



**PARLIAMENT OF INDIA
RAJYA SABHA**

217

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

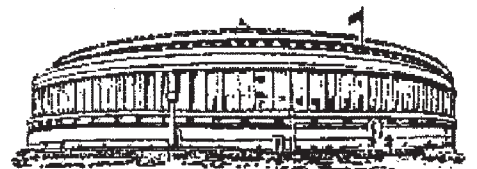
TWO HUNDRED-SEVENTEENTH REPORT

ON

**ACTION TAKEN BY GOVERNMENT ON THE
RECOMMENDATIONS/OBSERVATIONS CONTAINED
IN THE TWO HUNDRED SIXTH REPORT ON
DEMANDS FOR GRANTS 2008-09 (DEMAND NO. 57)
OF THE
DEPARTMENT OF SCHOOL EDUCATION AND LITERACY
(THE MINISTRY OF HUMAN RESOURCE DEVELOPMENT)**

**(PRESENTED TO THE RAJYA SABHA ON 26TH NOVEMBER, 2009)
(LAID ON THE TABLE OF LOK SABHA ON 26TH NOVEMBER, 2009)**

**RAJYA SABHA SECRETARIAT
NEW DELHI
NOVEMBER, 2009/KARTIKA, 1931 (SAKA)**



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CONTENTS

	PAGES
1. COMPOSITION OF THE COMMITTEE	(i)-(ii)
2. PREFACE	(iii)
3. REPORT	1—44
CHAPTER-I Recommendations/Observations which have been accepted by the Government	2—3
CHAPTER-II Recommendations/Observations which the Committee does not desire to pursue in view of the Government's reply	4—20
CHAPTER-III Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee	21—40
CHAPTER-IV Recommendations/Observations in respect of which replies of the Government are still awaited	41—44
4. RECOMMENDATIONS/OBSERVATIONS OF THE COMMITTEE — AT A GLANCE	45—49
5. MINUTES	51—54
6. ANNEXURES	55—67

COMPOSITION OF THE COMMITTEE ON HUMAN RESOURCE DEVELOPMENT
(2009-10)

1. Shri Oscar Fernandes — *Chairman*

RAJYA SABHA

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

LOK SABHA

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

(ii)

SECRETARIAT

Shri N.C. Joshi, *Secretary*

Shrimati Vandana Garg, *Additional Secretary*

Shri M.K. Khan, *Director*

Shri Arun Sharma, *Joint Director*

Shri Sanjay Singh, *Assistant Director*

Shrimati Himanshi Arya, *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-Seventeenth Report on Action Taken by Government on the Recommendations contained in the Two Hundred-sixth Report on Demands for Grants (Demand No. 57) of the Department of School Education and Literacy for the year 2008-09. The Action Taken Report contains only those paragraphs which entailed recommendations/observations and it leaves the narration.

2. The Two Hundred-sixth Report of the Department-related Parliamentary Standing Committee on Human Resource Development was presented to Rajya Sabha on 15th April, 2008 and laid on the Table of Lok Sabha on the 17th April, 2008. Replies of the Government to the recommendations/observations contained in the Report, were considered by the Committee at its meeting held on the 12th November, 2009.

3. The Committee considered the Draft Report and adopted the same at its meeting held on the 12th November, 2009.

NEW DELHI;
November 12, 2009
Kartika 21, 1931 (Saka)

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

REPORT

The Report of the Committee deals with the action taken by the Government on the recommendations contained in its Two Hundred Sixth Report on Demands for Grants (Demand No. 57) of the Department of School Education and Literacy (Ministry of Human Resource Development) for the year 2008-09.

2. Action Taken Notes received from the Government in respect of the recommendations contained in the 206th Report, have been categorized as follows:

- (i) Recommendations/Observations which have been accepted by the Government—paras 1.4, 2.3, 2.12, 5.5 and 5.6

(Chapter-I) Total – 5

- (ii) Recommendations/Observations which the Committee does not desire to pursue in view of the Government's reply—paras 1.3, 1.5, 2.7, 2.10, 2.13, 2.17, 2.20, 2.21, 2.22, 2.25, 2.26, 2.30, 2.31, 2.32, 3.3, 3.12, 4.3, 4.4, 4.6, 5.7, 5.9, 5.10, 6.5, 7.3, 7.5, 7.6, 9.3, 9.5, 10.1, 11.1, 11.2, and 12.1

(Chapter-II) Total – 32

- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee—paras 1.6, 2.5, 2.6, 2.8, 2.14, 2.15, 2.18, 2.29, 2.35, 2.37, 3.4, 3.5, 3.6, 3.8, 3.9, 4.7, 4.8, 4.9, 4.10, 5.8, 6.7, 6.8, 7.4, and 8.6

(Chapter-III) Total – 24

- (iv) Recommendations/Observations in respect of which replies of the Government are still awaited—paras 3.7, 3.13, 3.14, 3.15, and 9.2

(Chapter-IV) Total – 5

CHAPTER-I

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

I. BUDGETARY ALLOCATION

Recommendations/observations

1.4 The Committee was informed that the enhancement in the allocation for the Mid-Day Meal Scheme was on account of its extension to the Upper Primary level all over the country. Under Secondary Education, raise in allocation was mainly for the proposed two new schemes *viz.* 'New Model Schools' and 'Upgradation of 2000 Kasturba Gandhi Balika Vidyalayas (Residential schools, Hostels/Girls Hostels)'. Under the Adult Education, one new programme named 'Literacy Programme for 35+ age group' was proposed to be introduced in the current fiscal. The Committee welcomes the extension of MDM to upper primary level and launching of new schemes for girls' and also for 35+ persons.

Action Taken

In so far as Mid-Day Meal Scheme is concerned, observations of the Committee are noted.

II. SARVA SHIKSHA ABHIYAN

Recommendations/observations

Achievements under SSA

2.3 The Committee is fully aware of the various limitations in the gigantic task of universalisation of elementary education (UEE) in a vast country like ours particularly, through the schemes like SSA and MDM. It appreciates the efforts made in trying to achieve various goals set in this regard and the Committee takes note of some improvements in respect of various dimensions/indicators towards reaching the goal of UEE. It, however, feels its duty to point out the areas of concern with a view to making mid way corrections and making assiduous efforts for achieving our goal in time.

Action Taken

Observations of the Committee have been noted.

Recommendations/observations

2.12 The Committee is of the view that the slow pace of progress in providing basic infrastructure in the schools is a major problem area. The main goals of SSA can only be achievable if basic components like school building, additional classrooms, drinking water, toilet facilities, recruitment and training of teachers were in place as scheduled. These gaps under different components of SSA were being persistently pointed out by the Committee. With the availability of funds and effective monitoring mechanism reported to be in place, position should

have improved by now. The Committee would again emphasize that the basic infrastructure as well as dedicated teachers are the deciding factors through which SSA goals and targets can be accomplished in time.

Action Taken

Due to proper mechanism to monitor the progress of infrastructural facilities, the progress is quite satisfactory. On perusal of the foregoing Paras (*i.e.* Para 2.10 and 2.11), it is quite clear that the progress percentage under school building, additional classroom, drinking water and toilet facilities are 77.6%, 81.6%, 93.8% and 92% respectively. Besides, the teachers recruitment upto 31.3.2009 is at 80.3%. The States/UTs are regularly monitored at quarterly intervals to review the progress of infrastructural facilities under SSA.

V. KENDRIYA VIDYALAYA SANGATHAN

Recommendations/observations

5.5 The Committee does not accept the reply of the Sangathan. It is of the opinion that except for the vacancies arising out of death, resignation and termination of services, all other vacancies could be anticipated well in advance and hence there is no reason as to why the Sangathan cannot initiate the process of recruitment for all other posts well in advance. The very fact that such large number of vacancies exist is a pointer to the Sangathan not being able to take action in time. The Committee, therefore, recommends the Sangathan to streamline its recruitment procedures at the earliest and complete the recruitment of posts at the earliest. Efforts should be made to ensure that vacancies, as and when they arise, are filled up within the shortest possible time.

Action Taken

The suggestion of the Committee has been noted for strict compliance. Efforts will be made to fill up the vacancies as and when they arise, within the shortest possible time.

Recommendations/observations

5.6 The Committee has been informed that a large number of *ad-hoc*/part-time teachers were being engaged at the school level to make up for the shortages of teaching staff. Every possible attempt should be made to fill up the vacancies by regular teachers and the role of *ad-hoc*/part-time teachers should be temporary only as a stop-gap arrangement.

Action Taken

Ad-hoc teachers are engaged as a stop gap arrangement only to fill up vacancies temporarily. The vacancies of teaching posts as well non-teaching posts have been advertised as stated in Para 5.4 and these posts are likely to be filled up very soon. Also the matter has been noted for strict compliance in future.

CHAPTER-II

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

I. BUDGETARY ALLOCATION

Recommendations/Observations

1.3 The Committee observes that while there is a marginal decrease in the allocation for Sarva Shiksha Abhiyan in 2008-09 as compared to 2007-08 allocations, all the other sectors/schemes show an upward trend with the major share of it going to the Secondary Education followed by Mid-Day Meal Scheme, Adult Education and Secondary Education. The Committee would, however, like to point out that out of ₹13,100 crore allocated for SSA in 2008-09, ₹7690.00 crores is proposed to be met from the amount generated as Education Cess under the Prarambhik Shiksha Kosh against the contribution of ₹6993.00 crore as Education Cess in 2007-08. Similarly, under MDM Scheme, out of ₹8000.00 crore allocated for 2008-09, ₹5127.00 crore is envisaged from the Education Cess, as compared to contribution of ₹3400.00 crore from Education Cess in 2007-08. Thus, it is evident that direct funding by the Central Government to its two flagship Schemes of Sarva Shiksha Abhiyan and MDM was, in fact, declining as there was simultaneous increase in the amount accruing from Educational Cess that goes to Prarambhik Shiksha Kosh.

Action Taken

The details of budget support made available by the Central Government for implementation of SSA and MDM programmes are as under:-

SSA:-

Year	Budgetary Support			Budget Cess amount
	BE	RE	Actuals	
2003-04	1951.25	2732.32	2732.32	-
2004-05	3057.08	5079.58	5139.75	-
2005-06	7800.00	7810.75	7568.40	*
2006-07	11000.00	11104.00	10886.55	5831
2007-08	10671.00	13171.00	11480.61	6993
2008-09	13100.00	-	-	7690

*prior to 2006-07 cess figure were not marked in budget separately.

MDM:-

1. In order to bridge the gap between available plan resources and estimated requirements for Universalisation of elementary education, and to fulfil the commitment of the Government to

provide and finance universalized quality basic education a 2% Education Cess on Income Tax, Excise Duty, Customs Duty and Service Tax is being levied since the year 2004-05.

2. Government has created a non-lapsable fund called Prarambhik Shiksha Kosh (PSK) in the Public Accounts of India for crediting all proceeds of the Education Cess with the minimum possible time lag.

3. The proceeds of Education Cess credited to PSK are spent entirely on Sarva Shiksha Abhiyan (SSA) and Mid-Day Meal (MDM) Scheme.

4. The Budgetary allocations provided for MDM during the period 2004-05 to 2007-08 have been as follows:-

(₹ in crores)

Year	BE			RE			Actuals		
	GBS	PSK	Total	GBS	PSK	Total	GBS	PSK	Total
2004-05	1675.00	-	1675.00	2907.00	-	2907.00	2820.55	-	2820.55
2005-06	3345.26	-	3345.26	3345.26	-	3345.26	3186.33	-	3186.33
2006-07	2433.00	2915.00	5348.00	2433.00	2915.00	5348.00	2322.05	2911.00	5233.05
2007-08	3924.00	3400.00	7324.00	3924.00	2754.00	6678.00	3427.39	2406.14	5835.44#
2008-09	2873.00	5127.00	8000.00	2873.00	5127.00	8000.00	2435.29	4252.73	6688.02

includes ₹1.91 crore incurred on professional services, advertisements, etc.

5. With the imposition of Education Cess, resources for Elementary Education have been significantly augmented. This has resulted in better funding of the two flagships programmes viz., SSA and MDM Scheme launched by Government of India with the objective of attaining the goal of UEE. The levy of Education Cess is a concrete step towards providing assured funding for elementary education. The overall total budgetary support for MDM programme has been increasing on year to year basis.

Recommendations/Observations

Under-utilization of Funds

1.5 The Committee notes that during the previous fiscal, under the Sarva Shiksha Abhiyan, till mid-February 2008, only ₹10,689.98 crore was spent out of the ₹13,171 crores. Similarly, for the Mid-Day Meal Scheme, reported expenditure during this period was ₹5670.71 crores against the allocation of ₹6678 crores as in March, 2008. In the Adult Education sector also, expenditure was to the tune of ₹212.33 crores against an allocation of ₹251 crores as on 29th February, 2008. Such under-utilization in the case of SSA and MDM during 2007-08 notwithstanding, the Committee notes improvement in the rate of increase in the utilization of allocations as compared to the previous years. The Committee recommends that every possible effort should be made narrowing this gap in the utilization of allocated funds to the maximum possible extent.

Action Taken

The pace of utilisation of funds both Central and State level has been increasing consistently.

	(Rs. in crore)		
	2006-07	2007-08	2008-09
Central Release	10663	11482	12612
Expenditure	12853	15785	19101

In 2007-08 States took up fresh works slowly, due to uncertainty of the State share, a issue which was resolved only by September 2008 when a decision was taken to follow a sliding scale in the Central and State sharing pattern.

For effective utilisation of funds the Annual Work Plan and Budgets of the States are sanctioned by May every year. Also, efforts are made to release 1st instalments in the first quarter of the financial year. The meetings of State Education Secretaries and State Project Directors are taken annually. In addition, quarterly meetings of the States Financial Controllers is also undertaken.

The Mid-Day Meal Programme had a BE of ₹7324 crores for 2007-08 in the expectation that the programme would be expanded to the upper primary stage in Educationally Backward Blocks (EBBs) at the beginning of the academic year 2007-08. Approval of the competent authority (CCEA) for the expansion was accorded in September 2007, and accordingly expansion to upper primary in EBBs became effective from 1st October, 2007. Consequently, the RE was reduced to ₹6678 crores.

2. An expenditure of ₹5835.44 crore was incurred under the scheme as on 31.3.2008. Of the unspent amount of ₹842.56 crores, the sum of ₹415.94 crores, being the unspent balance under NER component had been credited to the non-lapsable Central Pool Reserve (NLCPR).

Recommendations/Observations

2.7 The goal of Universal Retention by 2010 also, it appears, would remain unfulfilled. The drop-outs rate of primary level in the Class I-V group has, no doubt, decreased from 39% in 2001 to 29% in 2004-05, it still might be about 20%. State-wise figures, however, indicate extreme disparities in this respect. There are ten States having, a dropout rate exceeding 40%. In contrast Delhi, Puducherry and Kerala show 0% dropout rate, followed by six States having less than 5% dropout rate. This rate was more than 60% at upper primary and secondary levels in 2004-05. Going at this rate, the target of universal retention by 2010 appears difficult to reach.

Action Taken

To improve the status of Elementary Education in Yanam ₹2.48 crore have been sanctioned in 2009-10. The sanctions include *inter alia*, construction of 13 additional classrooms, salary of 24 teachers, grants for teaching learning material, school development and maintenance funds for academic supervision through resource, annual in service teacher training for 195 teachers, ₹11.4 lakh for interventions for out of school children.

II. SARVA SHIKSHA ABHIYAN

Recommendations/Observations

2.10 The Committee notes that under all these components, some of the works are under construction also. Even then, considerable gap is there between the targets set and achievements made, with disparities being noticed in State-wise figures. Besides this, the Committee is surprised to note that exact details and status of all the targets are not there. In majority of the cases,

construction works completed and in progress do not match with the cumulative targets. The Committee would appreciate if exact status note is made available to it.

Action Taken

The exact status of cumulative progress of civil works for the period ending 31.3.2008 is as under:–

Construction of school buildings		Additional classrooms		Drinking water (No. of schools)		Toilet facilities (No. of schools)	
Target	completed	Target	completed	Target	completed	Target	completed
248464	193010	978738	799574	189729	177982	263899	242891

Recommendations/Observations

2.13 Last but not the least, the quality of elementary education being provided in the Government and Government-aided schools, let alone EGS/AIE centres, leaves much to be desired. In the absence of clearly identified verifiable indicators of quality, the quality of education could be judged mainly on the basis of the students learning achievements levels. As per the findings of the 2003-04 National Sample Survey by NCERT for class-III which was carried out in 29 States, students in as many as 17 States scored below the mean achievement level in mathematics and 13 States were lagging in achievement in language. For Class V covering 30 States/UTs, students of 17 and 15 States/UTs scored below the mean achievement levels in mathematics and language respectively. Class VIII students of as many as 10 States (in mathematics), 11 States (in languages) and 10 States (in science) scored below the mean achievement levels in a survey conducted across 17 States. Further, as per DISE 2006-07 figures, only 44.96% boys and 45.12% girls could pass the class IV/V examinations with 60% and above marks. The figures for classes VII/VIII are 38.83% for boys and 40.06% for girls. Clearly, the achievement levels of students are far from being satisfactory.

Action Taken

The first rounds of students' learning achievement surveys conducted by NCERT (baseline surveys) show low levels of achievement. However, results of a recent mid-term achievement survey at Grade-V conducted by NCERT in 2006-07, indicate a marginal increase in learning achievement levels, as follows:

Classes	Maths	Language	EVS
Class-V (BAS) 2002-03	46.51	58.57	50.30
Class V (MAS) 2006-07	48.46	60.31	52.19
Difference in Mean % between BAS and MAS	+1.95	+1.74	+1.89

Since the overall learning achievement levels are low, several steps are being undertaken in SSA to improve the quality of elementary education. This includes recruitment of 8.32 lakh additional teachers to improve the pupil-teacher ratio, in-service training of teachers for a period of 20 days every year, free distribution of textbooks for primary and upper primary classes to about 6.5 crore students, regular academic support to primary and upper primary schools through 6395 Block Resource Centres and 68352 Cluster Resource Centres and regular evaluation of students.

NCERT has also initiated programmes for supporting States in improving the pedagogy of early reading and mathematics, to strengthen the acquisition of basic literacy and numeracy skills in the early primary grades. 20 states are running specific programmes in these areas, often in partnership with NCERT and other educational resource organizations.

Recommendations/Observations

2.17 The Committee was informed that the Working Group (XIth Plan) had confirmed that the States had demanded to continue the 75:25 sharing ratio. The Working Group also had recommended for acceptance of the demand of the States/UTs to continue the 75:25 sharing pattern in the XIth Plan also. Moreover, with the allocation of SSA increasing significantly every year and projected to increase further in coming years, it may be difficult for the States and UTs to spare 50% of the total SSA allocations. The Committee has been informed that all the States and UTs were now contributing their share regularly. It indicated their increasing commitment to SSA and its goals. The Committee is happy to note this. On a note of caution, it however, would like to emphasize that inability of any State/UT to contribute the required share might hamper the achievements made under SSA. The Committee, therefore, feels that the sharing pattern suggested by the Working Group is worth considering.

Action Taken

The fund sharing pattern for SSA between Centre and States/UTs has been revised during the XIth Plan period beginning with a 65:35 sharing in year one of the plan period and tapering off to a 50:50 ratio in the last year of the plan. For the North Eastern States it is 90:10. States/UTs have accepted the revised funding pattern and have been contributing their due share for implementing SSA programme.

Recommendations/Observations

2.20 The Committee finds that the achievements could be misleading as the data on which these calculations were based may not be the actual figures. The Committee is given to understand that the enrolment figures represent only the number of children whose names were entered in the school rolls. The number of students who are actually attending is lower. There is a trend in some States to cover almost all students through enrolment drives and indicate a very low figure of Out of School Children (OoSE). Further, both the District Information System of Education (DISE) and NCERT's All India Educational Survey (AIES) restrict themselves to collecting information about recognized schools, which means that data about a large number of private unrecognized schools is omitted.

Action Taken

Household surveys are detailed exercise undertaken by all States from time to time to collect information from each household regarding children attending and not attending school. Local bodies, teachers, anganwardi workers, volunteers, NGO personnel, and other Government functionaries are involved in this exercise. The result of this survey is more reliable as it collects actual information from each household. The States undertake detailed household surveys once in 3-4 years. However, the base data of household survey is updated every year.

Number of out of school children reported by States/UTs was substantiated through an independent survey conducted in 2005 by Government of India.

Recommendations/Observations

2.21 The Committee expresses its concern about this aspect despite being aware of the

dimension of this exercise and the practical problems/constraints faced in collection and updation of data from the States/UTs. The Committee is of the opinion that in view of the greater importance of readily available authentic and latest data, the data collection exercise needs to be made more scientific, objective and quick. In the age of ICT, it is possible to do that.

Action Taken

The National University of Educational Planning and Administration collects district-wise information (DISE) annually which provides detailed data of the schools. Every year this data is collected on 30th September and is analyzed and disseminated by NUEPA within a year.

The DISE data collection is based on a systematic data capturing formats which is fed into the DISE software at block/district level computers. This data can be then easily analyzed on a software developed by NUEPA. The school report cards of 2007-08 show that school based data are already available on the website: www.schoolreportcards.com

Authenticity and validation of data under DISE is ensured through consistency checks and correction of errors for every cluster and block.

Every State/UT ensures 5% random sample checking through an independent mechanism.

Recommendations/Observations

2.22 Committee's attention has been drawn by one of the recommendations made by the Joint Review Mission on the SSA (16-26 July, 2007) wherein it was suggested that steps be taken to reduce unnecessary data collection and burdensome form-filling by determining what was the minimum amount of data required from schools and with what frequency. The Committee hopes that necessary actions must have been taken in the matter.

Action Taken

The system of multi-layered data collection from States/UTs on elementary education has been replaced by DISE data collected annually in the prescribed Data Captured Formats.

Recommendations/Observations

2.25 Till December, 2007, 95493 EGS centres had been upgraded to primary schools. In 2007-08, 7.1 lakh children were enrolled in 18268 EGS centres till December, 2007. Another 29.26 lakh children had been enrolled in 58392 AIE centres till December, 2007. 3497 residential bridge course centres and 7367 centres for urban deprived children and for children belonging to migrating families had been provided upto December, 2007. The Committee, however, notes that targets set for AIE coverage for 2006-07 remained unfulfilled. Against targeted 59,19,685 children to be covered under AIE Centres, only 30,32,943 children could be covered. Position remained unchanged during 2007-08 also. Against the target of 47,44,701 children to be brought under AIE centres, after first three quarters, achievement was only 29,26,619 children. The Committee understands that these children are from the 'very hard to reach' category. But the fact remains that in many States, there are large number of such children deprived of any education so far. The Committee, accordingly, recommends that the Department should make every endeavour to actively involve the concerned State Government to bridge such glaring gaps.

Action Taken

- ◆ For "hard to reach" category of children, context specific interventions such as bridge courses, learning centres with flexible timings, seasonal hostels, home based education

and mobile schools have been taken up under Sarva Shikha Abhiyan. In order to encourage States/UTs to implement such content specific interventions, the Government of India has undertaken orientation and capacity building workshops with States/UTs with illustrative case studies of good practices. In 2008-09, 6 such workshops were undertaken.

Further, in 2008-09, 25.23 lakh out of school children were covered through EGS, AIE and direct enrolment in regular schools. 12.58 lakhs children from AIE centres have been mainstreamed in regular schools in their age appropriate classes.

Recommendations/Observations

2.26 The Committee is aware of the need of EGS and AIE in our context and appreciates the upgradation of these to Primary Schools. Around 24 lakh children are still in this system. Our effort must be to phase out these centres at the earliest because after all these are not full-fledged schools. While EGS/AIE may be helpful in achieving universal access, their quality of education would not be at par with the formal schools.

Action Taken

- ◆ The SSA norms provide for upgradation of the EGS into regular schools after 2 years of successful operation. Upto 31st March, 2009, 1.12 lakh EGS have been upgraded to primary schools.
- ◆ There has been steady decline in the number of such centres as more and more children have been enrolled in regular schools.
- ◆ In 2003-04 EGS enrolment was 49.8 lakh which was reduced to 24.13 lakh in 2008-09. Number of children in AIE has also decreased from 30 lakh in 2005-06, to 27 lakh in 2008-09.
- ◆ In 2009-10 number of EGS centres has declined to 26548 centres. It is the goal of the SSA to bring all children into school/EGS centre/AIE centres and back to school camps.

To provide quality education in these centres it is mandatory to run them for minimum of 4 hours, give induction training to the volunteers, assess the progress of the students and provide academic supervision through BRC/CRC structure

Recommendations/Observations

2.30 The Committee is happy to note that the Department proposes to open 410 new KGBVs during 2008-09 in the areas where the female literacy rate is less than 30% in the rural blocks and 53.67% in the urban blocks. The Committee, therefore, recommends that all-out efforts be made not only for starting all the schools sanctioned at the earliest but also sanction more schools. There is a mismatch between the target and funds made available for this purpose. The Committee, therefore, recommends that allocation for this purpose would certainly be inadequate which must be enhanced suitably.

Action Taken

Of 2573 KGBV 2467 have been made operational with enrolment of 2.3 lakh girls. Adequate funds have been provided to the State after revising the norms. In view of cost escalation, field level feedback and recommendations of national evaluation. The unit cost of three models of KGBVs has since been enhanced *w.e.f.* 1st May, 2008 as detailed below:-

Model-I – new schools + residential facility for 100 girls (from ₹45.30 lakh to ₹76.27 lakh).

Model-II – new schools + residential facility for 50 girls (from ₹34.38 lakh to ₹58.43 lakh).

Model-III – residential facility set up in an existing upper primary school for 50 girls (from ₹31.49 lakh to ₹48.73 lakh).

Recommendations/Observations

2.31 The Committee observes that the Scheme for Strengthening of Boarding and Hostel Facilities for Girl Students of Secondary and Higher Secondary Schools was under implementation during the Tenth Plan period. Due to some inherent problems, the scheme could not be effectively implemented. The Scheme was got evaluated by the Tata Institute of Social Sciences, Mumbai and a revamped Scheme is proposed to be launched during 2008-09. The Committee notes that out of ₹10.00 crores allocated for the Scheme for 2007-08, an expenditure of only ₹35.00 lakhs has been reported. Reason being the same as for the Tenth Plan that the Scheme was under revision. The Committee has been informed that around 250 girls hostels are targeted to be sanctioned with a proposed allocation of ₹80.00 crore for 2008-09. In addition, around 150 Girls Hostels run by reputed NGOs are also proposed to be assisted. The Committee while appreciating this initiative is constrained to point out that the Scheme is yet to be approved by the competent authority. Department's clarification that the projected outcomes are highly tentative and its achievement will depend on the form in which the scheme is approved and the time the scheme is actually launched, confirms Committee's apprehension about the fate of this revised scheme. The Committee strongly feels that the scheme is already over delayed. Any further delay would defeat the very purpose of providing a much-needed facility to girl students. It is also convinced that allocation for this purpose would have to be enhanced.

Action Taken

The proposal to construct one hostel of 100 inmates each in 3,500 educationally backward blocks, with the preferred location being within KGBV premises, for students of secondary and higher secondary schools has been approved by the Cabinet Committee on Economic Affairs on 3.10.2008. Proposals have already been invited from the State Governments and the scheme will be implemented from the current financial year.

Recommendations/Observations

2.32 The Committee does not find any gender segregated data particularly under the SSA, emphasis on girl education apart. If we exclude the girl-specific schemes like NPEGEL, KGBV schemes, it is not clear as to what percentage of expenditure is on the girls. Even in girl-specific initiatives neither allocations are adequate nor are the expenditure upto the mark. The Committee, therefore, recommends that a status report showing, among other things, outlays and outcomes as also the percentage of expenditure on girls education from the total allocation to the Department and that of SSA expenditure be provided to the Committee.

Action Taken

Education of girls has been a high priority with the Government of India. The National commitment to provide Free and Compulsory Education to all children in the 6-14 years age group is now a Fundamental Right of every child in India after the passing of the Constitution (86th Amendment) Act in December, 2002 and the Right of Children to Free and Compulsory Education Act, 2009.

Reaching out to the girl child is central to the efforts to universalize elementary education. Sarva Shiksha Abhiyan, or 'Education for All' programme recognizes that ensuring girls' education requires changes not only in the education system but also in societal norms and attitudes. A two-pronged gender strategy has therefore been adopted, to make the education system responsive to the needs of the girls through targeted interventions which serve as a pull factor to enhance access and retention of girls in schools and on the other hand, to generate a community demand for girls' education through training and mobilization.

III. NATIONAL PROGRAMME OF MID-DAY MEAL IN SCHOOLS

Recommendations/Observations

3.3 The Committee is happy to note that the Department has factored in inflation while assessing the Central assistance towards cooking costs. The Committee also welcomes the initiative of the Department to henceforth provide Grant-in-aid for transportation expenses.

Action Taken

No Comments.

Recommendations/Observations

3.12 The Committee would like to point out about the monitoring of the MDM particularly at school level. The scheme itself provides for a community monitoring by the Panchayats VECs, PTAs, Mothers' Groups etc. The Committee has found during its visits to several States/UTs, and also the Members individually as peoples representatives from different parts, that the community participation/involvement in monitoring the MDM schemes remains a far cry. The kind of role visualized for them in the scheme does not exist in most of the States/UTs except few. So much so, even MPs & MLAs were also not being involved formally at least in the monitoring aspect. In one of the UTs visited by the Committee, the only local Lok Sabha Member complained that he was not at all consulted or involved in these exercises.

Action Taken

Para 3.6 of the Mid-Day Meal Scheme Guidelines provides that supervision of the Programme shall be assigned to the Gram Panchayat/Municipalities which may, in turn, assign the responsibility of day to day management of the programme at school level to Village Education Committee (VEC), School Management and Development Committee (SMDC) or Parent Teacher Association (PTA). Thus monitoring of the Programme at local level is with State Governments, which are to take necessary action for activating the management of scheme at local level through VEC, SMDC and PTA etc.

All the 35 States/UTs have, further, been advised *vide* letter No.2-3/2005-EE.3, dated 26.3.2008 (**Annexure-VI**) to constitute District Level Committees to monitor the implementation of MDM Scheme wherein representatives of public (all Members of Parliament, Members of State Legislature and Members of Zilla Parishad,, elected from that District/and/or urban bodies may be associated as members of the Committee). The senior-most Member of Parliament present in the meeting will chair the Committee on the day it meets. The Terms of Reference of the Committee briefly are to appraise the progress of the implementation in the district, both in the terms of key targets and achievements thereof and also on the outcome indicators, *inter alia* on enrollment, drop out, learning achievement levels of the students; and to examine the synergy and convergence of other related Government Departments in improving school infrastructure and other support services.

An important aspect of the Scheme is its wide dissemination through the media. For this purpose following efforts are under way:

- (a) TV spots and radio jingles are being prepared by the DAVP for broadcast. This Department have suggested certain modifications in the draft of the script suggested by the producers of the DAVP. Revised TV spots and radio jingles are awaited from the DAVP.
- (b) Draft design of Newspaper advertisement and brochure has been received from National Institute of Design (NID), Ahmedabad. Revision of cooking cost is under process. On receiving approval of the competent authority, the brochure and newspaper advertisement would be given wide publicity through print and electronic media.

IV. RESTRUCTURING AND REORGANIZATION OF TEACHER EDUCATION

Recommendations/Observations

4.3 The Committee notes that an allocation of ₹450 crores made for the scheme at the BE stage in 2007-08 was subsequently reduced to ₹266.65 crores at the RE stage. The scheme has again been granted a BE allocation of ₹450 crores in 2008-09. The Committee hopes that the entire allocation will be utilized for the scheme during this fiscal.

Action Taken

A Sub Group under the chairmanship of Director, National Council for Educational Research & Training (NCERT) constituted to make recommendation for the 11th Plan recommended, apart from strengthening existing components of the Scheme, expansion of the Scheme during the Eleventh Plan. Based on the recommendations of the Sub-Group, the proposal of this Department for continuation/revision of the Scheme, for the Eleventh Plan was considered by the Expenditure Finance Committee (EFC) on 13.11.2007. EFC recommended comprehensive evaluation of the Teacher Education Scheme. Till such evaluation, the existing Scheme may continue without any change in its existing norms and parameters. Accordingly, this Department has entrusted NCERT with the task to make comprehensive evaluation of the Scheme. The evaluation report is expected to be submitted shortly.

An allocation of ₹4000 crore has been made for the Eleventh Five Year Plan for the Centrally Sponsored Scheme of Teacher Education.

During 2007-08, Plan allocation of ₹500 crore including ₹50 crore for the North Eastern States, was made for the Centrally Sponsored Scheme of Teacher Education. Keeping in view the EFC decision, Revised Estimates was kept at ₹312 crore including ₹45.35 crore for North Eastern States. Finally, Central assistance of ₹315.11 crore was released.

In view of the fact that the evaluation process by NCERT is underway, as against the Budget Estimates of ₹500 crore for the year 2008-09, Revised Estimates of ₹307.34 crore was proposed. Finally, Central assistance of ₹253.71 crore was released.

Recommendations/Observations

4.4 The Committee has pointed out in the past also about the problems of delays in civil construction, transfer of land and shortage of teaching/non-teaching staff under these schemes in the institutions at different levels.

Action Taken

Under Centrally Sponsored Scheme of Teacher Education, the Central assistance is released to States/UTs for implementation of the Scheme. Hence, the follow-up procedural steps including transfer of land and release of funds for civil works etc. are to be taken by the respective State/UT Government. The progress by the State/UT governments in this regard is periodically reviewed in this Ministry. Also, Teacher Education Approval Board (TEAB) reviews the position of each State/UT while considering the State Plan for sanction of recurring and non-recurring Central assistance as well as policy initiatives.

Recommendations/Observations

4.6 The Committee emphasizes the need to sensitize the State Governments to ensure that budgetary provision of the Central assistance was made in the State's budget; and that urgent steps were taken to expedite availability of land for these institutions. As regards the large number of vacancies, particularly of academic staff in the DIETs, the Department must periodically review the vacancy position and ask the respective States/UTs to fill up the vacancies at the earliest. Further, while granting Central assistance to the DIETs, the level of filled up posts may be linked with the amount of release.

Action Taken

Under Centrally Sponsored Scheme of Teacher Education, the Central assistance is released to States/UTs for implementation of the Scheme.

As a matter of procedure, State Governments make necessary budgetary provision in their budget for implementation of the Centrally Sponsored Scheme of Teacher Education.

The procedural steps including transfer of land, release of funds for civil works, filling up of posts etc. are taken by the respective State/UT Government. The initiatives taken by the State/UT Governments in this regard are periodically reviewed by the Ministry. Also, Teacher Education Approval Board (TEAB) reviews the position of States/UTs while considering the State Plan for sanction of recurring and non-recurring Central assistance as well as taking policy initiatives and the salary component of the institutions is decided on the basis of filled up posts. During the TEAB meetings of 2009-10, all State Governments were requested to fill up the vacant posts in the DIETs and report the progress to the Ministry.

V. KENDRIYA VIDYALAYA SANGATHAN

Recommendations/Observations

5.7 It was brought to the notice of the Committee that the Action Taken Note on audit para 8.4 of Report No.3 of 2006 regarding idling of investment due to deviation from MOU was being prepared in consultation with KVS. On enquiring, the Committee was informed that the ATN on Audit para 8.4 had thrice been sent to the DGACR but it was returned back every time with some objections. The Department is now again revising the ATN as per the DGACR comments. The Committee is surprised as to why the Department was not able to come up with the required ATN in one go.

Action Taken

Final ATN with the signature of the Joint Secretary (Secondary Education) has been sent to Ministry of Finance.

Recommendations/Observations

5.9 & 5.10 The Committee had also been informed of difficulties being faced by the teachers/staff in Kendriya Vidyalaya, Goa on account of exorbitant charges for electricity and water by the Defence authorities. The Committee had directed the Department to look into the matter and report back to the Committee. However, even after a lapse of 9 months, the Committee is yet to receive the report from the Department. On enquiring, the Committee has learnt that the Department had taken up the matter with the Defence Ministry. The report from the Defence Ministry is however still awaited.

The Committee expresses its displeasure at the callous attitude with which this case has been taken. Even after taking up this issue persistently for nine months, the Committee is yet to receive a response. The Department appears to be helpless because Ministry of Defence, which has to take a decision in the matter, is not responding to its repeated requests. The Committee directs the Department to take up the issue with the Ministry of Defence again and if no response is received in a reasonable time, the Committee would decide about taking appropriate steps that may be available to it.

Action Taken

The matter regarding charging of exorbitant rates for electricity and water from the KVs under defence sector and their staff residing in Cantonment/Air Force/Navy areas was taken up with Ministry of Defence. The issue was also discussed by Joint Secretary (Secondary Education) of Ministry of HRD with Joint Secretary, Defence in a meeting on 16th July 2008. On the basis of discussion in this meeting, the Ministry of Defence *vide* its ID Note No.11(17)/2008-D (Works-II) dated 18th July 2008 has agreed to treat staff of KVs residing in Cantonment/Air Force/Navy areas as per para 2(a) and para 5(b) of their letter dated 7th December 1998 which stipulated as under:

2(a) For Service Personnel and Defence Civilian residing in Cantonment/Military areas – to be charged at the prevailing rates of recovery by local state, electricity board/electric supplying agencies *i.e.* rates at which general public living in adjoining colonies is being charged by state electricity boards/electric supplying agencies.

5(b) Civilian (other than Defence civilians) domestic consumers – ₹6.00 per thousand litres or all in-cost rate of preceding year, whichever is lower.

VI. NAVODAYA VIDYALAYA SAMITI

Recommendations/Observations

6.5 The Committee was informed that 574 JNVs have so far been sanctioned and 554 of them are functional. Further, out of these 554 JNVs, construction activities under Phase-A have been sanctioned in respect of 551 schools, out of which construction of Phase-A have been completed in respect of 419 JNVs and work is in progress in 132 JNVs. Thus, out of a total of 574 JNVs, construction activities of 23 JNVs have not been sanctioned due to non-availability of land from the State Government/District Administration. The Committee has time and again been urging the Department to sort out the problem of acquisition of land in operationalisation of JNVs. It, however, feels that not much headway appears to have been made in this regard. As per the latest information made available to the Committee, there are 75 JNVs where land has not yet been formally transferred by the State Government in the name of the Samiti. The Committee finds that 41 Vidyalayas are functional from temporary site, quite a few for considerable period. Residential schools functioning from temporary sites for years cannot be considered an ideal position. The

Committee reiterates its recommendations and urges upon the Department to find a way out of this problem. It must take up this issue with State Governments and ensure that the 23 non-functional JNVs are operationalised at the earliest.

Action Taken

The status of construction as on 31.07.2009 is as under :-

1.	JNVs sanctioned	576
2.	Construction works sanctioned	562
3.	Construction works completed (Phase-A)	444
4.	Construction works in progress	118
5.	Construction works yet to be sanctioned (1-2)	14

Samiti has been repeatedly requesting the State Governments and District Magistrates of concerned Districts, where land has not yet been transferred, to transfer the required land for construction of permanent buildings.

There are 9 JNVs where land has not yet been formally transferred by the State Government in the name of the Samiti. The details are enclosed as **Annexure-VIII**.

Out of 562 functional JNVs, 117 are functioning from temporary site. The details are at **Annexure-IX**.

As on 31.07.2009, the construction activities (Phase-A) in respect of 14 JNVs have still not been sanctioned due to non-availability of land/recently transferred land. The list of those schools is enclosed as **Annexure-X**. In other cases, the construction activities are at various stages. However, the pace of construction is also dependent on availability of funds. If higher amount is made available under "Plan," the pace of construction can be expedited.

VII. INFORMATION AND COMMUNICATION TECHNOLOGY IN SCHOOL

Recommendations/Observations

7.3 The Committee notes that in the year 2007-08, 22833 schools were covered under the scheme. On perusal of the State-wise details, it was, however, found that the spread of the Scheme in different States was quite uneven. Further, while the total amount of assistance approved (both Centre and State share) was ₹53792.40 lakhs, less than 50% of the funds were released upto February, 2008. The Committee found that in as many as 10 States/UTs, no funds had been released during 2007-08 due to the pendency of UC of the previous project. This is a worrying trend. The Committee is aware of the fact that the Scheme is being reviewed for better implementation in the XIth Plan. The Committee hopes that the Department will factor – in these problems, especially regarding pendency of UCs, while finalizing and approving the news scheme.

Action Taken

In 2007-08 ₹254.45 crore was released against BE of ₹250.00 crore. Release of fund is often constrained by States not making requisite provision of Central and State share for the scheme in their own budget, non-receipt of UCs and progress reports for funds released earlier.

Three States and two UTs, namely Punjab, Himachal Pradesh, Mizoram, A&N Islands and Lakshadweep did not furnish the Computer Education Plan for 2007-08.

During review meetings with State Education Secretaries, the States have been impressed upon to ensure that unspent balances are utilised expeditiously and that necessary budget provision was made in the State's budget to enable optimum implementation of the Scheme.

Recommendations/Observations

7.5 & 7.6 The Committee was also informed that the revised scheme if implemented in the current fiscal would require an allocation of around ₹1600 crores. It was further informed that to even implement the programme in its present form, the Department would need at least ₹800 crores during 2008-09.

The Committee is of the view that a forward-looking scheme like ICT @ school should not face constraint of funds. Any compromise in this regard, the Committee believes, will impact adversely the consolidation of the edge that India enjoys in the field of IT in the global scenario. The Committee recommends that more funds be provided to the scheme during 2008-09.

Action Taken

During the year 2008-09 there was a budget provision of ₹300.00 crore under the ICT @ Schools Scheme.

IX. NEW INITIATIVES UNDER THE SECONDARY EDUCATION

Recommendations/Observations

9.3 As regards the existing schemes like the Scheme for Integrated Education for the Disabled Children that is under revision, the Committee has expressed its concern in its previous reports about its slow implementation as well as lack of visible impact. The Committee notes that the process of revision of this scheme is still continuing in spite of the announcement of a National Action Plan for the Inclusive Education of Children and Youth with Disabilities in March, 2005. The Committee observes that the revised Scheme replacing the existing IEDC Scheme was to be launched during 2007-08. However, the revised scheme is yet to get the approval of the Planning Commission before being sent to the Cabinet. The Committee can only hope that all these formalities will be completed at the earliest and the revised scheme is launched in 2008-09 itself.

Action Taken

The Cabinet Committee on Economic Affairs approved revised scheme of IEDSS in its meeting held on 18.9.2008. Copy of the scheme had been sent to all the States/UTs for implementation. The guidelines of the scheme have also been posted on the website of the Minister for wide publicity. The scheme is being implemented from April, 2009. Proposals under the scheme are being received from the States/UTs.

Recommendations/Observations

9.5 The Committee does not agree with the proposals outlined to set up the model schools particularly through the public-private partnership mode. The Committee is in favour of setting up these schools under government support and control.

Action Taken

The rationale behind setting up some of the schools through the PPP mode is to supplement the effort of the government sector. This will also enable philanthropic bodies/trusts with a social

commitment to meaningfully contribute to the governmental effort to provide quality schooling to rural children. The majority of schools are proposed under the Government sector.

X. BAL KENDRA STAFF

Recommendations/Observations

10.1 It was brought to the notice of the Committee that a large number of instructors are working in the Bal Bhawan on part-time basis since 1980 and they are being paid a paltry sum that was decided initially. The amount being paid to them has not been revised thereafter. Their demand in this regard, the Committee has learnt, has not been considered/acceded to by the Ministry. The Committee is surprised to see that the part-time instructors working in the Bal Bhawan are being paid the same salaries that was fixed twenty seven years ago, whereas in the meantime, salaries, etc. have been increased in the case of other Central employees atleast twice. The Committee feels that there is a strong case for revising the amount being paid to them suitably on the basis of existing rate of inflation.

Action Taken

Director, National Bal Bhavan (NBB) was advised to place the matter giving full facts, background and justification of the case, before the Finance Committee and Board of Management of NBB for taking appropriate decision in the matter of salary to part time instructors employed in Bal Bhavan Kendras.

As per information received from NBB, the proposal relating to enhancement of remuneration of Part-time Instructors of Bal Bhavan Kendras was placed before the Finance Committee/and Board of Management, NBB in their meeting held in December, 2008. As per decision taken in these meetings, the proposal was reformulated and circulated amongst the members of Finance Committee and Board of Management, NBB for necessary approval. Accordingly, the consolidated remuneration of all the Part-time Instructors of Bal Bhavan Kendras has been raised to ₹7500/- PM *w.e.f.* 6th February, 2009.

XI. ADULT EDUCATION

Recommendations/Observations

11.1 Adult Education schemes are meant for imparting functional literacy to non-literates in the age group of 15-35 years, for which a National Literacy Mission was launched in 1988. Over the years, the Committee notes, the literacy rate has shown substantial improvement. Nearly 124 million persons have been made literate under various schemes. Today we have literacy rate at 65% (male literacy 75.26% and female literacy 53.67%), gender gap 21.59%, SC literacy 54.69% and ST literacy 47.10%. Although the Committee appreciates the significant improvements reported on all these counts, it however, feels that the gaps in all these respects are still on the higher side. For example, we have still 304 million non-literates in the country, around 47% female are still illiterate and around 50% of SC and ST population in the reference age group remain illiterate. It is thus clear that our efforts and resources in the adult education sector have not had the desired results. Not only in respect of functional literacy, our achievements, in respect of vocational education particularly, among the rural youth, has also not been properly focused and emphasized. We have been able to set up the Jan Shikshan Sansthan to conduct vocational training for the neo literates only in 221 districts, out of more than 600 districts in the country. Similarly, large number of districts are yet to have Districts Resource Centres/Zilla Saksharata Samitis – important bodies for implementing adult education programmes. State liaison cells are also not in place in every State.

The Committee is happy to note that there is a visible shift in this respect as the Government has decided to revamp the existing scheme laying special emphasis on the skill development and has also increased the allocations by ₹200 crores in the 2008-09 as compared to the year 2007-08.

Action Taken

597 districts have been covered under different literacy programmes. The Zilla Saksharata Sansthan (ZSS) have been registered in most of these districts which are primary agencies to implement the programmes in the districts. In most of the States, State Literacy Mission Authorities have been set up which would act as State Liaison Cells. Efforts are being made by the National Literacy Mission in the direction of bringing down the gaps in literacy rates among men, women, SC and ST. It has been envisaged to achieve 80% literacy in the country and to reduce the gender gaps in literacy to 10% by the end of the 11th Plan, for which strategies are being revised.

Recommendations/Observations

11.2 The Committee is also happy to note that an additional intervention from the year 2008-09 has been started for the persons in the 35+ age group who were hitherto left out. ₹15 crores has been earmarked for this purpose. The Committee feels that this allocation would be sufficient to take care of only small section of this age group that constitutes 160 million persons in the country as per the Census 2001. This number might have, in fact gone further up by now.

Action Taken

In her address to the joint session of Parliament on 4.6.2009, the Hon'ble President announced recasting of National Literacy Mission (NLM) to make every woman literate in five years. The announcement of the President necessitated revision of NLM schemes of 'Adult Education & Skill Development' approved by EFC on 18.2.2009. Action has been initiated to recast the Mission and seek necessary approvals.

XII. MISCELLANEOUS

Recommendations/Observations

12.1 A number of schemes are being administered by the Department having far-reaching impact in the Education sector. The Committee notes that general awareness about these schemes, eligibility norms, their implementing agencies etc. is not there. The Committee is of the view that such information should be available on the website of the Department. The Committee would also appreciate if a pamphlet in English and Hindi and also in regional languages giving details of these Schemes in a simple form is got published by the Department. Such a move would prove useful for all concerned, both beneficiaries and implementing agencies.

Action Taken

A website titled www.ssa.nic.in is already operational in respect of SSA programme which gives information on various facts of SSA programme e.g. details of annual work plans year and state wise, report of monitoring institution on implementation of SSA programme in various States, financial monitoring etc. The website also gives contact addresses etc. of programme implementation agencies and officers at State and National level. Under SSA programme pamphlets giving details of programme had been brought out both in English and Hindi and details of the SSA programme are disseminated on ongoing basis through radio and newspaper advertisements including in regional languages as well.

Details of the schemes *viz.* National Means-cum-Merit Scholarship Scheme and National Scheme of Incentive to Girls for Secondary Education are available on the website of the Department of School Education and Literacy, *i.e.* www.education.nic.in. Further, all the State Governments/UT Administrations have been requested to give wide publicity to the scheme.

A composite scheme called “Quality Improvement in Schools” a component of which is “Environmental Orientation to School Education”. Under the scheme, funds are released to NGOs for innovative projects concerning Environment Education. The Scheme is being implemented by NCERT. The details of the guidelines of this scheme are available at the website of NCERT – www.ncert.nic.in

After the revised programmes of the National Literacy Mission are approved by the EFC/CCEA, action would be taken to give wide publicity to them through electronic and print media.

CHAPTER-III

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

I. BUDGETARY ALLOCATION

Recommendations/Observations

Pending Utilisation Certificates (UCs)

1.6 Problem of large number of pending Utilization Certificates is another issue engaging Committee's attention. The Committee also notes the problem of unspent balances available with the implementing agencies. As on 31st December, 2007, a total of 1265 Utilisation Certificates amounting to ₹995.40 crores were not received in respect of grants/loan released upto the 31st March, 2006. Further, total unspent balances with implementing agencies under different schemes as on the 1st April, 2007 was ₹3637.71 crores, which increased to the tune of ₹5465.58 crores in the next six months *i.e.*, on the 30th September, 2007. The Committee notes that Unspent Balances were available with implementing agencies (other than State Government/UTs) mainly in the Voluntary Sector. The Committee was informed that efforts were being made to get the UCs expedited and some progress had been made and a large number of NGOs had been blacklisted. The Committee feels concerned about a large amount of funds being cornered by these bodies and no efforts being made to get the money back from them. The only action taken against the erring NGOs is to blacklist them. The Committee recommends that every effort be made to bring them to book and such NGOs be proceeded against under the Indian Penal Code.

Action Taken

These are the general recommendations of the Committee in respect of NGOs being funded under various schemes under the Ministry of Human Resource Development.

SSA:-

Under Sarva Shiksha Abhiyan Programme, Department of School Education and Literacy has been implementing the Innovative & Experimental (I&E) education component through NGOs. Under I&E component of SSA, there was no case where grants have been released without settling the unspent balance of the previous year. No UC is pending under I&E scheme of SSA.

Adult Education:-

Concerted efforts are being made to settle all the pending Utilisation Certificates indicated by the Chief Controller of Accounts. No grant is being released to any NGO from whom the UC is pending.

IEDC:-

Under the IEDC Scheme, overall number of utilization certificates as per the record of UC Cell of this Ministry was 108 in March, 2006, which with persistent efforts, have been reduced to 18 numbers now. All out efforts are being further made to reduce the number of existing pending UCs.

Comments of the Committee

The Committee finds the reply of the Ministry too general. The Ministry has not even indicated the steps taken to book the defaulting NGOs under IPC. The Committee is of the considered opinion that accountability needs to be fixed for the funds allotted from the government exchequer especially in case of defaulting NGOs. The Committee would like the Ministry to devise a stringent monitoring mechanism, entailing stringent penal action, to ensure that the pendency of utilization certificates and the problem of unspent balances is reduced to minimum.

II. SARVA SHIKSHA ABHIYAN

Recommendations/Observations

Goals of SSA

2.5 The Committee notes that the first goal of Sarva Shiksha Abhiyan to bring all children to schools, Education Guarantee Centres, Alternate Schools, 'Back-to-School' camps by 2005 has been long overdue. As per District Information System for Education (DISE) 2006-07 figures, the Net Enrolment Ratio (NER) at the Primary Level and the Upper Primary level stands at 92.75 and 48.45 respectively. Further, as per the Department's estimate, around 75.97 lakh children in the age group of 6-14 do not attend any form of schooling. Maximum concentration of such children is reported to be in Bihar (28%) followed by West Bengal (18%) and Uttar Pradesh (10%). Even after three years since 2005, the goal of achieving universal enrolment remains yet to be achieved.

Action Taken

The Ministry of HRD, GOI has commissioned an independent study to estimate Out of School Children. The report of the study is under examination.

Comments of the Committee

The Committee would like to point out that the first goal of SSA is to bring all children to schools, Education Guarantee Centres, Alternate Schools, 'Back to School' camps by 2005. The entire strategy for achievement of this goal has been based to a large extent on the data gathered and analyzed through District Information System for Education (DISE) and other similar data bases. After four years of targeted year of goal achievement being over, commissioning of an independent study to estimate out of 'school children' and examination thereof is too late an exercise. The Committee would like to conclude that the Department has little faith in the data of 'out of school children' generated so far. The Committee can only emphasize that follow up action on the independent study on the status of 'out of school children' should be initiated at the earliest otherwise the very objectives of SSA would prove to be meaningless.

Recommendations/Observations

2.6 As regards bridging gender and social gaps at primary level by 2007 and upper primary level by 2010, the situation is no better. As per the target, we should have by now been able to bridge the gender and social gaps at primary level. However, DISE 2006-07 statistics put the Gender Parity Index in enrolment at 0.93 for the primary level. On the social front, percentage of enrolment at elementary levels is 19.87 for SCs and 10.69 for STs. For OBCs, it is 42.18 % at the primary level and 41.23% at the upper primary level. Going at this pace, it is highly unlikely

that the goal of bridging gender and social gaps in elementary education can be achieved by the year 2010.

Action Taken

It is humbly submitted that there has been a definite impact of various schemes initiated by the Department in reducing the gender gaps both at primary and upper primary levels. In view of the sustained efforts of the Department, the change in these indicators in r/o girls is evident from the following:

- Increase in Enrolment at primary level by 24.33% (86.91% in 2001-02 to 111.24% in 2006-07) and at upper primary level by 21.53% (52.1% in 2001-02 to 73.63% in 2006-07) – **SES 2006-07**.
- Reduction in dropout rate at primary level by 14.47% (39.9% in 2001-02 to 25.43% in 2006-07) and at upper primary level by 10.87% (56.90% in 2001-02 to 46.03% in 2006-07) – **SES 2006-07**.
- Girls constitute 48.22% of total enrolment at primary level and 47% at upper primary level in 2007-08 (**DISE 2007-08**). It was 47.47% at primary and 45.02 at upper primary level in 2003-04 (**DISE 2005-06**)
- Gender Parity GOI during 2006-07 is 0.94 for primary level (**SES 2006-07**). GPI during 2003-04 was 0.88 for primary level (**SES 2003-04**). 29 States have primary level GPI over 0.90.
- SSA targets districts with gender gap in enrolment for focused attention. Districts with gender gap above 10% at primary level and districts with gender gap above 20% at upper primary level receive enhanced funds under SSA for targeted interventions to promote girls education, enrolment, retention and regular attendance, quality of learning and reduction of gender biases in schools and in learning processes. Number of districts with gender gap at primary and upper primary level had reduced from 63 and 91 in 2002-03 to 48 and 81 respectively in 2006-07 which has further reduced to 28 at primary and 29 at upper primary level in 2008-09. The funds allotted to these districts in 2009-10 were 9% of SSA outlay.

At Upper primary level, 86% habitations have an upper primary school within 3 k.ms. SSA is expected to incrementally fill the gaps by the year 2010.

Comments of the Committee

The Committee appreciates the improvement that has taken place in narrowing the gender and social gaps at primary and upper primary levels. However, consistent efforts are required to bring it to the optimum level by 2010. The Committee would like the Department to promote community participation methods by roping in the parents, local bodies/authorities and school management in the system itself so as to ensure that girl child is necessarily given access to school education.

Recommendations/Observations

2.8 For girls, the dropout rate has remained around 25.4% in 2005. Similarly, SC and ST student dropout rates have been 34.2% and 42.3% respectively. And if drop-out rate is taken as total for class I to VIII, it was around 50% in the year 2004-05. Comparative analysis of State-wise achievement level points out to another disturbing trend. In respect of quite a few States,

dropout rate shows an upward trend during the period 2002-05. Not only this, in respect of some States, whereas enrolment ratio continues to be much below the national ratio, drop-out rate is considerably high than the average rate. Thus, the Committee feels that the target of the Universal Retention by the year 2010 also would be difficult to reach.

Action Taken

- ◆ The enrolment ratio for girls have also increased since the launch of the programme as follows:

	2001-02	2006-07*
GER (I-VIII)	82.40	96.92

* SES 2006-07

- ◆ The national dropout rate for girls, SC & ST students at the primary level has shown reduction in 2006-07 as given below

	Girls	SC	ST
2001-02	39.9	47.1	54.1
2006-07	26.56	39.93	35.88
Reduction in ppt.	13.3 ↓	7.2 ↓	18.2 ↓

- ◆ Similarly, the national dropout rate for girls, SC & ST students at the upper primary level has shown reduction in 2006-07 as given below:

	Girls	SC	ST
2001-02	56.9	63.3	72.7
2006-07	45.3	54.98	62.22
Reduction in ppt.	11.6 ↓	8.4 ↓	10.5 ↓

- ◆ With the increase in enrolment and reduction in dropout across gender and social categories, the retention at elementary level is improving.

Comments of the Committee

The Committee is of the considered opinion that universalization of education itself aims at providing access to each child to the school. However, mere access to school may not help in attaining the goals of SSA. Retention of the children in the schools is equally important. The process of access and retention in the schools have to be simultaneous. Seen in this context, the Committee finds that though the dropout rate has declined, it is yet far above the desired level. Further, there are still six States having more than 40 per cent dropout rate. The Committee would like the Ministry to devise appropriate strategies, in consultation with PRIs to bring the overall dropout rate in general and in the six States in particular to the minimum level in a time bound manner.

The Committee notes that the high dropout rate in respect of girls, Scheduled Castes and Scheduled Tribes, is indicative of the plight of these marginalized sections of the society. It negates the impact of the efforts put in so far by the Government for retention

of students at the initial level of enrolment. The Committee, therefore, impresses upon the Ministry to reorient its planning and reschedule its priorities to ensure retention of girls, SC and ST students at the initial enrolment level itself for primary and upper primary level of schooling. The Committee hopes that the new legislation namely the Right of Children to Free and Compulsory Education Bill, 2009 would ensure elimination of drop out rate and also lay the foundation for restructuring of Sarva Shiksha Abhiyan when ever required.

Recommendations/Observations

2.14 The Committee is of the view that one of the reasons for the lack of quality education in the elementary schools is the teachers themselves not possessing the required academic qualifications. Committee's apprehensions are borne out by the DISE data of 2006-07, which showed that only 44.01% regular elementary school teachers possess qualification upto Higher Secondary level with some of the States having teachers with still lower qualifications. The Committee can only imagine about the status of teachers in EGS/AIE Centres.

Action Taken

Article 21-A, as inserted by the Constitution (Eighty-sixth) Amendment Act, 2002, provides for free and compulsory education of all children in the age group of six to fourteen years as a Fundamental Right in such manner as the State may, by law, determine. Accordingly, "The Right of Children to Free and Compulsory Education Bill, 2008 which represents the consequential legislation, was introduced in Rajya Sabha on 15.12.2008. The Bill has been passed by Rajya Sabha on 20.7.2009. Clause 23 of the Bill provides that a person possessing such minimum qualifications, as laid down by an academic authority, authorized by the Central Government, by notification, shall be eligible for appointment as a teacher. It further states that where a State does not have adequate institutions offering courses or training in teacher education, or teachers possessing minimum prescribed qualifications are not available in sufficient numbers, the Central Government may relax the minimum qualifications for a period not exceeding five years. The Bill also provides that a teacher who does not possess the minimum qualifications shall acquire these qualifications within a period of five years. This will ensure that over a period, not exceeding five years, existing untrained teachers acquire the requisite qualifications.

Comments of the Committee

The Committee is aware about the specific provisions regarding the minimum qualifications prescribed for teachers and also period of five years prescribed for acquiring the same by teachers not possessing the minimum qualifications. However, such a provision in itself cannot remove the ground reality of having 44 percent elementary school teachers possessing only up to higher secondary level education. The Committee notes that sustained efforts are required for implementation of the Right of Children to Free and Compulsory Education Act. The Committee would like to emphasize that the Department has to play a pro-active role in this crucial area so as to ensure achievement of both SSA goal and the objective of the aforesaid Act in the real sense.

Recommendations/Observations

2.15 The Committee express its grave concern on the aforesaid findings. At the current pace of progress being made towards the goal of universalisation of elementary education, the Committee has serious doubts about achieving the goals by the year 2010. The Committee, therefore, recommends to the Department to make a realistic assessment of the progress made *vis-à-vis* the targets on priority basis. Based on the findings of the assessment, the Department could consider redefining the goals/targets of the scheme in a realistic manner.

Action Taken

Goal setting for the Eleventh Plan has been done State-wise in which progress towards all SSA goals, including quality, are systematically tracked through regular bi-annual reviews, against a detailed results framework at **Annexure-I** that focuses not only on inputs, but also on processes and outcomes pertaining to the quality of education. The national goals of SSA still stand as declared, in order to mobilize extra effort in the States to reach the same. However, the Committee's views are noted and national goals will be revisited in 2010.

Comments of the Committee

The Committee has been informed that State-wise progress towards all SSA goals including quality is being systematically tracked through regular bi-annual reviews. The Committee would like to be apprised about the latest available data (State-wise) and details of remedial steps initiated.

Recommendations/Observations

2.18 Impact assessment and evaluation of performance of schemes like SSA and MDM is mainly dependent upon the quality of data collected from the field about their various dimensions. There have been different, if not contradictory, figures about various indicators collected by different sources. While data emanating from Government sources present a better picture, those given by non-Government sources reflect a different picture. Methodology, technique, etc. adopted by the agencies also make significant variations. Then, there is a problem of updation of data; we get data that are 3-4 years old. Mid corrections and future planning based on the figures certainly would not be effective. The Committee found that the Selected Education Statistics which was released in 2007 contained data collected from the States/UTs during 2004-05.

Action Taken

Under the SSA, research studies have been commissioned to provide independent feedback. The studies are done by independent organizations. Some of the studies that have been completed are out of school children studies; student attendance study; study on teacher attendance; time on task study; national evaluation of KGBV and NPEGEL study on para teachers.

Also for independent feedback, 41 Social Science Institutes like IIMs, TISS, XLRI etc. have been engaged to monitor districts in the field. Till now 149 reports covering 536 districts have been provided by these institutes.

Comments of the Committee

The Committee notes Government's initiative to engage Social Science Institutes to monitor performance evaluation of SSA and MDM in the fields. As of now 536 districts have been covered. The Ministry's Action Taken Note however does not indicate any time period for such evaluation. The Committee expects the Ministry to expedite the feedback of remaining districts in a time bound manner. It would also like to have studies covering the latest data as well. The Committee hopes that the Ministry would also share with it the plan of action envisaged on all components of both schemes.

Recommendations/Observations

2.29 As per information provided to the Committee, out of the 2180 KGBVs sanctioned in the country, only 1819 are functional upto March, 2008. About this big gap between KGBVs

sanctioned and those functioning in States like Andhra Pradesh, Bihar and Uttar Pradesh, delay in identification of agencies to run the schools and unavailability of land were cited as the main reasons. However, more worrisome fact as accepted by the Department is that some schools could not be made functional due to delay in identifying girl students. The Committee fails to understand our inability to identify girls for the schools-the very purpose for which these special schools are being set up.

Action Taken

As on 31st March, 2008, 1929 KGBVs are reported to be functional (*i.e.* 88.49%) in the States and 1,32,490 girls enrolled in them.

Kasturba Gandhi Balika Vidyalaya (KGBV) scheme is for setting up residential schools at upper primary level for girls belonging predominantly to the SC, ST, OBC and minority communities. The scheme is being implemented in educationally backward blocks of the country where the female rural literacy is below the national average and gender gap in literacy is above the national average. The scheme provides for a minimum reservation of 75% of the seats for girls belonging to SC, ST, OBC or minority communities and priority for the remaining 25%, is accorded to girls from families below poverty line. At the upper primary level, emphasis is to enroll girls, especially girls who were unable to go to regular schools or are dropouts or have difficulty in accessing day schools due to remoteness and geographical terrain, or due to persistent socio-economic, cultural barriers to girls education. This leads to careful community based processes in selecting the most appropriate candidates for residential schooling in KGBVs.

It is being impressed upon the State/UT Governments to operationalise the remaining KGBVs, without any further delay by identifying and enrolling suitable girls for these schools as well as locating available land for construction of these schools.

Comments of the Committee

The Committee is at a loss to understand the inability of the Ministry in selecting/identifying the girl students for enrollment in these schools. When the scheme stipulates clearly that these schools are meant for girls who are either dropouts or have difficulty in accessing day schools due to geographical, socio-economic or cultural barriers, there is either some mismanagement in selection criteria or the desired will power is lacking. With such a high drop-out rate amongst marginalized sections of the society, the scrutiny process appears to be too stringent and time consuming. The Ministry needs to relax its selection process to accommodate all girls who are drop-outs by the beginning of ensuing academic session.

Recommendations/Observations

2.35 The Committee is further informed that out of the total teachers in all Government schools, 13% are Para teachers. The State-wise figures are, however, quite alarming. The percentage of Para teachers in Jammu & Kashmir (33.86), Jharkhand (41.27) and Uttar Pradesh (35.08) are, in fact, baffling. Irregularities being committed in certain States in engaging the para-teachers were brought to the notice of the Committee by some members. The quality of education under SSA has been defined to be a thrust area for the Eleventh Plan. No matter what special interventions are devised to achieve this target, the absence of regular teacher is bound to hinder the implementation of the SSA. The Committee is of the view that to achieve this target, the Department should ensure that all existing vacancies of regular teachers are filled up at the earliest and the percentage of Para teachers be brought down to the minimum.

Action Taken

Recruitment of teachers is made by State Governments as per State policy and norms. As per the DISE data for 2007-08, there are 10.48% para teachers in the country; however, these are largely concentrated in the States of J&K (22%), Jharkhand (44%), Mizoram (25%), Orissa (25%), and Uttar Pradesh (26%). With a view to increasing transparency and accountability many States have decentralized their recruitment systems and have empowered VEC/local bodies to recruit para/contract teachers. The information given by the States through District Information System of Education 2006-07 reveals that over 95% para teachers have academic qualification of secondary level, and 49% are graduate and above. Among all the para teachers, 35% have JBT or SBT training, and 32% have B.Ed. or M.Ed. training. The issue of filling up State and SSA teacher vacancies has been taken with the States. Under SSA only additional requirement of teachers is being sanctioned and no posts are sanctioned in lieu of existing vacancies of the teachers at the State level. Till 31.3.2009, 9.86 lakh teachers have been recruited which is 80.3% of the target under SSA. Further, SSA norms provided funds to train professionally untrained teachers.

Comments of the Committee

The Committee is not very happy with the feedback furnished by the Department on the crucial issue of role of Para-teachers in SSA. The Committee would like to point out that as per the earlier Action Taken Note on the above para, the number of Para teachers was reduced from 10.71% to 9.86% in all schools (DISE data 2006-07). However, the Committee is surprised to note that the latest ATN refers to existence of 10.48% Para teachers as per DISE data 2007-08. That shows that strength of Para teachers has not shown a declining trend. The very fact that States like Jammu & Kashmir, Jharkhand, Orissa, Mizoram and Uttar Pradesh have high concentration of Para teachers confirms Committee's apprehensions. The Committee has time and again been advocating that engaging Para teachers is not a viable option as unlike regular teachers they might lack the desired commitment towards the students. Every effort should therefore be made to recruit regular teachers so that the quality of education is not compromised. Vacancies of more than 2 lakh teachers across the country is a matter of serious concern. The Committee would like the Department to regularly apprise it of the sanctioned strength and the existing strength of regular teachers including the number of Para teachers, State-wise for its consideration.

Recommendations/Observations

2.37 The Committee is surprised to see that in respect of States/UTs like Chandigarh, Andaman & Nicobar Islands, Dadra & Nagar Haveli, Daman & Diu, Delhi, Goa, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Lakshadweep, Puducherry, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh, Uttarakhand, no target for Teacher training was fixed during this period. What is more disturbing is the overall status of Teachers trained under SSA. Out of 35,39,559 teachers targeted to be trained as on 2007-08, achievement upto 31st December, 2007 is reported to be only 19,14,575, *i.e.* 54.09 per cent of the cumulative target. The Committee takes a serious view of such a state of affairs. The Committee would only emphasize that there is an urgent need for providing the required training to maximum number of teachers. A fully trained teacher undeniably is the most crucial component for achieving the goal of providing quality education under SSA.

Action Taken

The targets mentioned at Para 2.36 of the Committee's Report pertain to the training of those teachers who are in service but do not have the required professional qualifications. States that do not have targets under this component are generally those that do not recruit professionally untrained teachers. However, States like Uttar Pradesh, Uttarakhand, etc. have begun to recruit

professionally untrained teachers but have not yet organised in-service professional training for such teachers, but are in the process of it.

Regular 20 day in service teacher training for skill upgradation, refresher training is provided under SSA for all teachers in all States/UTs of the country. 72% of the targeted teachers in 2007-08 received this training. States have been directed to ensure that training calendars be drawn up at the beginning of the academic year in collaboration with SCERTs/DIETs, so that all teachers can be covered under in service training. Further, SSA norms have been amended to provide for 10 days training at block/district level and the remaining 10 days training at cluster level for peer learning and follow up, in accordance with the cascade model of training recommended by NCERT in its in service training guidelines, 2007. Besides being pedagogically sound, this model of in service training also has the benefit of minimal interference with the regular school calendar, as the teachers are not expected to be away from their schools for extended periods. As such, it is expected that the progress of in service teacher training will improve.

Comments of the Committee

As informed by the Department, States like Uttar Pradesh, Uttarakhand etc. have begun to recruit professionally untrained teachers but are in the process of organizing in-service professional training for such teachers. The Committee views this trend with serious concern. The Committee would like to have full details in this regard along with status of teacher training in such States.

Recommendations/Observations

3.4 The Committee takes note of the fact that the Mid-Day Meal Scheme has been extended to all the Upper Primary Schools across the country from 2008-09. The Committee would, however, like to point out that there may be areas, particularly tribal and remote areas, where only private schools are running. With only Government and Government-aided schools being covered under the Mid-Day Meal Scheme, children residing in such areas and going to small private schools are being deprived for no fault of theirs. The Committee feels that this is an area of serious concern and needs to be taken care of. The Committee would like a viable proposal to be worked out for this purpose.

Action Taken

Mid-Day Meal Scheme covers all children studying in classes I-VIII, in Government, Local Body and Government aided schools and the centres run under Education Guarantee Scheme (EGS)/ Alternative and Innovative Education (AIE), including Madrasas/Maktabs supported under SSA as EGS/AIE interventions in coordination with State Project Directors of SSA. The scheme at present does not cover children studying in privately managed un-aided schools. However, a committee under the chairmanship of Shri Anant Kumar Singh, Joint Secretary (EE.I), Department of School Education and Literacy, Ministry of Human Resource Development having representatives from States of Madhya Pradesh, Jharkhand, Chhattisgarh, Orissa, Rajasthan and Gujarat has been constituted *vide* Notification No.5-4/2009-MDM-I-I (EE.5), dated 30.7.2009 to consider the following:-

- (i) To examine the suggestions with regard to coverage of students studying in privately managed unaided schools with focus on Tribal areas and minorities;
- (ii) to estimate financial and other implications of such coverage/extension; and
- (iii) to ascertain whether State Governments/UT Administrations are agreeable to the extension of MDM Scheme to privately managed unaided recognized schools and share the cost.

On receiving the report of the Committee, appropriate decision will be taken by the competent authority

Comments of the Committee

The Committee is happy to note that a Committee has been set up by the Department having representation from Madhya Pradesh, Jharkhand, Chhattisgarh, Orissa, Rajasthan and Gujarat on the extension of MDM Scheme to private managed unaided schools. The Committee strongly feels that there is an urgent need for coverage of unaided schools specially located in tribal areas and also having minority students. The Committee hopes that report of this Committee would come out shortly followed by corrective action.

Recommendations/Observations

3.5 Under the Mid-Day Meal Scheme, Central assistance to construct Kitchen-cum-Store in a phased manner upto ₹60,000 per unit is admissible to the States. Committee's attention was drawn to the fact that out of 2,21,039 Kitchen-cum-Stores sanctioned upto 31st December, 2007, only 25745(12%) had been completed so far. In States like Bihar, Kerala, Maharashtra, Meghalaya, Punjab, Sikkim, Uttar Pradesh and West Bengal, construction of not even one Kitchen-cum-Store has been completed so far, inspite of Central funds being duly sanctioned and utilization position being more or less satisfactory. In other States like Chhattisgarh, Jammu & Kashmir, Maharashtra and Uttarakhand, funds remained sanctioned on paper only as work had simply not started. The Committee, during its recent visit to various States/UTs found that in most of the schools, mid-day meal was being cooked either within the classroom or in temporary shelters in the open.

Action Taken

Central assistance for construction of Kitchen-cum-Stores @ ₹60,000 per unit amounting to ₹4,48,010.94 lakh was released to States/UTs during 2006-07, 2007-08 and 2008-09 for construction of 7,46,758 units. As per information furnished by States/UTs in their Annual Work Plan and Work- 2009-10, an expenditure of ₹2,04,426.29 lakh has been incurred on construction of Kitchen-cum-Stores by the States/UTs leaving a balance of ₹243,584.65 lakh with them. Out of 7,46,758 units, 3,43,900 units have been completed/work in progress representing 46%. It would be pertinent to mention here, for kind information of the Committee, that some of the States/UTs, namely, Goa, Andaman & Nicobar Islands, Chandigarh, Delhi, Lakshadweep and Puducherry are either having centralized kitchen or supply of cooked mid-day meals have been outsourced. Hence, Central Assistance on this account was not sanctioned to these States/UTs during 2006-07 and 2007-08. However, during 2008-09, ₹23.34 lakh was released to Chandigarh for construction of 111 Kitchen-cum-Stores, ₹163.60 lakh was sanctioned to Andaman and Nicobar for construction of 276 kitchen sheds and ₹5.20 lakhs sanctioned to Puducherry for 92 units.

Recommendations/Observations

3.6 The Committee expresses its serious concern over these findings. The Committee recommends that every possible effort be made to encourage State/UTs to get and utilize funds for Kitchen-cum-Store in the shortest possible time.

Action Taken

Central Government is making persistent efforts to improve the pace of construction of

Kitchen-cum-Stores. In addition to in-depth review by the Programme Approval Board for Mid-Day Meal Programme headed by Secretary (SE&L), status of implementation of the Programme is also reviewed in National and Regional Review Meetings. For this purpose, Review Meetings at Regional as well as National level were held as per details given below:

- (i) National Review Meeting held on 6.2.2008 at Vigyan Bhawan, New Delhi.
- (ii) Regional Review Meeting at Shillong for North Eastern States held on 4.7.2008
- (iii) National Review Meeting held on 1.8.2008 at Vigyan Bhawan, New Delhi
- (iv) Regional Review Meeting for the Southern States/UTs of Andhra Pradesh, Karnataka, Kerala, Tamil Nadu, A&N Islands and Puducherry was held on 15.10.2008 at Bangalore
- (v) Regional Review Meeting for the North Zone States/UTs of Haryana, Himachal Pradesh, Jammu & Kashmir, Punjab, Uttarakhand, Uttar Pradesh, Chandigarh and NCT of Delhi was held on 06.11.2008 at New Delhi
- (vi) Regional Review Meeting for the West Zone States/UTs of Goa, Gujarat, Maharashtra, Madhya Pradesh, Rajasthan, Daman & Diu, Dadra & Nagar Haveli was held on 29.11.2008 at Ahmedabad

In these review meetings, construction of kitchen sheds and procurement of kitchen devices was specifically discussed and States were required to utilize the available funds on priority.

Comments of the Committee

The Committee does not find the status of physical and financial progress on construction of kitchen sheds under MDM Scheme as on 31.12.2008 very encouraging. Only 46 per cent kitchen sheds reported to be completed and in progress does not give a clear picture of the actual progress made so far as the exact figures of completed kitchen sheds are still not forthcoming. The Committee notes that State-wise status of this crucial component of MDM Scheme is more disturbing in respect of States, like Chhattisgarh (31%), Gujarat (26%), Himachal Pradesh (22%), Karnataka (30%), Maharashtra (29%), Punjab (25%), Rajasthan (36%), Tamil Nadu (30%) and West Bengal (21%). Not only this, expenditure figures indicating 48% and 52% of funds lying as unspent balance is a clear indication that problem areas continue to persist. A series of national and regional level of meetings held during the second half of 2008 also seem to have failed in bringing out any significant improvement. Taking a serious note of this situation and also keeping in view the expansion of MDM Scheme, the Committee impresses upon the Department once again to identify the inherent constraints of this component and play a pro-active role for elimination of the same.

III. NATIONAL PROGRAMME OF MID-DAY MEAL IN SCHOOLS

Recommendations/Observations

Lifting of foodgrains

3.8 Allocation and lifting of foodgrains by the States/UTs leaves significant gaps. Against a total allocation of 23.23 lakh MTs in 2007-08, foodgrains lifted upto 29th February, 2008 is 16.76 lakh MTs(72%). Except for Andhra Pradesh (104.16%) Nagaland (107.48) and Chandigarh (97.13%), all the other States/UTs are far behind their targets especially Bihar (45.29%), Haryana (55.70%)

Dadra & Nagar Haweli (5.13%), Daman & Diu (17.88%) and Arunachal Pradesh (48.42%). The Committee believes that there must be practical reasons behind States/UTs not lifting their share of foodgrains provided free of cost under the scheme. Quality of foodgrains being sub-standard, problem in transporting foodgrains from FCI outlets to the schools, pilferage and delay in release/receipt of Central assistance have been reported to be some reasons behind this. The Committee recommends that Department must take up this issue with the concerned States/UTs and see to it the foodgrains were lifted regularly by them.

Action Taken

Mid-Day Meal Scheme was extended to upper primary stage of education (Classes VI-VIII) in 3479 Educationally Backward Blocks (EBBs) *w.e.f.* 1.10.2007 but because of the logistics problem most of the States could extend mid-day meal up to upper primary level only from 2008-09. As a result, against an allocation of 323120.72 MTs of foodgrain, only 109483.11 MTs had been lifted by States/UTs representing 34% during the year 2007-08. In Primary section, against net allocation of 2000834.66 MTs (2155807.13 MTs of gross allocation minus 154972.47 MTs of opening balance as on 1.41.2007) of foodgrain, States/UTs had lifted 1723669.73 MTs, representing 86% during 2007-08. A statement indicating allocation and lifting of foodgrains, Primary and Upper Primary for the year 2007-08 and 2008-09.

Comments of the Committee

The Committee opines that non lifting of allocated food-grain quota by certain States adversely affects the performance of the scheme in those States in particular and at the national level in general. The students of such poor performing States must have been deprived of the benefits of the scheme. The Committee observes that overall percentage including primary and upper primary level schools for 2008-09 is 77% which is less than 79% lifting recorded in 2007-08. That confirms Committee's apprehensions about continuance of constraints being faced by many States in lifting of grains. Majority of North-Eastern States and UTs and also States like Chhattisgarh, Goa, West Bengal show less than 50% lifting. What is more disturbing is that almost all the States have left over stock of grains at the beginning of the year. The Committee notes that level of grains lifted will come down if compared with gross allocation figures. All these data is based on the FCI figures. The Committee strongly feels that at the ground level, position would be even more discouraging. The Committee accordingly recommends that in the light of extension of MDM Scheme to higher classes, a viable and effective monitoring mechanism for confirming the reach of this scheme to the targeted beneficiaries has to be in place on an urgent basis.

Recommendations/Observations

3.9 The Committee during its visit to Lakshadweep was informed that there was no FCI godown in this UT; they have to lift grains from Mangalore. Cost norms for transportation cost does hardly cover the actual cost. As a result, UT is not lifting foodgrains. They had taken up this issue with the Government of India but to no avail. The Committee is quite convinced of their limitations in this regard and urges upon the Department to take up this issue with the concerned Ministry for providing FCI outlet in the UT at the earliest. The Committee would like to know the development in this regard in the Action Taken Note.

Action Taken

As a follow up of the observation of the Committee, this Department had taken up the

matter with Department of Food and Public Distribution requesting them to establish an FCI godown at Lakshadweep. The Food Corporation of India *vide* their d.o. letter No.E.2(16)/2006/Annual Plan/Stg.II, dated 17.8.2009 (**Annexure-V**) has intimated that they are constructing a godown of 2500 MTs at Andrott Island of Lakshadweep. It is meant for FCI's stocks for PDS as well as other Welfare Schemes including Mid-Day Meal Scheme. The land measuring 8470 square meters has already been taken over by FCI from Lakshadweep Administration in August, 2008 and the tenders have been finalised in the month of May, 2009. The work is likely to be completed in 2010.

Comments of the Committee

The Committee appreciates the Department's follow up of its advice for the need of a FCI godown at Lakshadweep. The Committee would be happy if the Department continues to take a pro-active role by coordinating with both FCI and Lakshadweep Administration so that the FCI godown for storage of foodgrains in this remote island comes up at the earliest.

IV. RESTRUCTURING AND REORGANIZATION OF TEACHER EDUCATION

Recommendations/Observations

4.7 The Committee has been informed that a Sub-Group on Teacher Education for the Eleventh Plan had submitted its Report in December, 2006. A number of far – reaching recommendations were made by the Sub-Group, based on which a Memorandum for Reorganization and Restructuring of the Teacher Education Scheme for the Eleventh Plan was prepared by the Department. However, the EFC while considering the Memorandum, recommended comprehensive evaluation of the scheme within a period of one year. Till such evaluation, the existing scheme was to continue. The Committee notes that the Department has initiated the exercise of comprehensive evaluation of the scheme. The Committee fails to understand the basis for going for another review in spite of comprehensive evaluation undertaken by a Sub-Group of Planning Commission under the Chairmanship of Director, NCERT. One of the many recommendations of the Sub-Group was to strengthen the existing structure such as the National Council for Teacher Education (NCTE), SCERTs, IASEs, CTEs, DIETs etc., and wherever considered necessary, be expanded. The Committee has however also been informed that a Review Committee of the Department has recommended the repeal of the National Council for Teacher Education ACT, 1993 and to vest all regulatory functions relating to Teacher Education and Teacher Education Institutions for all stages of teacher education in the University System.

Action Taken

A Sub-Group under the Chairmanship of Director, National Council for Educational Research and Training (NCERT) constituted to make recommendation for the Eleventh Plan recommended, apart from strengthening existing components of the Scheme, expansion of the Scheme during the Eleventh Plan. On the recommendations of the Sub-Group, the proposal of this Department for continuation/revision of the Scheme for the Eleventh Plan was considered by the Expenditure Finance Committee (EFC) on 13.11.2007. EFC recommended comprehensive evaluation of the Teacher Education Scheme. Till such evaluation, the existing Scheme may continue without any change in its norms and parameters. The recommendation of EFC is for broader and more comprehensive evaluation of the Scheme. Accordingly, this Department has entrusted NCERT with the task to make comprehensive evaluation of the Scheme. The evaluation report is expected to be submitted shortly.

Recommendations/Observations

4.8 The Committee is not aware about the position taken by the Department on the contradictory recommendation made by the two different Committees about the future of NCTE. The Committee would like to know the clear position taken by the Department in this regard. The Committee would also like to emphasize that teacher education needs to be given proper focus and timely action. Nobody can deny the fact that teacher training in the right perspective is one of the most crucial component for providing quality education to our children. Further delay due to reviews, counter-reviews will prove to have a negative impact only.

Action Taken

A Committee was constituted by Ministry of Human Resource Development in February, 2002 under the Chairmanship of Shri P. K. Kaul to study the working of NCTE and making recommendations on streamlining its activities. The Committee made recommendations to improve norms and standards, more transparency and objectivity and greater interaction with all stakeholders. It also recommended for inclusion of manpower principles in the consideration and processing of applications, acquiring database, constitution of a regular Appellate Committee, collection of information about teacher qualification, recruitment procedures, promotion/transfer rules etc. in respect of all States. It also recommended that NCTE should play a lead role in stage specific programmes of training for teacher educators and pre-service teacher education programmes.

A Review Committee was constituted by this Department under the Chairmanship of Shri Sudip Banerjee, the then Advisor, Ministry of Human Resource Development to conduct an in depth study of NCTE and its Regional Committees. The Committee submitted its report in April, 2007. The Committee in its report recommended that the NCTE Act, 1993 should be repealed and all regulatory functions relating to teacher education and teacher education system should be vested in the University system.

The matter was examined in the Ministry. Having regard to the implications of repeal of the NCTE Act on teacher education and the recommendations of the Report of the Yashpal Committee on "Renovation and Rejuvenation of Higher Education", a decision has been taken that the NCTE Act may not be repealed at present. After the National Commission for Higher Education and Research (NCHER) is constituted, the matter would be revisited for subsuming the functions of the NCTE under the NCHER, along with those of AICTE and UGC.

Meanwhile, the NCTE has undertaken various steps for systemic improvements in its functioning and in improving the teacher education system, as under :

- (a) Based on the study of demand and supply of teachers and teacher educators of the various States, the NCTE has decided not to receive further applications for teacher education courses in respect of 12 States;
- (b) The Regulations for grant of recognition and norms and standards for various teacher education courses have been revised and notified on 31st August, 2009. The applications for grant of recognition would now be processed strictly in chronological order. The new Regulations make the system more transparent, expedient and time bound, with reduction in discretionary powers of the Regional Committees;
- (c) E-governance system has been introduced by way of providing online facility for furnishing of applications and online payment of fees. MIS has been developed to streamline the process of recognition;

- (d) The National Curriculum Framework for Teacher Education has been developed keeping in view NCF, 2005;
- (e) Academic support is being provided through preparation of Manual for the teacher education institutions and publication and dissemination of Thematic Papers on Teacher Education.

Various quality control mechanisms have been developed, including re-composition of the Visiting Teams, periodical monitoring of the teacher education institutions and de-recognition of institutions not conforming to the Norms and Standards prescribed by the NCTE.

Comments of the Committee

The Committee has been voicing its serious concern on the status of teacher education in the country. Latest feedback received from the Department confirms apprehensions of the Committee. Comprehensive evaluation of the Teacher Education Scheme was recommended by the Expenditure Finance Committee on 13th November, 2007. This recommendation was based on a report submitted by a Sub-Group of NCERT. NCERT has accordingly been entrusted with the task of evaluation of the Teacher Education Scheme Evaluation which is expected shortly. Prior to that, a Committee was constituted in 2002 by the Department to study the working of National Council of Teacher Education. This Committee made a number of recommendations for streamlining the activities of NCTE. Subsequently, a Review Committee was constituted by the Department to conduct an in-depth study of NCTE and its Regional Committees. In its Report submitted in April, 2007, the Review Committee recommended repeal of NCTE Act, 1993 with regulatory functions relating to teacher education to be vested in the University System. However, keeping in view the implications of such a move and also recommendations of the Yashpal Committee, a decision has now been taken not to repeal the NCTE Act. After the constitution of the National Commission for Higher Education and Research, the matter would be revisited for subsuming the functions of NCTE under the proposed Commission.

The Committee is extremely unhappy with the pre-dominant element of uncertainty continuing with regard to continuance of NCTE. The Committee has been cautioning the Department time and again in this regard. The Committee is, however, constrained to observe that things are not going to change in the near future. The Committee can only reiterate that teacher training in the right perspective is one of the most crucial components for providing quality education for our children. Further delays due to reviews, counter-reviews will prove to have a negative impact only. The Committee strongly recommends that a final decision about the status of NCTE should be taken on an urgent basis so that the regulatory body for teacher education can execute its mandated tasks with full authority.

The Committee is also not clear on the total number of backlog vacancies and new recruitments needed for better training programme. Innovative ways for augmenting infrastructure availability should be adapted for augmenting teacher training needs to be significantly and quickly. A proper assessment of targets and harmonized Action Plan should be evolved. A Special Programme towards this objective needs to be quickly drawn up and reflected in the programme of the Ministry for the coming year.

Recommendations/Observations

4.9 Due to shortage of trained teachers, particularly in case of B.Ed. and M.Ed., instances of one teacher being showed on the rolls by different institutions of Teacher Education with a view

to fulfill requirement laid down by NCTE, lest they should lose their recognition, have come to the notice of the Committee. This practice is reported to have become rampant particularly in rural and semi-urban areas. The idea of allotting an identification number to every education degree holder and by putting those numbers on the website of NCTE so that anybody was able to cross check this kind of duplication can perhaps tackle this problem area. The Committee would like the Department to consider this idea and present its views for the perusal of the Committee.

Action Taken

The idea of allotting an identification number to every education degree holder is under serious consideration of the National Council for Teacher Education. It has constituted a 3 member Committee on Unique Identity Number (UIN) to suggest ways and means to implement this suggestion.

Comments of the Committee

The Committee is happy to note the action initiated by NCTE for allotment of an identification number to every education degree holder. The Committee hopes that the Committee set up for the purpose will come up with its Report at the earliest followed by required corrective measures.

Recommendations/Observations

4.10 Besides, there has been a long standing demand for making 'Education' as a subject in the competitive exams, held in the country. The Committee would like the Department to take up with the concerned quarters and furnish its considered opinion on this aspect to the Committee.

Action Taken

The Ministry has requested UPSC to include 'Education' as a subject in the competitive examinations including Civil Service Examination.

Comments of the Committee

The Committee would appreciate if the issue of inclusion of 'Education' as a subject in the competitive examinations including Civil Service Examination is actively pursued with the UPSC by the Department.

V. KENDRIYA VIDYALAYA SANGATHAN

Recommendations/Observations

5.8 As regards the issue of Special Dispensation coupons for admission in KVs for the Members of Lok Sabha who do not have a KV in their constituency, the Department could not give a convincing reply. The Committee feels that this issue should be resolved without further delay and the Committee be informed accordingly.

Action Taken

In the light of the High Court Delhi's order in Civil Writ Petition No.4281/98 and C.M.No.8025/98, the provision of Special Dispensation Quota effective from the year 2007-08 is as under:

Each Member of Parliament can refer two cases of admission under the scheme in an academic year in Kendriya Vidyalaya(s) located within the parliamentary constituency of the concerned Member of Parliament (Lok Sabha) for the eligible children belonging to the constituency. Member of Parliament (Rajya Sabha) can recommend admission in any KV located within the State from which he/she stands elected. The recommendation can be made for all classes except pre-primary, X and XII.

Comments of the Committee

Time and again the Committee has been deliberating on the genuine concerns of the Lok Sabha MPs in whose constituencies not even a single Kendriya Vidyalaya falls and for whom the Special/Dispensation Quota does not bear any relevance. The Committee observes that the specific issue raised by it continues to remain unaddressed. The Committee strongly feels that it is high time that the genuine problem being faced by Lok Sabha Members is resolved without any further delay.

VI. NAVODAYA VIDYALAYA SAMITI

Recommendations/Observations

6.7 Another issue of concern for the Committee is the shortage of teaching and non-teaching staff in the JNVs. As per information provided by the Department, the position as on 31.12.2007 is as under:-

	Sanctioned	In Position	Vacant
(A) Teaching			
(i) PGTs	3476	2943	533
(ii) TGTs	4740	4045	695
(iii) Misc. Teachers	2562	2473	89
TOTAL	10778	9461	1317
(B) Non-Teaching	8574	6993	1581

Action Taken

The position of teaching and non-teaching staff in JNVs as on 30.06.2009 is as under:

	Sanctioned	In position	Vacant
(A) Teaching			
(i) PGTs	3937	3133	804
(ii) TGTs	4881	4001	880
(iii) Misc. Teachers	2920	2591	329
TOTAL	11738	9725	2013
(B) Non-Teaching	9011	7368	1643

Out of above said vacancies, vacancies of teachers are to be filled against advertisement issued in March, 2008. Written exam was conducted on 8-9 November, 2008 and interviews of shortlisted candidates were held from June, 1-12, 2009 and teachers are likely to be posted in Vidyalayas shortly. Further, the vacant posts are filled up temporarily by appointment of teachers on contract basis.

Recommendations/Observations

6.8 The Committee fails to find convincing reason for having such a large number of vacancies in JNVs. It believes that these vacancies must have accumulated over a period of time. Reason why these vacancies have accumulated is a matter that needs to be examined. The Committee is of the opinion that in case of most of the vacancies, except for a few which may have arisen on account of death, resignation, termination of services etc., recruitment processes could have initiated well in advance. Large number of vacancies in teaching posts that too for a long time directly tells upon the academic performance of the students. The Committee does not know how the teaching is being managed by the schools in which there are vacancies. The Committee recommends that recruitment process be structured in such a manner that vacancies do not get accumulated and are filled up as and when they arise in the shortest possible time.

Action Taken

A drive against advertisement issued in March, 2008 for filling up vacant posts of teachers has been initiated. Written exam was conducted on 8-9 November, 2008 and interviews of short listed candidates were held from June, 1-12, 2009 and teachers are likely to be posted in Vidyalayas very soon. Efforts are made from time to time to fill up the vacant posts of teachers. In absence of regular teachers, appointment of teachers on contract basis is made at Regional Offices/ Vidyalayas levels to ensure that education of students does not suffer.

Comments of the Committee

The Committee notes that against sanctioned strength of 10778 teachers as on 31.12.2007, 1317 posts of teachers were lying vacant; (10778 teachers) as on 31.12.2007, 2013 posts of teachers were vacant against sanctioned strength of 11738 teachers as on 30.6.2009. It has taken considerable time in the completion of recruitment process for vacancies as on 31.12.2007. With advertisements being issued in March, 2008, written exam could be conducted only in November, 2008 with interviews being finally held in June, 2009. Process of joining of teachers is yet to begin. The Committee can well imagine as to when the process for filling up vacancies arising as on 30.6.2009 would be initiated and completed .The fact that the shortfall in the teachers' recruitment is being made up with the appointment of temporary teachers on contract basis is equally worrisome. The Committee is of the view that the desired amount of commitment cannot be expected from the teachers appointed on contract basis. This will only affect the quality of teaching in the schools in the long run. Therefore, the shortfall of teachers be addressed urgently not only by replacing the contract teachers with the regular ones but by ensuring that the process of filling vacant posts is streamlined and made expeditious to the extent possible.

Recommendations/Observations

7.4 The Committee finds that out of 1,07,112 Secondary Schools targeted to be covered under the ICT Scheme, only 1967 and 719 Schools could be covered during 2005-06 and 2006-07 respectively. Status of 22,633 Schools Sanctioned during 2007-08 is not known. The Committee understands that States have been advised to implement the scheme in at least 2 schools in each

Educationally Backward Block in each State. Availability of electricity is one of the major problems identified in the successful implementation of the Scheme. The Committee would like to emphasize that every effort should be made for availability of electricity during school hours where computer labs have already been set up/likely to be set up in the near future. The Committee would appreciate if monitoring of this aspect is regularly carried otherwise the very purpose of this scheme would be defeated.

Action Taken

The total number of schools approved upto 2008-09 is 53,250. The details of schools sanctioned and actually covered is placed at **Annexure - XII**.

Regarding availability of electricity, wherever there is either erratic supply or no supply of electricity the State Govts. have been requested to make alternative arrangements. The States have also been permitted to purchase generators.

The Ministry of Power has also been requested to give priority for the electrification of blocks having Secondary and Higher Secondary Schools. Ministry of New and Renewable Energy have also been requested to provide solar equipment at subsidized rates to schools.

As regards monitoring of the Scheme the State Govts. have been requested to get an external evaluation of the scheme by Organisations like IIITs, IITs etc. The cost of the external evaluation would be borne by the Central Governments.

Comments of the Committee

The Committee observes that the ICT Scheme introduced in 2005-06 after merger of existing schemes of CLASS and ET has failed to take off so far. Apprehensions voiced by the Committee while examining Demands for Grants for 2008-09 still hold true. Out of 53,250 schools approved upto 2008-09, only 14,369 schools could be covered so far. State-wise status makes a dismal reading. Not only erratic progress is noticed, in respect of some of the states, details of schools covered is simply not available. The Committee can only hope that with some initiatives taken for regular supply of electricity, position would somewhat improve. The Committee is also of the view that the Department will have to play a more pro-active role so far as effective monitoring of this scheme is concerned.

VIII. VOCATIONAL EDUCATION AT + 2 LEVEL

Recommendations/Observations

8.6 About the need to promote vocationalisation of education, this Committee has also made number of observations expressing its concern about the manner in which it was being implemented. Vocational streams in schools/colleges did not attract students and there were no adequate infrastructure available including the trained teachers. A more focused approach was suggested by the Committee, particularly in engaging local entrepreneurs in developing an interface with them so that they could get trained manpower that they need and students their employment. The Committee is happy to know that the scheme for skill development is being revamped. It only hopes that revised scheme would take care of all the problems that plagued the earlier schemes. The Committee emphasizes the need for finalizing the revised scheme this year only.

Action Taken

Based on the recommendations of various review groups/committees the existing scheme of

Vocationalisation of Secondary Education at +2 level is being revised. The Department of School Education & Literacy has prepared a concept paper on “Framework for Vocational Education and Training in India” and sent the same to the Planning Commission for comments on 01.10.2007. A presentation was made on the Concept Paper on “Framework for Vocational Education and Training in India” before the Planning Commission on 9.4.2008. On the basis of the framework a draft scheme for Vocational Education is under preparation, incorporating mechanism for vertical and horizontal mobility, multiple entry, multiple exit, flexible course curriculum, competencies based modules, testing and certification etc.

Comments of the Committee

The Committee is not very happy with slow pace of progress in the finalization of revised Scheme of Vocational Education. A Concept Paper on this subject was sent to the Planning Commission on 1.10.2007. Presentation on the Concept Paper before the Planning Commission could be made after six months *i.e.*, on 9.4.2008. Since then, the draft scheme is under preparation. The Committee once again emphasizes the need for finalizing the scheme at the earliest. One must not forget that considerable time would be required for getting the scheme implemented.

CHAPTER-IV

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT ARE STILL AWAITED

III. NATIONAL PROGRAMME OF MID-DAY MEAL IN SCHOOLS

Recommendations/Observations

3.7 The Committee's attention has also been drawn to the State-wise details of expenditure incurred on Transport subsidy under the Scheme. The details reveal that States/UTs like Arunachal Pradesh, Delhi, Jammu & Kashmir, Andaman & Nicobar Islands, Chandigarh, Dadra & Nagar Haveli, Lakshadweep and Puducherry failed to avail of this facility during 2005-06, 2006-07 and 2007-08. In the absence of any further details in the matter, the Committee is unable to comprehend the reasons for non-utilization of the subsidy. The Committee would like the Department to give reasons State-wise, for the same.

Action Taken

This Department shares the concerns expressed by the Committee regarding State-wise details of expenditure incurred on Transport subsidy under MDM Scheme. This Department used to reimburse upto 30.9.2007, the Transportation costs of food grains as per claims submitted along with confirmation of quantity of foodgrains lifted by the States/UTs. Despite regular follow-up, claims for reimbursement of Transportation cost of food grains were not received from some of the States/UTs either due to non-receipt of details of expenditure incurred by them from field level offices, non-receipt of claims from the State Transportation Agencies, expenditure has been met by State/UT from their own resources or discrepancies in the figures furnished by field offices, etc. Due to these reasons, some of the States/UTs could not submit their claims for reimbursement of transportation cost on yearly basis and instead they had submitted their claims of 2-3 years at one go. Hence, in the absence of claims, this Department could not make reimbursement of Transportation cost of foodgrains to such States/UTs in that particular year. This Department, however, makes reimbursement of transportation cost of foodgrains, as and when received, from States/UTs.

In this connection, it is submitted for kind information of the Committee that this Department makes every endeavor to encourage and pursue States/UTs through National/Regional Review Meetings and Quarterly Progress Reports prescribed in this regard to submit their claims in time for release of Central Assistance under different components, including transportation cost of foodgrains, admissible under the MDM Scheme and their physical and financial progress alongwith unspent balances of releases made by this Department. The States Arunachal Pradesh, J&K, and UTs Delhi, A&N Islands, Chandigarh, Dadra & Nagar Haveli, Lakshadweep and Puducherry were specifically requested to furnish reasons for not claiming or utilizing the transport subsidy for the years 2005-06, 2006-07 and 2007-08. So far only A&N Islands and Puducherry have responded. The Andaman and Nicobar has reported that expenditure was met from UT funds. The UT of Puducherry has reported that they have sent their claims during 2007-08. Details of State/UT-wise releases on transportation subsidy/grant under MDM Scheme during 2004-05 to 2008-09 are given in **Annexure-III** for kind information of the Committee.

To overcome this difficulty, it is submitted for kind information of the Committee that the system of payment of transportation subsidy to States/UTs has been modified and with effect from 1.10.2007 from reimbursement to Grant-in-aid as in the case of other components of Central assistance under the Scheme. Accordingly, in addition to Rs.10,787.67 lakh released as reimbursement of transportation cost of foodgrains during 2007-08, an amount of Rs.10,343.94 lakhs was released as grant-in-aid towards transportation cost to States/UTs, both for primary and upper primary, during the period from 1.10.2007 to 31.3.2008. During 2008-09, an amount of Rs.20,326.14 lakh was released as Grant-in-aid to States/UTs towards transportation cost of foodgrains. During the year 2007-08, an expenditure of Rs.7334.51 lakh has been incurred by States/UTs. Similarly, during the year 2008-09, an expenditure of Rs. 9040.43 lakh has been incurred by 20 States/UTs. Information from remaining 15 States/UTs is awaited.

Recommendations/Observations

3.13 The Committee is of the considered opinion that MDM could be made more attractive and effective simply by activating the local community for this purpose; it would not only ensure hygiene and quality of food but also in reducing teacher absenteeism, improving quality of teaching-learning, pupil evaluation, etc. Some States/regions have adopted good practices in these respects which need to be propagated to all the States/UTs for adoption with suitable modifications wherever required.

Action Taken

Position stated in reply to para 3.12 above is applicable here also. National University of Educational Planning and Public Administration, who were assigned the study of best practices adopted by States, have submitted their report. This study report on best practices adopted by the States is under examination and will be shared with all the States/UTs for adoption with suitable modification, wherever required.

Recommendations/Observations

3.14 The Department had informed the Committee in 2007-08 about a study being conducted by the Planning Commission with regard to monitoring of the scheme as well as identifying and rectifying the possible areas that hinder the implementation of the scheme at the ground level. The Committee is, however, disappointed to note that the study has still not been completed. The Committee recommends that the study may be expedited so as to enable the Centre and the States/UTs to take remedial steps to plug the loopholes in the existing monitoring mechanism.

Action Taken

Planning Commission has commissioned a comprehensive nation-wide evaluation study of MDM Programme. Planning Commission has intimated on 18.8.2009 that the study report is being processed for obtaining approval of competent authority.

Recommendations/Observations

3.15 The Committee has been informed that two per cent of the cost of foodgrains, transportation of food grains and cooking cost is made available for Management, Monitoring and Evaluation (MME). Out of this amount, 1.8% is released as MME component to the States/UTs, and 0.2% issued by the Central Government towards MME. States/UTs are required to utilize MME Funds towards school level expenses, including forms and stationery, weighing machines, height records and replacement/management, supervision, training and internal/external evaluation. The

Committee notes that Rs.40.31 crores, Rs. 39.12 crores and Rs.69.80 crores have been released for MME purpose in 2005-06, 2006-07 and 2007-08 respectively, with Bihar, Madhya Pradesh, Uttar Pradesh, Rajasthan, Karnataka, Assam and West Bengal being the major beneficiaries. The Committee finds that Central assistance is also being given for procurement of kitchen devices. Out of Rs.254.65 crores released upto 31.8.2007, 45% expenditure has been reported. The Committee fails to understand the basis for inclusion of component of replacement of cooking devices, utensils under MME with separate funds earmarked for their procurement and being duly released. The Committee would also like to have an idea about component-wise utilization status of MME funds by the States/UTs.

Action Taken

During the year 2004-05 effective from 1.9.2004 Management, Monitoring & Evaluation (MME), a new component to provide recurring Central assistance to States/UTs, was introduced. The Mid-Day Meal Scheme Guidelines issued in 2006 prescribed as ceiling of total MME funds sanctioned for items/services under the Scheme. Under the Scheme Guidelines, 50% of recurring Central Assistance of this component may be utilised by States/UTs on school level expenses, namely, forms and stationery, weighing machine and height recorder and replacement/repair/maintenance of cooking devices, utensils, weighing machine etc. 35% on item/services under the category of Management, Supervision, Training and Internal Monitoring and Evaluation such as staff salary including salaries of MIS coordinators and data entry operators; Transport and Contingencies; Other Incidents expenses (incl. work related to State, District & Block-level SMCs); Furniture, Computer hardware and consumables, and other incidental expenses/Capacity building and training of staff involved in MDM; Preparation of relevant manuals for training and capacity building. 15% on External Monitoring & Evaluation.

During 2006-07, effective from 1.6.2006, it was decided to provide one time non-recurring Central Assistance in a phased manner to States/UTs for provisioning and replacement of kitchen devices such as cooking devices (stove, chulha, etc.), container for storage of food grains and other ingredients and utensils for serving and cooking at an average cost of Rs.5000 per school.

Component-wise expenditure of MME funds released to States/UTs are not maintained at Central Government level and all the 35 States/UTs have been requested to provide details of component-wise utilisation of MME funds. So far 20 States/UTs namely, Arunachal Pradesh, Bihar, Chhattisgarh, Goa, Gujarat, Himachal Pradesh, Maharashtra, Meghalaya, Mizoram, Madhya Pradesh, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttarakhand, A&N Islands, Chandigarh, Dadra & Nagar Haveli and Delhi have provided information which is given in the **Annexure-VII**. The information from Andhra Pradesh, Assam, Haryana, Jharkhand, Jammu & Kashmir, Karnataka, Kerala, Manipur, Nagaland, Sikkim, Uttar Pradesh, West Bengal, Daman & Diu, Lakshadweep and Puducherry is awaited. The information when received from the remaining States/UTs would be made available to the Committee.

IX. NEW INITIATIVES UNDER THE SECONDARY EDUCATION

Recommendations/Observations

9.2 The Committee is happy to note that the secondary education has begun to receive focused attention that was long overdue, because only 10% of our secondary pass outs were going for the higher education so far. The interventions proposed in the SUCCESS scheme are more or less on the lines of those of the SSA and are proposed to be implemented with the help of the State Governments and Union Territories. The Committee advises the Department that while finalizing/implementing the scheme, the problems and shortcomings noticed in the implementation of SSA,

such as delay in timely receipt of complete and viable proposals from State Governments, non-availability of land, financial constraints in the States, delay in recruitment and training of teachers, lack of adequate and effective monitoring, etc., should be kept in mind. The Committee would like to point out that Rs.1305.00 crores allocated in 2007-08 primarily meant for preparatory activities by the State Governments remained unutilized for want of approval of the Scheme from the Competent Authority. The Committee recommends that the duly approved Scheme be launched in 2008-09 as pressure on secondary education is bound to increase due to emphasis on elementary education.

Action Taken

A centrally sponsored scheme called Rashtriya Madhyamik Shiksha Abhiyan (RMSA) has been launched by the Government in March, 2009 to universalize access to secondary education and to improve its quality.

RECOMMENDATIONS/OBSERVATIONS — AT A GLANCE

I. BUDGETARY ALLOCATION

Pending Utilisation Certificates (UCs)

The Committee finds the reply of the Ministry too general. The Ministry has not even indicated the steps taken to book the defaulting NGOs under IPC. The Committee is of the considered opinion that accountability needs to be fixed for the funds allotted from the government exchequer especially in case of defaulting NGOs. The Committee would like the Ministry to devise a stringent monitoring mechanism, entailing stringent penal action, to ensure that the pendency of utilization certificates and the problem of unspent balances is reduced to minimum. (Para 1.6)

II. SARVA SHIKSHA ABHIYAN

Goals of SSA

The Committee would like to point out that the first goal of SSA is to bring all children to schools, Education Guarantee Centres, Alternate Schools, 'Back to School' camps by 2005. The entire strategy for achievement of this goal has been based to a large extent on the data gathered and analyzed through District Information System for Education (DISE) and other similar data bases. After four years of targeted year of goal achievement being over, commissioning of an independent study to estimate out of 'school children' and examination thereof is too late an exercise. The Committee would like to conclude that the Department has little faith in the data of 'out of school children' generated so far. The Committee can only emphasize that follow up action on the independent study on the status of 'out of school children' should be initiated at the earliest otherwise the very objectives of SSA would prove to be meaningless. (Para 2.5)

The Committee appreciates the improvement that has taken place in narrowing the gender and social gaps at primary and upper primary levels. However, consistent efforts are required to bring it to the optimum level by 2010. The Committee would like the Department to promote community participation methods by roping in the parents, local bodies/authorities and school management in the system itself so as to ensure that girl child is necessarily given access to school education. (Para 2.6)

The Committee is of the considered opinion that universalization of education itself aims at providing access to each child to the school. However, mere access to school may not help in attaining the goals of SSA. Retention of the children in the schools is equally important. The process of access and retention in the schools have to be simultaneous. Seen in this context, the Committee finds that though the dropout rate has declined, it is yet far above the desired level. Further, there are still six States having more than 40 per cent dropout rate. The Committee would like the Ministry to devise appropriate strategies, in consultation with PRIs to bring the overall dropout rate in general and in the six States in particular to the minimum level in a time bound manner.

The Committee notes that the high dropout rate in respect of girls, Scheduled Castes and Scheduled Tribes, is indicative of the plight of these marginalized sections of the

society. It negates the impact of the efforts put in so far by the Government for retention of students at the initial level of enrolment. The Committee, therefore, impresses upon the Ministry to reorient its planning and reschedule its priorities to ensure retention of girls, SC and ST students at the initial enrolment level itself for primary and upper primary level of schooling. The Committee hopes that the new legislation namely the Right of Children to Free and Compulsory Education Bill, 2009 would ensure elimination of drop out rate and also lay the foundation for restructuring of Sarva Shiksha Abhiyan when ever required. (Para 2.8)

The Committee is aware about the specific provisions regarding the minimum qualifications prescribed for teachers and also period of five years prescribed for acquiring the same by teachers not possessing the minimum qualifications. However, such a provision in itself cannot remove the ground reality of having 44 per cent elementary school teachers possessing only up to higher secondary level education. The Committee notes that sustained efforts are required for implementation of the Right of Children to Free and Compulsory Education Act. The Committee would like to emphasize that the Department has to play a pro-active role in this crucial area so as to ensure achievement of both SSA goal and the objective of the aforesaid Act in the real sense. (Para 2.14)

The Committee has been informed that State-wise progress towards all SSA goals including quality is being systematically tracked through regular bi-annual reviews. The Committee would like to be apprised about the latest available data (State-wise) and details of remedial steps initiated. (Para 2.15)

The Committee notes Government's initiative to engage Social Science Institutes to monitor performance evaluation of SSA and MDM in the fields. As of now 536 districts have been covered. The Ministry's Action Taken Note however does not indicate any time period for such evaluation. The Committee expects the Ministry to expedite the feedback of remaining districts in a time bound manner. It would also like to have studies covering the latest data as well. The Committee hopes that the Ministry would also share with it the plan of action envisaged on all components of both schemes. (Para 2.18)

The Committee is at a loss to understand the inability of the Ministry in selecting/identifying the girl students for enrollment in these schools. When the scheme stipulates clearly that these schools are meant for girls who are either dropouts or have difficulty in accessing day schools due to geographical, socio-economic or cultural barriers, there is either some mismanagement in selection criteria or the desired will power is lacking. With such a high drop- out rate amongst marginalized sections of the society, the scrutiny process appears to be too stringent and time consuming. The Ministry needs to relax its selection process to accommodate all girls who are dropouts by the beginning of ensuing academic session. (Para 2.29)

The Committee is not very happy with the feedback furnished by the Department on the crucial issue of role of Para-teachers in SSA. The Committee would like to point out that as per the earlier Action Taken Note on the above para, the number of Para teachers was reduced from 10.71% to 9.86% in all schools (DISE data 2006-07). However, the Committee is surprised to note that the latest ATN refers to existence of 10.48% Para teachers as per DISE data 2007-08. That shows that strength of Para teachers has not shown a declining trend. The very fact that States like Jammu & Kashmir, Jharkhand, Orissa, Mizoram and Uttar Pradesh have high concentration of Para teachers confirms Committee's apprehensions. The Committee has time and again been advocating that engaging para teachers is not a viable option as unlike regular teachers they might lack the desired commitment towards the students. Every effort should therefore be made to recruit regular

teachers so that the quality of education is not compromised. Vacancies of more than 2 lakh teachers across the country is a matter of serious concern. The Committee would like the Department to regularly apprise it of the sanctioned strength and the existing strength of regular teachers including the number of para teachers, State wise for its consideration.

(Para 2.35)

As informed by the Department, States like Uttar Pradesh, Uttarakhand etc. have begun to recruit professionally untrained teachers but are in the process of organizing in-service professional training for such teachers. The Committee views this trend with serious concern. The Committee would like to have full details in this regard along with status of teacher training in such States.

(Para 2.37)

The Committee is happy to note that a Committee has been set up by the Department having representation from Madhya Pradesh, Jharkhand, Chhattisgarh, Orissa, Rajasthan and Gujarat on the extension of MDM Scheme to private managed un-aided schools. The Committee strongly feels that there is an urgent need for coverage of unaided schools specially located in tribal areas and also having minority students. The Committee hopes that report of this Committee would come out shortly followed by corrective action.

(Para 3.4)

The Committee does not find the status of physical and financial progress on construction of kitchen sheds under MDM Scheme as on 31.12.2008 very encouraging. Only 46 percent kitchen sheds reported to be completed and in progress does not give a clear picture of the actual progress made so far as the exact figures of completed kitchen sheds are still not forthcoming. The Committee notes that state-wise status of this crucial component of MDM Scheme is more disturbing in respect of States, like Chhattisgarh (31%), Gujarat (26%), Himachal Pradesh (22%), Karnataka (30%), Maharashtra (29%), Punjab (25%), Rajasthan (36%), Tamil Nadu (30%) and West Bengal (21%). Not only this, expenditure figures indicating 48% and 52% of funds lying as unspent balance is a clear indication that problem areas continue to persist. A series of national and regional level of meetings held during the second half of 2008 also seem to have failed in bringing out any significant improvement. Taking a serious note of this situation and also keeping in view the expansion of MDM Scheme, the Committee impresses upon the Department once again to identify the inherent constraints of this component and play a pro-active role for elimination of the same.

(Para 3.5 & 3.6)

III. NATIONAL PROGRAMME OF MID-DAY MEAL IN SCHOOLS

Lifting of foodgrains

The Committee opines that non lifting of allocated food grain quota by certain States adversely affects the performance of the scheme in those States in particular and at the national level in general. The students of such poor performing States must have been deprived of the benefits of the scheme. The Committee observes that overall percentage including primary and upper primary level schools for 2008-09 is 77% which is less than 79% lifting recorded in 2007-08. That confirms Committee's apprehensions about continuance of constraints being faced by many States in lifting of grains. Majority of North-Eastern States and UTs and also States like Chhattisgarh, Goa, West Bengal show less than 50% lifting. What is more disturbing is that almost all the States have left over stock of grains at the beginning of the year. The Committee notes that level of grains lifted will come down if compared with gross allocation figures. All these data is based on the FCI figures. The Committee strongly feels that at the ground level, position would be even more

discouraging. The Committee accordingly recommends that in the light of extension of MDM Scheme to higher classes, a viable and effective monitoring mechanism for confirming the reach of this scheme to the targeted beneficiaries has to be in place on an urgent basis. (Para 3.8)

The Committee appreciates the Department's follow up of its advice for the need of a FCI godown at Lakshadweep. The Committee would be happy if the Department continues to take a pro-active role by coordinating with both FCI and Lakshadweep Administration so that the FCI godown for storage of food-grains in this remote island comes up at the earliest. (Para 3.9)

IV. RESTRUCTURING AND REORGANIZATION OF TEACHER EDUCATION

The Committee has been voicing its serious concern on the status of teacher education in the country. Latest feedback received from the Department confirms apprehensions of the Committee. Comprehensive evaluation of the Teacher Education Scheme was recommended by the Expenditure Finance Committee on 13th November, 2007. This recommendation was based on a report submitted by a Sub-Group of NCERT. NCERT has accordingly been entrusted with the task of evaluation of the Teacher Education Scheme Evaluation which is expected shortly. Prior to that, a Committee was constituted in 2002 by the Department to study the working of National Council of Teacher Education. This Committee made a number of recommendations for streamlining the activities of NCTE. Subsequently, a Review Committee was constituted by the Department to conduct an in-depth study of NCTE and its Regional Committees. In its Report submitted in April, 2007, the Review Committee recommended repeal of NCTE Act, 1993 with regulatory functions relating to teacher education to be vested in the university System. However, keeping in view the implications of such a move and also recommendations of the Yashpal Committee, a decision has now been taken not to repeal the NCTE Act. After the constitution of the National Commission for Higher Education and Research, the matter would be revisited for subsuming the functions of NCTE under the proposed Commission.

The Committee is extremely unhappy with the pre-dominant element of uncertainty continuing with regard to continuance of NCTE. The Committee has been cautioning the Department time and again in this regard. The Committee is, however, constrained to observe that things are not going to change in the near future. The Committee can only reiterate that teacher training in the right perspective is one of the most crucial components for providing quality education for our children. Further delays due to reviews, counter-reviews will prove to have a negative impact only. The Committee strongly recommends that a final decision about the status of NCTE should be taken on an urgent basis so that the regulatory body for teacher education can execute its mandated tasks with full authority.

The Committee is also not clear on the total number of blacklog vacancies and new recruitments needed for better training programme. Innovative ways for augmenting infrastructure availability should be adapted for augmenting teacher training needs to be significantly and quickly. A proper assessment of targets and harmonized Action Plan should be evolved. A Special Programme towards this objective needs to be quickly drawn up and reflected in the programme of the Ministry for the coming year. (Paras 4.7 & 4.8)

The Committee is happy to note the action initiated by NCTE for allotment of an identification number to every education degree holder. The Committee hopes that the Committee set up for the purpose will come up with its Report at the earliest followed by required corrective measures. (Para 4.9)

The Committee would appreciate if the issue of inclusion of 'Education' as a subject in the competitive examinations including Civil Service Examination is actively pursued with the UPSC by the Department. (Para 4.10)

V. KENDRIYA VIDYALAYA SANGATHAN

Time and again the Committee has been deliberating on the genuine concerns of the Lok Sabha MPs in whose constituencies not even a single Kendriya Vidyalaya falls and for whom the Special/Dispensation Quota does not bear any relevance. The Committee observes that the specific issue raised by it continues to remain unaddressed. The Committee strongly feels that it is high time that the genuine problem being faced by Lok Sabha Members is resolved without any further delay. (Para 5.8)

VI. NAVODAYA VIDYALAYA SAMITI

The Committee notes that against sanctioned strength of 10778 teachers as on 31.12.2007 1317 posts of teachers were lying vacant; (10778 teachers) as on 31.12.2007, 2013 posts of teachers were vacant against sanctioned strength of 11738 teachers as on 30.6.2009. It has taken considerable time in the completion of recruitment process for vacancies as on 31.12.2007. With advertisements being issued in March, 2008, written exam could be conducted only in November, 2008 with interviews being finally held in June, 2009. Process of joining of teachers is yet to begin. The Committee can well imagine as to when the process for filling up vacancies arising as on 30.6.2009 would be initiated and completed. The fact that the shortfall in the teachers' recruitment is being made up with the appointment of temporary teachers on contract basis is equally worrisome. The Committee is of the view that the desired amount of commitment cannot be expected from the teachers appointed on contract basis. This will only affect the quality of teaching in the schools in the long run. Therefore, the shortfall of teachers be addressed urgently not only by replacing the contract teachers with the regular ones but by ensuring that the process of filling vacant posts is streamlined and made expeditious to the extent possible. (Paras 6.7 & 6.8)

The Committee observes that the ICT Scheme introduced in 2005-06 after merger of existing schemes of CLASS and ET has failed to take off so far. Apprehensions voiced by the Committee while examining Demands for Grants for 2008-09 still hold true. Out of 53, 250 schools approved upto 2008-09, only 14,369 schools could be covered so far. State-wise status makes a dismal reading. Not only erratic progress is noticed, in respect of some of the states, details of schools covered is simply not available. The Committee can only hope that with some initiatives taken for regular supply of electricity, position would somewhat improve. The Committee is also of the view that the Department will have to play a more pro-active role so for as effective monitoring of this scheme is concerned. (Para 7.4)

VIII. VOCATIONAL EDUCATION AT + 2 LEVEL

The Committee is not very happy with slow pace of progress in the finalization of revised Scheme of Vocational Education. A Concept Paper on this subject was sent to the Planning Commission on 1.10.2007. Presentation on the Concept Paper before the Planning Commission could be made after six months *i.e.*, on 9.4.2008. Since then, the draft scheme is under preparation. The Committee once again emphasizes the need for finalizing the scheme at the earliest. One must not forget that considerable time would be required for getting the scheme implemented. (Para 8.6)

MINUTES

VI
SIXTH MEETING

The Committee on Human Resource Development met at 11.00 A.M. on Thursday, the 12th November, 2009 in Committee Room 'A', Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

RAJYA SABHA

1. Shri Oscar Fernandes — *Chairman*
2. Dr. E.M. Sudarsana Natchiappan
3. Shrimati Mohsina Kidwai
4. Shri N.K. Singh
5. Shri M. Rama Jois
6. Shri Brij Bhushan Tiwari

LOK SABHA

7. Shri Suresh Angadi
8. Shri P.K. Biju
9. Shri Jitendrasingh Bundela
10. Shrimati J. Helen Davidson
11. Shri P.C. Gaddigoudar
12. Shri Deepender Singh Hooda
13. Shri Prataprao Ganpatrao Jadhav
14. Shri P. Kumar
15. Capt. Jai Narain Prasad Nishad
16. Dr. Vinay Kumar Pandey
17. Shri Tapas Paul
18. Shri Joseph Toppo
19. Shri P. Viswanathan
20. Shri Madhu Goud Yaskhi

SECRETARIAT

Shrimati Vandana Garg, *Additional Secretary*
Shri Jagmohan Sundriyal, *Director*
Shri Arun Sharma, *Joint Director*
Shri Sanjay Singh, *Assistant Director*
Shrimati Himanshi Arya, *Committee Officer*

2. * * *
3. The Committee then considered draft 217th Report on Action Taken by the Government on the recommendations/observations contained in the 206th Report on Demands for Grants 2008-09 (Demand No. 57) of the Department of School Education and Literacy, Ministry of Human Resource Development and after some deliberations adopted the same with minor changes.
4. * * *
5. The Committee then finalized the names of the Members of the Committee who would be presenting/laying the reports in both Houses of Parliament. It was decided that while S/Shri N.K. Singh and Shri Brij Bhushan Tiwari will present 214th, 215th, 216th and 217th Report in Rajya Sabha, S/Shri Suresh Angadi and P. Vishwanath will lay those reports in Lok Sabha.
6. * * *
7. The Committee then adjourned at 11.25 A.M.

ANNEXURES

Results Framework

Sl. No.	Outcome Indicators	Baseline with source as in 2007-08	Target of achievement for 2008-09
1	2	3	4
Goal-I : All children in School/EGS centres/Alternative and Innovative Education Centres			
1.	Number of children aged 6-14 years not enrolled in School/EGS centres/AIE Centres		
2.	Number of children enrolled in schools		
3.	Ratio of Primary to Upper primary schools		
4.	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education		
Goal-II : Bridging gender and social category gaps			
5.	Girls as a share of students enrolled at Primary and Upper Primary level		
6.	Enrolments of Scheduled Castes and Scheduled Tribes children reflect their shares in 6-14 age group population in primary and upper primary schools		
Goal-III : Universal Retention			
7.	Transition rates from Primary to upper primary		
8.	Retention at primary level		
Goal-IV : Education of Satisfactory Quality			
9.	Provision of quality inputs to improve learning levels (i) Teacher Availability (ii) Availability of Teaching Learning Materials		

1	2	3	4
10.	Process indicators on quality		
	(i) Teacher training		
	(ii) Teacher Support and Academic Supervision		
	(iii) Classroom Practices		
	(iv) Pupil Assessment by States		
	(v) Attendance Rates		
	Student Attendance		
	Teacher Attendance		
11.	Accountability to the community		
12.	National Student achievement level outcomes		

ANNEXURE-II

F. No.2-3/2005-EE-3

Government of India

Ministry of Human Resource Development

Department of School Education and Literacy

New Delhi, the 26th March, 2008

Subject: Mid Day Meal – Revision of framework for implementation of MDM Scheme.

The undersigned is directed to invite reference to this Department's Office Memorandum of even number dated 29th August, 2007 regarding insertion of para 4.2 under Chapter-IV "Monitoring of Programme Implementation in the framework for Implementation of SSA". It has now been decided that the above amendment providing for representatives of public on District level Committee to monitor the implementation of SSA Programme in districts would also be applicable for monitoring the Mid Day Meal Scheme also. District Level Committees comprising public representatives are accordingly to be constituted to monitor the implementation of MDM Scheme in Districts as per the following provisions:-

Composition of the District Level Committee:

1. All Members of Parliament, Members of the State Legislature and members of the Zilla Parishad (wherever duly constituted), elected from that district/and/or urban bodies (duly constituted) as applicable.
2. The District Magistrate/Collector/Deputy Commissioner/Chief Executive Officer of the Zilla Parishad/Urban local body will be the Member-Secy.
3. District Officer in-charge of MDM.
4. District Officers in-charge of Drinking Water Mission/Total Sanitation Programme/ICDS Programme/Panchayati Raj/Labour /Handicapped Welfare/Social Welfare/Minority Welfare etc.
5. Two NGO's working on elementary education for MDM in the area, to be nominated by the District Magistrate/Collector/Dy Commissioner/CEO Zilla Parishad.

The senior-most Member of Parliament present in the meeting will chair the committee on the day it meets.

Terms of Reference of the District Level Committee:

1. The committee will be apprised of the progress of the MDM implementation in the district, both in the terms of key targets and achievements thereof, and also on outcome indicators, *inter alia*, enrolment, dropout, learning achievement levels of students etc.
2. Suggestions of the members may be taken into consideration, within the parameters of the guidelines and framework of implementation and the approved annual work plans and budgets of the district, for improving MDM implementation at the local level.

3. The committee may also examine the synergy and convergences or other related Government Departments in improving school infrastructure and other support services for benefit of children in the 6-14 years of age group.
4. The Committee will meet once in each quarter of the year.

Sd/-

(D.K. Gautam)
Deputy Secretary to the Govt. of India

1. Education Secretaries of all States/UTs
2. State Project Directors of SSA of all States/UTs
3. Secretary, Panchayat and Rural Development, Madhya Pradesh
4. Secretary, Women and Child Development, Orissa
5. Principal Secretary, Rural Development and Panchayati Raj, Rajasthan
6. Secretary, Social Welfare and Nutritional Meal Programme Department, Tamil Nadu

Copy to :

1. Joint Secretary (EE.I & II)
2. All Divisional Heads of EE Bureau (I & II)
3. FA (HRD)
4. Sr. PPS to Secretary (SE&L)
5. Project Manager, Ed.CIL, New Delhi
6. Guard File (MDM-EE-2 and SSA-EE-3)

ANNEXURE-III

LIST OF SCHOOL WHERE PHASE 'A' IS TO BE SANCTIONED BUT LAND NOT AVAILABLE (AS ON 20.10.2008)

Sl. No.	JNV	State	Regional Office	CA Decided	Functioning at PMT/TEMP/N.F.	Remarks
1	Bargarh	State	Bhopal	CPWD	TEMP	NOC Available possession awaited
2	Pauri Garhwal	Uttaranchal	Lucknow	UPRNN	TEMP	Land yet to be transfered
3	Khagaria	Bihar	Patna		TEMP	Land not Available
4	Palamau	Jharkhand	Patna		TEMP	Land not Available
5	South 24 Parganas	West Bengal	Patna	RITES	N.F	Land not Available proposal send to DM
6	Valsad	Gujarat	Pune	UPJN	N.F	Land not Available
7	Mamit	Mizoram	Shillong	Mamco	N.F	Land Available land papers awaited
8	Kullu	H.P.	Chandigarh	CPWD	N.F	Land not Available
9	Purulia	West Bengal	Patna		N.F	Land not Available
10	Narmada	Gujarat	Pune		N.F	Land not Available
11	Mohali	Punjab	Chandigarh	UPJN	N.F	Land not Available
12	Kulgaon	J&K	Chandigarh		N.F	Land not Available
13	Jammu	J&K	Chandigarh		N.F	Land not Available
14	Reasi	J&K	Chandigarh		N.F	Land not Available
15	Kamrup (Urban)	Assam	Shillong	Hindustan Preff. Ltd.	N.F	Land not Available
16	South Dinajpur	West Bengal	Patna	HSCL	N.F	Land Available. Formal order yet to be received.

ANNEXURE-IV

STATE-WISE & DISTRICT-WISE STATUS OF JNVS FUNCTIONING AT TEMPORARY
SITE (AS ON 20.10.2008)

Sl. No.	State	Region	Name of JNV	Temp
1	2	3	4	5
1	Chattishgarh	Bhopal	Bastar	Temp
2	Chattishgarh	Bhopal	Dhamtari	Temp
3	Chattishgarh	Bhopal	Jashpur	Temp
4	Chattishgarh	Bhopal	Kanker	Temp
5	Chattishgarh	Bhopal	Kawardha	Temp
6	Chattishgarh	Bhopal	Koriya (Baikunthpur)	Temp
7	Madhya Pradesh	Bhopal	Badwani	Temp
8	Madhya Pradesh	Bhopal	Burhanpur	Temp
9	Madhya Pradesh	Bhopal	Dindori	Temp
10	Madhya Pradesh	Bhopal	Guna	Temp
11	Madhya Pradesh	Bhopal	Harda	Temp
12	Madhya Pradesh	Bhopal	Shahdol	Temp
13	Madhya Pradesh	Bhopal	Umariya	Temp
14	Orissa	Bhopal	Angul	Temp
15	Orissa	Bhopal	Bargarh	Temp
16	Orissa	Bhopal	Bhadrak	Temp
17	Orissa	Bhopal	Boudh	Temp
18	Orissa	Bhopal	Deogarh	Temp
19	Orissa	Bhopal	Jagatsingpur	Temp
20	Orissa	Bhopal	Jajpur	Temp
21	Orissa	Bhopal	Jharsuguda	Temp
22	Orissa	Bhopal	Khordha	Temp
23	Orissa	Bhopal	Malkangiri	Temp
24	Orissa	Bhopal	Nabarangpur	Temp

1	2	3	4	5
25	Orissa	Bhopal	Rayagada	Temp
26	Orissa	Bhopal	Sonepur	Temp
27	Orissa	Bhopal	Navagarh	Temp
28	Himachal Pradesh	Chandigarh	Kinnaur	Temp
29	Himachal Pradesh	Chandigarh	Lahul & Spiti	Temp
30	Himachal Pradesh	Chandigarh	Kullu	Temp
31	Jammu & Kashmir	Chandigarh	Kargil	Temp
32	Punjab	Chandigarh	Amritsar	Temp
33	Kerala	Hyderabad	Waynad	Temp
34	Haryana	Jaipur	Ambala	Temp
35	Haryana	Jaipur	Fatehabad	Temp
36	Haryana	Jaipur	Gurgaon	Temp
37	Haryana	Jaipur	Mewat	Temp
38	Haryana	Jaipur	Rohtak	Temp
39	Rajasthan	Jaipur	Karauli	Temp
40	Uttar Pradesh	Lucknow	Auraiya	Temp
41	Uttar Pradesh	Lucknow	Balrampur	Temp
42	Uttar Pradesh	Lucknow	Ghaziabad	Temp
43	Uttar Pradesh	Lucknow	Ghazipur	Temp
44	Uttar Pradesh	Lucknow	Hamirpur	Temp
45	Uttar Pradesh	Lucknow	Saharanpur	Temp
46	Uttar Pradesh	Lucknow	Sonbhadra	Temp
47	Uttar Pradesh	Lucknow	Ambedkar Nagar	Temp
48	Uttaranchal	Lucknow	Bageshwar	Temp
49	Uttaranchal	Lucknow	Pauri Garhwal	Temp
50	Uttaranchal	Lucknow	Pithoragarh	Temp
51	Uttaranchal	Lucknow	Dehradun	Temp
52	Bihar	Patna	Bhagalpur	Temp
53	Bihar	Patna	Gopalganj	Temp
54	Bihar	Patna	Arwal	Temp
55	Bihar	Patna	Jahanabad	Temp

1	2	3	4	5
56	Bihar	Patna	Khagaria	Temp
57	Bihar	Patna	Lakhisarai	Temp
58	Bihar	Patna	Madhubani	Temp
59	Bihar	Patna	Patna	Temp
60	Bihar	Patna	Rohtas	Temp
61	Bihar	Patna	Sheohar	Temp
62	Jharkhand	Patna	Jamtara	Temp
63	Jharkhand	Patna	East Singhbhum	Temp
64	Jharkhand	Patna	Garhwa	Temp
65	Jharkhand	Patna	Palamu	Temp
66	Jharkhand	Patna	Pakur	Temp
67	Jharkhand	Patna	Sahibganj	Temp
68	Jharkhand	Patna	Simdega	Temp
69	Jharkhand	Patna	West Singhbhum	Temp
70	West Bengal	Patna	Bankura	Temp
71	West Bengal	Patna	Birbhum	Temp
72	West Bengal	Patna	Couch Bihar	Temp
73	West Bengal	Patna	Darjeeling	Temp
74	West Bengal	Patna	Hawrah	Temp
75	West Bengal	Patna	Hoobhli	Temp
76	West Bengal	Patna	Jalpaiguri	Temp
77	West Bengal	Patna	Murshidabad	Temp
78	West Bengal	Patna	Nadia	Temp
79	West Bengal	Patna	Purab Midnapur	Temp
80	West Bengal	Patna	Uttar Dinajpur	Temp
81	West Bengal	Patna	West Midnapur	Temp
82	West Bengal	Patna	Purulia	Temp
83	Gujarat	Pune	Mehsana	Temp
84	Gujarat	Pune	Panchmahal	Temp
85	Maharashtra	Pune	Akola	Temp
86	Maharashtra	Pune	Parbhani	Temp

1	2	3	4	5
87	Arunachal Pradesh	Shillong	Anjao	Temp
88	Arunachal Pradesh	Shillong	East Kameng	Temp
89	Arunachal Pradesh	Shillong	East Siang	Temp
90	Arunachal Pradesh	Shillong	Kurung Kumey	Temp
91	Arunachal Pradesh	Shillong	Papum Pare	Temp
92	Arunachal Pradesh	Shillong	Tawang	Temp
93	Arunachal Pradesh	Shillong	Upper Dibang Valley	Temp
94	Arunachal Pradesh	Shillong	Upper Siang	Temp
95	Arunachal Pradesh	Shillong	Upper Sunabsiri	Temp
96	Arunachal Pradesh	Shillong	West Kamang	Temp
97	Assam	Shillong	Baksa	Temp
99	Assam	Shillong	Udalguri	Temp
100	Assam	Shillong	Bongaigaon	Temp
101	Assam	Shillong	Chirang	Temp
102	Assam	Shillong	North Cachhar Hills	Temp
103	Assam	Shillong	Dubhari	Temp
104	Manipur	Shillong	East Imphal	Temp
105	Manipur	Shillong	Tamenglong	Temp
106	Meghalaya	Shillong	East Khasi Hills	Temp
107	Meghalaya	Shillong	South Garo Hills	Temp
108	Meghalaya	Shillong	West Garo Hills	Temp
109	Mizoram	Shillong	Champhai	Temp
110	Mizoram	Shillong	Saiha	Temp
111	Mizoram	Shillong	Lawngthlai	Temp
112	Mizoram	Shillong	Kolasib	Temp
113	Nagaland	Shillong	Dimapur	Temp
114	Nagaland	Shillong	Kiphire	Temp
115	Nagaland	Shillong	Mokakchung	Temp
116	Nagaland	Shillong	Mon	Temp
117	Nagaland	Shillong	Peren	Temp
118	Nagaland	Shillong	Wokha	Temp

ANNEXURE-V

LIST OF NON-FUNCTIONAL NAVODAYA VIDYALAYAS IN THE COUNTRY
(DISTRICT-WISE)

Sl. No.	State	District/ JNV Non- functional	Year of Sanction	Reason for Non-Functional Status
1.	Mizoram	1. Lunglei	1987-88	Temporary accommodation is not available. Land has been transferred in favour of Samiti. Construction work sanctioned and has started.
		2. Aizwal	2002-03	JNVST already conducted.
		3. Mamit	2003-04	JNVST already conducted.
2.	West Bengal	4. South Dinajpur	2007-08	JNV sanctioned on 7.03.2008. Land has been transferred in favour of Samiti.
3.	Punjab	5. SAS Nagar (Mohali)	2007-08	JNV sanctioned on 25.09.2007.
4.	Gujarat	6. Anand	2005-06	Temporary accommodation is not available. Land has been transferred in favour of Samiti. Construction work sanctioned and has started.
		7. Valsad	2006-07	Temporary accommodation is not available. JNV sanctioned on 11.12.2006.
		8. Navsari	2006-07	Temporary accommodation is not available. JNV sanctioned on 11.12.2006. Land transferred.
		9. Narmada	2006-07	Temporary accommodation is not available. JNV sanctioned on 01.02.2007.
		10. Ahmedabad	2007-08	Temporary accommodation is not available. JNV sanctioned on 07.04.2007.
5.	Uttar Pradesh	11. Deoria	2006-07	Temporary accommodation is not available. Land has been transferred in favour of Samiti. Construction work sanctioned and has started. JNV sanctioned on 11.12.2006.
		12. Rampur	2008-09	JNV sanctioned on 08.04.2008. Land has been transferred in favour of Samiti.
6.	J & K	13. Kulgam	2007-08	Temporary accommodation is not available. JNV sanctioned on 31.10.2007.
		14. Jammu	2007-08	Temporary accommodation is not available. JNV sanctioned on 31.10.2007.
		15. Reasi	2007-08	Temporary accommodation is not available. JNV sanctioned on 13.11.2007.
7.	Assam	16. Kamrup Urban	2007-08	JNV sanctioned on 20.02.2008.

TOTAL - 16

