up to 31/12/2011) ₹430.16 crore. The Committee finds that the Government's share has been

increasing gradually under the scheme. For smooth and effective implementation and monitoring, Saakshar Bharat provides for constitution of Saakshar Samities at Gram Panchayat, Block and District level. A household survey is conducted by the States to identify the potential learners and voluntary teachers for conducting the literacy class. As an alternative model for imparting basic literacy, Camp Based Literacy Programme with ICT inputs, has been organized in collaboration with Tata Consultancy Services (TCS) in six States on experimental basis. There were three camps in Andhra Pradesh and one camp each in the States of Karnataka, UP, Jharkhand. Literacy Camps have also been organized in Chhattisgarh and Rajasthan.

13.3 In order to promote adult education and skill development through the voluntary sector, support to Voluntary Agencies was so far being extended through two schemes, namely, (i) Assistance to Voluntary Agencies in the field of Adult Education and (ii) Jan Shikshan Sanstana. With effect from 1 April, 2009, both these schemes have been merged and a modified scheme, namely, "Scheme of Support to Voluntary Agencies for Adult Education and Skill Development" has been put up in place. The main objective of this Scheme is to secure extensive as well as intensive involvement of the voluntary sector in the endeavour of the Government to promote functional literacy, skill development and continuing education among adults, under the overall umbrella of Saakshar Bharat. The Scheme encompasses three components, namely, State Resource Centres, Jan Shikshan Sansthans and Assistance to Voluntary Agencies. Currently, there are 29 SRCs in the different parts of the country. The Eleventh Plan had sanctioned 14 new SRCs. New SRCs have already been sanctioned for Andhra Pradesh, Arunachal Pradesh, Assam, Jharkhand and Rajasthan and proposals for setting up of such SRCs in the States of Bihar, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Tamil Nadu and Uttar Pradesh are being processed. JSS impart skill development training in nearly 394 vocational courses. In all 6 crore beneficiaries are expected to be covered under different vocational training programmes under JSS. Majority of beneficiaries came from SC, ST, OBC, minorities and other economically weaker sections.

13.4 The Committee takes note of the initiatives under the Saakshar Bharat and Skill development schemes. The Committee would like to point out that periodic evaluation of the scheme should be made to see whether it is yielding into positive results. Further, monitoring mechanism needs to be strengthened.

XIV. CONCLUSION

14. **The year 2012 would be the beginning year of the XII Five Year Plan. The Committee observes that the performance of the Department of School Education and Literacy has been satisfactory during the XI Plan Period. However, there are several challenges that lay ahead before the Department in the XII Plan. The major being fund constraints. As the Department has been striving for near universal access to secondary education as well along with universalization of elementary education through its flagship schemes such as RTE, MDM, RMSA, funding would remain the most crucial aspect. Besides, co-ordination with the States/UTs and creating awareness about its various schemes/programmes, especially awareness about RTE would require monitoring mechanism on the part of the Department. The Committee hopes that the Department would be able to overcome these challenges and would implement its schemes/programmes earnestly during the XII Five Year Plan as well.**

OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE — AT A GLANCE

II. BUDGETARY ALLOCATION

Given the fact that the implementation of SSA-RTE programme and other schemes of the Department require enhanced allocation of the funds, the Committee is constrained to observe that there has been a wide gap in demand of the Department and actual allocation. The Committee apprehends that insufficiency of funds would compel the Department to cut down or withdraw from other schemes, besides leading to hindrances in the implementation of the SSA-RTE programmes which entails specific time-frame.

(Para 2.5)

Availability of unspent balances indicates that targeted beneficiaries are not being covered fully and pending utilization certificates are indicative of the non-adherence of the financial norms for the schemes. The Committee, therefore, would again like to remind the Department to be more vigilant in realizing its fiscal responsibility. The Department should initiate steps for liquidating old pending utilization certificates and making the implementing agencies liable for the same. The Department should also pursue the issue of unspent balances with the State Governments to ensure that the allocated funds are utilized optimally and judiciously.

(Para 2.10)

III. SARVA SIKSHA ABHIYAN/RIGHT TO EDUCATION

Conversion from other Schemes

The Committee is of the view that the real test of the success of RTE Act would be the improvement made in the quality of education being imparted to students. Another aspect which can also be covered is the assessment of problem areas being faced by school managements and parents. The Committee, accordingly, recommends that these inputs may also be included in future assessment of RTE.

(Para 3.14)

Infrastructure Development under SSA-RTE

The Committee would like to emphasize that schools must be run with proper infrastructure, having sufficient rooms, drinking water, sanitation facilities, boundary walls, play ground and library as per RTE norms. Inadequacy of infrastructure facilities at primary and upper primary levels should be viewed seriously as it is a first step to attract children to schools which is what the Department has been striving for since the inception and implementation of SSA. The Committee feels that the Department should play a more proactive role in this regard.

(Para 3.18)

Enrolment, Retention and Dropout

The Committee would like to draw the attention of the Department to the fact that the drop out figures have always remained on higher side in spite of specific interventions/initiatives. Not only SC ST drop out rates are high but also overall drop out rates are on the higher side. If nearly 40 per cent students are dropping out, it indicates that initiatives are failing to yield desired results. The Committee would like the Department to come out with a specific action plan to curb the problem. The Committee would also like to point out

that there is need to involve parents, teachers, social workers, Members of Panchayats in the School Management Committees so that not a single child is left out of the schooling system. (Para 3.25)

Committee observes that of all the disadvantageous groups, physically and mentally challenged and ST children have been the worst hit. The Committee would appreciate if the Department comes out with specific interventions for these groups. (Para 3.33)

Quality of Education under SSA-RTE

The Committee hopes that the initiatives of the Department would result in some positive improvements in learning enhancement of the children. One way out could be evolving the concept of peer education system within the school as a means of learning enhancement. Under this concept, a higher grade student can adopt a lower grade student and start teaching him. This would help the teaching student to make his base strong. As an incentive to the teaching student, a provision of stipend could also be made. This peer education concept could go a long way in enhancing the learning capacity of the children. The Department may take note of this and take suitable action. (Para 3.36)

Teacher Recruitment and Training under SSA-RTE

The Committee notes with serious concern that at present 8.1 lakh teachers require professional training. As the RTE Act envisages not only universal access or physical access to the school but also full participation in the classroom and learning processes, a condition precedent for which is availability of professionally qualified/trained teachers, the presence of such a large number of untrained teachers would lead to deprivation of quality education to the children of the country. The Committee, accordingly, recommends that the Department, in coordination with the State Governments, chalk out an Action Plan to ensure that RTE norms and NCTE guidelines are complied with on an urgent basis. (Para 3.47)

IV. NATIONAL PROGRAMME OF MID-DAY-MEAL IN SCHOOLS

Fund Utilization under MDM Scheme

The Committee has been emphasizing that availability of unspent balances with the States/Union Territories indicates that the scheme is not being implemented as envisaged. The Committee observes that perhaps due to this reason, there has been marginal increase in the outlay for the scheme in 2012-13 over 2011-12. The Committee would appreciate if concerted efforts are made for optimum and judicious utilization of funds under the scheme during 2012-13. (Para 4.4)

Infrastructure under MDM Scheme

As per the information made available to the Committee, out of 8,73,748 sanctioned kitchen sheds, 6,30,923 kitchen sheds have been constructed till 30/09/2011. This means that there are 2,42,825 schools where kitchen-cum-stores are yet to be constructed. The Committee would like the Department to share the State-wise status of the Kitchen sheds along with the steps taken by it to ensure timely completion of the backlog of construction of Kitchen-cum-stores shed. (Para 4.9)

V. TEACHER EDUCATION

The Committee reiterates its recommendation that if 50 to 60 per cent of posts are

lying vacant in teacher education institutions, then the Department's claims of their being fully functional and strengthened teacher education institutions cannot be taken seriously. Accordingly, the Committee recommends that immediate steps be taken for filling up of all the sanctioned posts. The Committee would like to be apprised about the same. (Para 5.2)

VI. KENDRIYA VIDYALAYA SANGATHAN

The Committee would like to be informed about the areas/States where maximum number of KVs were yet to be constructed along with reasons for pendency. The Committee strongly recommends that procedural and administrative formalities should be completed within the shortest possible time so that physical targets are achieved in a time bound manner. (Para 6.6)

VII. NAVODAYA VIDYALAYA SAMITI

The Committee would also like the Department to furnish to it the latest information regarding number of JNVs still functioning from temporary sites and number of JNVs that have remained non-functional till date inspite of sanctions. (Para 7.2)

VIII. INFORMATION AND COMMUNICATION TECHNOLOGY (ICT) IN SCHOOLS

The Committee is not happy by the overall implementation pattern of the scheme and apprehends that it would only lead to greater urban-rural e-divide and also e-divide amongst students of various socio-economic groups. The Committee also notes that for the year 2012-13 the scheme has been allocated only ₹350.00 crore in BE due to financial constraints. The Committee feels that this amount is grossly inadequate for this ambitious scheme. The Committee is deeply concerned that inadequacy of funds would only hamper the performance of the scheme which aims to cover every school under the ICT with priority to educationally backward blocks and areas with concentration of SC, ST, Minority and weaker sections. In the light of the above, the Committee urges the Department to make adequate resources available and also to co-ordinate with the States/UTs for enhancing the pace of progress under this scheme. (Para 8.2)

IX. RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN

The Committee observes that improved enrolment ratio at secondary level is somewhat off set by equally high drop out rate. The Committee would like the Department to initiate concerted steps to improve Gross Enrollment Ratio. The Committee would also like the Department to have focused strategies in co-ordination with the State Governments to achieve this uphill task. (Para 9.2)

XI. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME

The Committee observes that there is lack of interest on the part of the States/UTs in the scheme. The Committee feels that the Department needs to play a pro-active role in giving wide publicity to the scheme to expand its outreach. The Committee would like the Department to constantly monitor the participation of the States/UTs and identify the constraints being faced by them in availing the benefits of the scheme and make efforts to resolve them as well. (Para 11.3)

XII. VOCATIONALIZATION OF SECONDARY EDUCATION

The Committee would like to be apprised of the outcome of the revised components

of scheme. The Committee would also like to reiterate that uptill now, the scheme of Vocationalization of Secondary Education has not taken off in the real sense. The Committee hopes that the revised version of the scheme would make some difference because it is an important scheme which can prove to be immensely helpful for our youth. (Para 12.5)

XIII. ADULT EDUCATION & SKILL DEVELOPMENT SCHEME

The Committee takes note of the initiatives under the Saakshar Bharat and Skill development schemes. The Committee would like to point out that periodic evaluation of the scheme should be made to see whether it is yielding into positive results. Further, monitoring mechanism needs to be strengthened. (Para 13.4)

MINUTES

XVII
SEVENTEENTH MEETING

The Committee on Human Resource Development met at 1.00 A.M. on Wednesday, the 11th April, 2012 in Committee Room 'A', Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

RAJYA SABHA

1. Shri Oscar Fernandes – *Chairman*
2. Shri Prakash Javadekar
3. Shri N.K. Singh
4. Shrimati Kanimozhi
5. Shri N. Balaganga

LOK SABHA

6. Shri Kuvarjibhai Mohanbhai Bavalia
7. Shri P.K. Biju
8. Shri Rahul Gandhi
9. Capt. Jai Narain Prasad Nishad
10. Shri Sheesh Ram Ola
11. Shri Joseph Toppo
12. Dr. Vinay Kumar Pandey 'Vinnu'
13. Shri Madhu Goud Yaskhi
14. Shri Ramesh Rathod

SECRETARIAT

Shrimati Vandana Garg, *Additional Secretary*

Shri N.S. Walia, *Director*

Shri Arun Sharma, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

Shrimati Harshita Shankar, *Committee Officer*

LIST OF WITNESSES

**Ministry of Human Resource Development
Department of School Education and Literacy**

1. Ms. Anshu Vaish, *Secretary*

2. Ms. Anita Kaul, Additional Secretary
3. Shri M.S. Khanna, Joint Commissioner
4. Dr. Amarjit Singh, Joint Secretary
5. Shri Jagmohan Singh Raju, Joint Secretary
6. Shri Apurva Chandra, Joint Secretary
7. Shri Ajay Narayan Jha, JS & FA
8. Shri V. Nagarajan, CMIS MHRD
9. Shri K. Gopalan, Senior Consultant, EdCIL
10. Shri Vineet Joshi, Chairman, CBSE
11. Shri Avinash Dikshit, Commissioner, KVS
12. Shri G.S. Bothyal, Commissioner, NYS
13. Dr. S.S. Jena, Chairman, NIOS
14. Prof. Alok Verma, Director, CTSA

2. At the outset, the Chairman welcomed the members to the meeting of the Committee convened for having the presentations of the Secretaries, Department of School Education and Literacy on the Demands for Grants 2012-13 of the Department. He also reminded the members that the deadline for presenting the Report on the Higher Education and Research Bill, 2011 is 30th April, 2012. Since the Committee was busy in the examination of Demands for Grants 2012-13 of the four Ministries/Departments under its preview, the Committee felt that it would not be in a position to furnish a report on the Bill and would be requiring extension of time for the same. The Committee, accordingly, authorized the Chairman to approach the Hon'ble Chairman, Rajya Sabha for seeking extension of time presentation of the Report on the Higher Education and Research Bill, 2011 upto 31st July, 2012.

3. The Committee, then, heard the presentation of the Secretary, Department of School Education and Literacy on the Demands for Grants 2012-13 of the Department with special emphasis on the reasons for budgetary allocations for various schemes/programmes of the Department, performance of the scheme/programmes, problem areas faced in implementation of schemes/programmes and remedial steps taken by the Department. The Chairman and members raised certain queries which were replied to by the Secretary and other officials of the Department.

4. Verbatim record of the proceedings was kept.

5. The Committee then adjourned at 1.40 P.M.

XIX
NINETEENTH MEETING

The Committee on Human Resource Development met at 4.00 P.M. on Thursday, the 30th April, 2012 in Committee Room 'A', Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

RAJYA SABHA

1. Shri Oscar Fernandes – *Chairman*
2. Shri M. Rama Jois
3. Dr. Janardhan Waghmare
4. Shri N. Balaganga

LOK SABHA

5. Shri E.T. Mohammed Basheer
6. Shri Kuvarjibhai Mohanbhai Bavalia
7. Shri P.K. Biju
8. Shri Suresh Chanbasappa Angadi
9. Shri Kail Muni Karwariya
10. Capt. Jai Narain Prasad Nishad
11. Shri Ashok Tawar

SECRETARIAT

Shrimati Vandana Garg, *Additional Secretary*

Shri N.S. Walia, *Director*

Shri Arun Sharma, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

Shrimati Harshita Shankar, *Committee Officer*

2. At the outset, the Chairman welcomed the Members to the meeting of the Committee convened to consider and adopt the draft 243rd, 244th and 245th Reports on the Demand for Grants 2012-13 of the Ministry of Women and Child Development, Department of School Education and Literacy and the Ministry of Youth Affairs and Sports respectively.

3. The Committee, then considered and adopted the draft 243rd, 244th and 245th Reports without any modifications.

4. The Committee then adjourned at 4.15 P.M.

