

REPORT NO.

250



सत्यमेव जयते

**PARLIAMENT OF INDIA  
RAJYA SABHA**

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

**TWO HUNDRED FIFTIETH REPORT**

**Action Taken by Government on the Recommendations/  
Observations contained in the Two Hundred Forty-fourth  
Report on Demands for Grants 2012-13 (Demand No. 57)  
of the Department of School Education and Literacy**

*(Presented to the Rajya Sabha on 26th February, 2013)*

*(Laid on the Table of Lok Sabha on 26th February, 2013)*



**Rajya Sabha Secretariat, New Delhi  
February, 2013/Magha, 1934 (Saka)**

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Hindi version of this publication is also available

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COMPOSITION OF THE COMMITTEE  
(Constituted w.e.f. 31st August, 2012)

1. Shri Oscar Fernandes — *Chairman*

**RAJYA SABHA**

2. Shri Rama Chandra Khuntia
3. Dr. Bhalchandra Mungekar
4. Shri Avinash Rai Khanna
5. Shri Tarun Vijay
6. Shri Derek O' Brien
7. Chaudhary Munabbar Saleem
8. Dr. Janardhan Waghmare
9. Shri Baishnab Parida
10. Shri N. Balaganga

**LOK SABHA**

11. Shri Suresh Angadi
12. Shri P.K. Biju
13. Shri Jeetendra Singh Bundela
14. Shri Sivasami C.
15. Shrimati Helen Davidson
- \*16. Shrimati Deepa Dasmunshi
17. Dr. Charles Dias
18. Shri Kapil Muni Karwariya
19. Shri Virender Kashyap
20. Shri N. Peethambara Kurup
21. Shri Prasanta Kumar Majumdar
22. Shri Raghuvir Singh Meena
23. Capt. Jai Naraian Prasad Nishad
24. Shri Sis Ram Ola
25. Shri M.K. Raghavan
26. Shri K. Chandrashekar Rao
27. Shri M.I. Shanavas
28. Shri Balkrishna K. Shukla
29. Shri Bhoopendra Singh
30. Shri Kunwar Rewati Raman Singh
31. Shri Manicka Tagore
- @32. Shri Mahadev Singh Khandela

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\* Shrimati Deepa Dasmunshi was elevated to Union Minister of State, Urban Development on 28.10.2012.

@ Nominated as a Member of the Committee w.e.f. 09.01.2013.

(ii)

**SECRETARIAT**

Shrimati Vandana Garg, *Additional Secretary*

Shri N.S. Walia, *Director*

Shri Arun Sharma, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

sShrimati Harshita Shankar, *Assistant Director*



## 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 Fiftieth Report on Action Taken by Government on the Recommendations contained in the Two Hundred Forty-fourth Report on Demands for Grants (Demand No. 57) of the Department of School Education and Literacy for the year 2012-13.

2. The Two Hundred Forty-fourth Report of the Department-related Parliamentary Standing Committee on Human Resource Development was presented to Rajya Sabha on 3<sup>rd</sup> May, 2012 and laid on the Table of Lok Sabha on the 3<sup>rd</sup> May, 2012. Replies of the Government to the recommendations/observations contained in the Report, were considered by the Committee at its meeting held on the 21<sup>st</sup> February, 2013.

3. The Committee considered the Draft Report and adopted the same at its meeting held on the 21<sup>st</sup> February, 2013.

NEW DELHI;  
21<sup>st</sup> February, 2013  

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Magha 1, 1934 (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 Forty-fourth Report of the Department-related Parliamentary Standing Committee on Demands for Grants (Demand No. 57) of the Department of School Education and Literacy for the year 2012-13.

2. Action Taken Notes received from the Government in respect of the recommendations contained in the 244<sup>th</sup> Report, have been categorized as follow:

- (i) Recommendations/Observations, which have been accepted by the Government – paras – 3.36, 3.37, 3.39 and 14.1  
**(Chapter-I) Total – 4**
- (ii) Recommendations/Observations, which the Committee does not desire to pursue in view of the Government's reply – paras – 2.5, 3.19, 3.20, 3.38, 4.3, 4.4, 4.6, 4.8, 4.11, 4.12, 6.6, 7.4, 7.5, 9.2, 10.4, 11.2, 113.3, 12.3, 12.5 and 13.4  
**(Chapter-II) Total – 20**
- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee – paras – 2.6, 2.10, 3.10, 3.11, 3.12, 3.13, 3.18, 3.16, 3.17, 3.18, 3.25, 3.26, 3.27, 3.28, 3.29, 3.32, 3.33, 3.34, 3.35, 3.40, 3.41, 3.47, 4.2, 4.5, 4.6, 4.7, 4.9, 4.10. 5.2 and 8.2  
**(Chapter-III) Total – 30**
- (iv) Recommendations/Observations in respect of which replies of the Government are still awaited – paras – 5.3 and 9.1  
**(Chapter-IV) Total – 2**

## CHAPTER-I

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

#### **III. SARVA SIKSHA ABHIYAN/RIGHT TO EDUCATION**

##### **Recommendations/observations**

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

##### **Action Taken**

Noted. The importance of peer learning has been discussed in National Workshops on quality as an integral part of children centric pedagogical practices.

##### **Initiatives towards Girls Education under SSA/RTE**

##### **Recommendations/observations**

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

**Action Taken**

Further expansion of KGBVs and NPEGEL will be considered in the 12th Five Year Plan.

**The National Programme for Education of Girls at Elementary Level (NPEGEL)****Recommendations/observations**

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

**Action Taken**

Noted.

**XIV. CONCLUSION****Recommendations/observations**

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

**Action Taken**

The issue of providing enhanced allocation for various programmes and schemes of the Department has been taken up with the concerned authorities. The Department is committed to take all the necessary action in close coordination with State Governments/UTs for effective implementation of the programmes and schemes during the 12th Five Year Plan.

## CHAPTER-II

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

#### II. BUDGETARY ALLOCATION

##### Recommendations/observations

2.5 The Committee observes that against the projected requirement of ₹ 85019.80 crore for the year 2012-13, the Department has been provided with an allocation of ₹45969.00 crore only which comes to around 50 per cent of the actual demand of the Department. Given the fact that the implementation of SSA-RTE programme and other schemes of the Department require enhanced allocation of the funds, the Committee is constrained to observe that there has been a wide gap in demand of the Department and actual allocation. The Committee apprehends that insufficiency of funds would compel the Department to cut down or withdraw from other schemes, besides leading to hindrances in the implementation of the SSA-RTE programmes which entails specific time-frame.

##### Action Taken

The position stated in this para reflects the position as it stands today. This Department would need enhanced allocation in the Twelfth Plan particularly for SSA-RTE, RMSA and Model School Scheme, for effective implementation of these and various other schemes. The matter for providing enhanced allocation for the Department has been taken up with the concerned authorities.

#### III. SARVA SIKSHA ABHIYAN/RIGHT TO EDUCATION

##### Enrolment, Retention and Dropout

##### Recommendations/observations

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

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

### **Action Taken**

As per DISE 2010-11, the GER and NER at primary level are 118.6 and 99.8 respectively and the GER and NER at upper primary level are 81.2 and 61.8 respectively. This represents an improvement in the situation as compared to 2009-10.

### **Recommendations/observations**

3.20 For the year 2010-11, the District Information System for Education records improvement in NER at Primary and upper primary level to 99.89 and 61.82 per cent respectively. The Committee is happy to note that the country is close to achieving the goal of universal access at the primary level. However, when it comes to upper primary level, both GER and NER show declining trends and the NER especially comes down, to almost half. On a specific inquiry in this regard, the Department itself admitted that access to upper primary level remains a challenge, both in terms of GER and NER. The Department attributed this trend to a number of factors such as non-availability of a school in neighbourhood, poor school infrastructure, non-availability of adequate number of teachers, economic deprivation of the families, seasonal migration of the families and other socio-cultural barriers. Another factor contributing to this was the fact that different States having different ages for students at entry. It was stated by the Department that in several States, the upper primary level ends in Class VII whereas in calculating the GER and NER at national level the child population that it used is of age group 11 to 13 corresponding to classes VI to VIII. Due to exclusion of class VIII enrollment in calculation of GER and NER, the value of these indicators get reduced. However, the Department itself admitted that children dropping out at the primary level have an adverse bearing on the GER and NER at the upper primary level. The Committee is not convinced by the argument of the Department that the value of GER and NER gets reduced because class VIII students are not counted in some of the States. The fact remains that up to class VI, almost half of the students drop out from the schooling system, thus negating the near universal access at primary level.

### **Action Taken**

One important reason for low NER at the upper primary level is incomplete information received from the private schools. The RTE Act requires all the recognized schools to furnish information asked for by the States, and States are trying to have a complete database on enrolment in private schools. This will definitely help in getting an authentic picture of NER. Besides, the NER is further expected to improve with the opening of 8,628 upper primary schools sanctioned up to 2011-12 and 1,613 upper primary schools sanctioned in 2012-13.

The average annual dropout rate at primary level came down to 6.8 in 2010-11 from 9.11 in 2009-10. This could become possible because of the greater availability of schools in the neighbourhood, improvement in the school infrastructure, reduction in the Pupil Teacher Ratio (PTR), improvement in the quality of textbooks and classroom processes, child centred incentives like free textbooks and uniforms and greater focus on involvement of School Management Committees (SMCs). All these efforts would be continued with greater intensity and sharper focus on the children belonging to disadvantaged groups and weaker sections.

### **Kasturba Gandhi Balika Vidyalaya (KGBV)**

#### **Recommendations/observations**

3.38 Kasturba Gandhi Balika Vidyalaya is a scheme for setting up residential schools at upper primary level for girls belonging mainly to SC, ST, OBC and Muslim communities. KGBVs are set

up in the areas of scattered habitations where schools are at a great distance posing challenge to the security of girls. KGBVs mainly reach out to adolescent girls who are unable to go to regular schools, out of school girls in the 10+ age group who are unable to complete primary school, younger girls of migratory populations in difficult areas of scattered habitations who do not qualify for primary/upper primary schools. KGBVs provide for minimum reservation of 75% seats for Girls from SC, ST, OBC and minorities communities and 25% for girls belonging to below poverty line. Out of 3600 sanctioned KGBVs, 3435 (95.42%) are reported to be functional as on 31.12.2011. In the year 2011-12, 31 KGBVs were sanctioned to cover educationally backward blocks in the country. Maximum number of these KGBVs are to be set up in the States of Assam (20), followed by Meghalaya (8) and Madhya Pradesh, Sikkim and Tripura (1 each). The maximum number of remaining KGBVs which are yet to be made functional are in Bihar (76) followed by Haryana (27), Odisha (11), Karnataka & West Bengal (7 each) and Jammu and Kashmir (4). Around 3.35 lakh girls are enrolled in KGBVs of which 32% are from SC community, 23% from ST Community, 29% from OBC community 8% from BPL and 8% from minority communities.

#### **Action Taken**

Out of 3,600 KGBVs sanctioned up to 2011-12, 3,439 have become operational by March, 2012. The issue of KGBVs yet to be operationalized was discussed comprehensively in the Project Approval Board meetings and State Education Ministers meeting and it was impressed upon the States to expedite the operationalisation of all the sanctioned KGBVs including 9 new KGBVs sanctioned in 2012-13.

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

#### **Fund Utilization under MDM Scheme**

##### **Recommendations/observations**

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

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

The Committee notes that there has always been gap in allocation of funds and their utilization since 2007-08. For the year 2011-12 for which figures upto 29.12.2011 have been provided, the utilization figure is much below the desired level. Underutilization of funds for any scheme indicates that benefits of the scheme are not reaching the intended beneficiaries. The Committee would like the Department to coordinate with the State Governments/Union Territories for optimum utilization of the funds meant for the welfare of the children.

##### **Recommendations/observations**

4.4 Committee's attention has also been drawn towards the availability of unspent balance of foodgrains at both primary and upper primary level. A total of 241555 MTs foodgrains was remaining unutilized as on 31.03.2011. Further, unspent balance to the tune of ₹1337.00 crore was



available with the States/UTs as on 31.03.2011. Funds remaining under-utilized in a flagship scheme is a cause of serious concern for the Committee. The Committee has been emphasizing that availability of unspent balances with the States/Union Territories indicates that the scheme is not being implemented as envisaged. The Committee observes that perhaps due to this reason, there has been marginal increase in the outlay for the scheme in 2012-13 over 2011-12. The Committee would appreciate if concerted efforts are made for optimum and judicious utilization of funds under the scheme during 2012-13.

#### **Action Taken (Para 4.3 and 4.4)**

Against a gross allocation of ₹48,000 crore, the actual budget allocation for the 11th Five Year Plan was ₹41857.15 crores. Against this, the total expenditure was ₹38487.68 crores, which comes to 92% of the allocation. The year-wise utilisation of funds from 2009-10 onwards was also over 90%.

It may be stated that actual allocation for each State/UT is made by PAB-MDM based on the performance during first three quarters of the preceding year as well as the projections made by the States/UTs in their AWP&B proposals. The reasons for lesser utilization of funds and foodgrains are State specific. Continuous efforts are going on in educating State Governments, local people, school officials and students etc. on the importance of MDMS.

Recently, based on low coverage of children against enrolment reported by various States/UTs in PAB-MDM meetings, Central teams were sent to six States viz. Bihar, Gujarat, Jammu and Kashmir, Maharashtra, Meghalaya and Odisha for finding out the reasons for low coverage of children against enrolment during 2011-12. Review Mission are also sent to the States/UTs to review the implementation of the programme and to provide suggestions for improvement.

As per the findings of the visiting teams, major reasons for low coverage against enrolment which came out in these 6 States were lack of pre-positioning of resources like food grains and cooking cost. Despite sufficient provisions in the MDM Guidelines for ensuring smooth implementation of the Scheme, some States failed on different parameters in fully complying with the guidelines, which resulted in less coverage of students, low utilisation of funds and foodgrains. This Department has been impressing upon all States/UTs from time to time through the feedback on quarterly progress reports to ensure proper implementation of scheme.

The problems faced by the States/UTs are discussed in the PAB-MDM meetings before allocating funds to them and issues resolved for effective implementation of the Scheme.

One of the important developments is the initiatives taken by this Department to monitor the Scheme through web enabled MIS in monitoring the scheme and this MIS system will be integrated with IVRS to monitor the scheme on a real time basis. This will ensure real time reports from all schools from all States/UTs and lack of funds/foodgrains and other problems will come to the notice of the Programme Managers immediately. The web portal is now ready for feeding the data at various levels and reports would be generated.

Regarding the observation on marginal increase in allocations due to low utilization of funds, it may be clarified that the allocation during 2012-13 is ₹11937 crore which is 15% higher than the previous year allocation of ₹10380 crore. This is in contrast with a 9.95% increase in budget allocation in 2011-12 over 2010-11. The outlay for the year 2012-13 is sufficient to feed the children and provide Central Assistance for infrastructure development *i.e.* construction of kitchencum-store and procurement of kitchen devices.

## Lifting of foodgrain

### Recommendations/observations

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

State/UT	Gross Allocation for both Primary/Upper Primary	Lifting for both Primary/Upper Primary	Utilization % for both Primary/Upper Primary
Bihar	282233	74399.18	26
Arunachal Pradesh	6677	2541.07	38
Chandigarh	1635	700.70	43
West Bengal	265420	126302.00	48
Tamil Nadu	115987	55508.00	48
Assam	127328	63312.04	50
Karnataka	146790	76393.08	52
Puducherry	2315	1294.27	56
Haryana	54133	30881.56	57
Maharashtra	300300	175472.83	58
Chhattisgarh	1053440	63406.07	60

### Action Taken

In the Statement given in para 4.6, the figures of % of utilization for both primary and upper primary levels are actually figures related to lifting and not the utilization figures. As the States/UTs were having sufficient Opening Balance (OB) (which act more like a buffer stock) as on 31.3.2011 (as mentioned below), the overall availability of foodgrains during the year 2011-12 (3 quarters) consisted of foodgrains lifted + OB. Thus the percentage of utilization was more than the percentage shown in table 4.6, as may be seen below:

Sl. No.	States/UTs	O. B. as on 1.4.2011
1	Bihar	70002.89
2	Arunachal Pradesh	0.00
3	Chandigarh	205.14
4	West Bengal	14641.29
5	Tamil Nadu	10808.024
6	Assam	527.85
7	Karnataka	11892.056
8	Puducherry	0
9	Haryana	1842.75
10	Maharashtra	14116.02
11	Chhattisgarh	0.00

Sl. No.	States/UTs	Utilization	%
1	Bihar	127509.54	45
2	Arunachal Pradesh	4778.25	72
3	Chandigarh	804.60	49
4	West Bengal	140187.86	53
5	Tamil Nadu	77909.70	67
6	Assam	63543.28	50
7	Karnataka	102375.28	70
8	Puducherry	1560.50	67
9	Haryana	30698.38	57
10	Maharashtra	180820.28	60
11	Chhattisgarh	68798.89	60

The MHRD allocates the foodgrain to all the States/UTs based on the number of children and number of working days approved by the Programme Approval Board for Mid Day Meal Scheme. The States/UTs lift the foodgrains from FCI as per the quantum allotted to them after adjusting unspent balance available with them. It is relevant to mention that as per MDM Guidelines, all the children attending the eligible schools are entitled to avail of the Mid Day Meal Scheme on all working days.

State specific reasons have been identified in respect of concerned States/UTs mentioned in the Table above. This has been done based on the review of performance of these States/UTs during the first three quarters of 2011-12 (*i.e.* from April, 2011 to December, 2012) in the PAB-MDM meetings held between February to May, 2012 for finalizing their central allocations for the year 2012-13.

### **Recommendations/observations**

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

### **Action Taken**

The Ministry of HRD submits the requirement of foodgrains to Department of Food and Public Distribution in the month of January each year for approval of the quantum of foodgrains to be allocated to the States/UTs for 1st two quarters of the ensuing year. The requirement is being estimated based on the number of children and number of working days covered by the States during the previous year. The allocation order is issued in the month of February to all the States/UTs to lift the foodgrains from the 1st March *i.e.* one month in advance. The aim of the exercise is to ensure that there is no shortfall of foodgrains and no interruption of Mid Day Meal Scheme at the commencement of the academic session.

For effective implementation of the scheme, the scheme guidelines provide for an extensive monitoring mechanism at the school, block, district, State and the National levels. The scheme is constantly monitored through Quarterly Progress Reports, in the National level Steering cum Monitoring Committee meetings and during Programme Approval Board meetings. In addition the Joint Review Missions visit the States with clear cut defined Terms of Reference for reviewing the Scheme and to provide guidance, after an on the spot assessment. 40 Independent monitoring institutes have also been engaged to evaluate the Scheme on bi-annual basis and submit the report to the concerned States and Central Government.

The Office of Supreme Court Commissioner is also monitoring various social sector Schemes including the Mid Day Meal Scheme and reported that MDM is the most widely accepted Scheme across the country.

The Ministry of HRD has launched web enabled MIS portal for monitoring of the Scheme. The MIS would be integrated with IVRS to monitor the Scheme on a real time basis up to the school level.

### **Recommendations/observations**

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

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

### **Action Taken**

The Ministry has been taking these issues very seriously and steps are being taken towards remedial measures through Information Technology interventions. The Centre for Policy Research has been assigned a study of the fund flow mechanism in two selected districts each in Uttar Pradesh and Bihar. The Web portal for Mid Day Meal Scheme has been launched and all the States/UTs have started feeding data into the portal. The MIS would be integrated with Interactive Voice Response System by 31st December, 2012 to capture the information on real time basis. This would help in getting real time information on the key indicators of the scheme, so that timely corrective action can be taken for uninterrupted provision of the MDM to the children.

### **Recommendations/observations**

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

that these measures to adopted in co-ordination with the State Governments/UTs during the Twelfth Plan.

## **Action Taken**

### **(i) Nutrition Education**

The Ministry of HRD has taken steps to include a chapter on nutrition in the textbooks published by the NCERT. Few States like Haryana and Odisha have also included Mid Day Meal Scheme and nutrition related information in their textbooks. A Committee set up by the Ministry of WCD under Director NIPCCD is looking at these aspects. The NCERT books would be further refined based on the recommendations of this Committee.

Representatives of National Institute of Nutrition and Nutrition Foundation of India are regular members of the National Steering-cum-Monitoring Committee, an apex body for Mid Day Meal Scheme for reviewing and suggesting measures for effective implementation of the Scheme.

### **(ii) Green leafy vegetables should be added**

As regards the nutritional contents of the food served under MDM Scheme, the following points have been taken care of:

- Wheat or broken wheat (dalia) should be used for preparing mid-day meals.
- Rice should preferably be parboiled or unpolished.
- Single Dish Meals' using broken wheat or rice and incorporating some amount of a pulse or soyabeans, a seasonal vegetable/green leafy vegetable, and some amount of edible oil will save both time and fuel besides being nutritious. Broken wheat *pulao*, leafy *khicheri*, upma, dal-vegetable *bhaat* are some examples of single dish meals.
- Cereal pulse combination is necessary to have good quality protein. The cereal pulse ratio could range from 3:1 to 5:1.
- Sprouted pulses have more nutrients and should be incorporated in Single dish meals.
- Leafy vegetables when added to any preparation should be thoroughly washed before cutting and should not be subjected to washing after cutting.
- Leafy tops of carrots, radish, turnips etc should not be thrown but utilized in preparing mid day meals
- Only "iodized salt" should be used for cooking mid-day meals

Through the various meetings with the State/UT Administrations and field visits, these guidelines are reinforced from time to time.

### **(iii) MDM price index should be revisited and revised annually;**

The Ministry of HRD had prepared Mid Day Meal Price Index in collaboration with Labour Bureau, Ministry of Labour and Employment for annual revision of the cooking cost exclusively for the items included in the MDM basket while revising the cooking cost during 2009-10. The competent authority did not approve the revision of cooking cost based on MDM Price Index. Instead, revision of cooking cost by 7.5% annually was approved. The Ministry of HRD would once again attempt a revision of cooking cost based on MDM Price Index.

**(iv) Food and Nutrition Board should be roped in to provide training of teachers and cook-cum-helpers;**

The Food and Nutrition Board has already been included as a member in the Programme Approval Board of Mid Day Meal Scheme for giving their valuable suggestions while approving the Plan for the ensuing year. The Programme Approval Board has already directed that the units of the Food and Nutrition Board located at various places across the country may impart training to stakeholders including teachers on various aspects of the Mid Day Meal Scheme.

**(v) Visit by Health Department staff to schools for monitoring of MDM;**

Under NRHM's School Health Programme in convergence with MDMS, the Health personnel of State Health Departments are expected to visit the schools for health check ups bi-annually and administration of Iron & Folic acid and De-worming tablets and Vitamin A, distribution of spectacles to the children suffering from refracting errors etc. The status regarding coverage of School Health Programme for the year 2011-12 is at **Annexure-V**.

**(vi) Training of cook-cum-helpers;**

At present, more than 24 lakh cook-cum-helpers are engaged by the States/UTs for preparation and serving of meals to the children in about 12.31 lakh institutions in the country. The State/UTs Administrations are already conducting training programmes for the Cook-cum-helpers on matters of safety, hygiene, nutrition contents and efficient use of fuel. The Government of Jharkhand, Tamil Nadu, Uttar Pradesh etc. have developed training module for cook-cum-helpers to impart the training on regular basis. Few States like West Bengal have engaged Hotel Management institutes to train the cook-cum-helpers.

**(vii) Regular monitoring for food safety, samples may be sent to accredited laboratories;**

The onus of implementation of the Scheme lies with States/UTs. Many States/UTs are doing the sampling of the food articles with the help of Health Inspector of the State Health Department, Home Science Department, Home Science Institution. For example Government of NCT Delhi has engaged Sriram Institute for Industrial Research, Delhi for testing the wet food samples. The Government of West Bengal has engaged Food and Technology Department and Jadavpur University for taking their services for food safety and preparation of menu respectively.

**(viii) School Health Card for 5-18 years children to be monitored jointly by HRD and H&FW.**

Under School Health Programme, the health card of each child is expected to be maintained in which height, weight and other parameters of health are recorded. This is done under Mid Day Meal Scheme in convergence with Health Departments in the States/UTs.

## **VI. KENDRIYA VIDYALAYA SANGATHAN**

### **Recommendations/observations**

6.6 The Committee takes a serious note of the physical targets in terms of construction of school buildings, identification of land and building plans being under various stages of process. Construction work was continuing for 61 KVs, however, there were 98 KVs where land was yet to be identified. Even in respect of cases where land has been identified, building plans were under process. This data shows a huge backlog of physical targets. The Committee would like to be informed about the areas/States where maximum number of KVs were yet to be constructed along

with reasons for pendency. The Committee strongly recommends that procedural and administrative formalities should be completed within the shortest possible time so that physical targets are achieved in a time bound manner.

### **Action Taken**

Status of school buildings State-wise as on 01.07.2012 is at **Annexure-VI**. During 2011-12 an amount of ₹350.00 crore was allocated to KVS under Plan Head. Out of which ₹180.00 crore was for construction activity. During 2012-13, the same amount of ₹350.00 crore was allocated under Plan Head and out of which ₹200.00 crore is for creation of capital assets. KVS has indicated that the amount allocated under Plan Head is less than requirement. Except for statutory/mandatory requirement, KVS had not sanctioned any new construction work during 2011-12 and also for this financial year (2012-13).

KVS is making continuous efforts to expedite transfer of title of land for construction of school building and staff quarters in favour of KVS by taking up the issue with Chief Secretaries/ Education Secretaries of State Government/Administrator of U.T concerned. The construction programme, achievement of physical targets, transfer of title of land is regularly being monitored by KVS Headquarters in their monthly review meeting of Works & Finance and deliberations are brought to the notice of all Regional heads to follow up the issues with respective sponsoring agencies.

## **VII. NAVODAYA VIDYALAYA SAMITI**

### **Recommendations/observations**

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

### **Action Taken**

For increasing enrolment of students from marginalized sections of the society and girl students, the Samiti has been making vigorous efforts to reach out to these communities through publicity on radio, TV, newspapers, pamphlets and personal contacts. As a result of the efforts being made by the Samiti to attract students from these communities, there has been improvement in enrolment of students from SC/ST categories and girl students. The percentage of students of these categories as on 31.1.2012 was as under:

Num.	Boys	Girls	Rural	Urban	Gen.	SC	ST
223370	139966	83404	174559	48811	127373	55332	40665
%AGE	62.66	37.34	78.15	21.85	57.02	24.77	18.21

### **Recommendations/observations**

7.5 On the academic performance front also, it has been informed that the performance of the Navodaya Vidyalaya students at all India Secondary School and senior secondary school examinations has been very encouraging. The pass percentage of Navodaya Vidyalayas compared with that of the CBSE for the last 5 years reveals as follows:

*(In percentage)*

Years	Class X		Class XII	
	NVS	CBSE	NVS	CBSE
2007	96.41%	84.44%	90.11%	80.64%
2008	97.54%	87.08%	92.445	80.91%
2009	97.84%	88.84%	94.09%	81.00%
2010	98.55%	89.28%	95.32%	79.87%
2011	99.52%	96.61%	96.86%	80.885

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

#### **Action Taken**

As per the policy of the Government of India, the scheme of Navodaya Vidyalaya Samiti envisages opening of one JNV on an average in each district of the country. Accordingly, 576 JNVs have so far been sanctioned in 34 States/UTs except the State of Tamil Nadu which has not yet accepted the scheme. In addition, Government of India has sanctioned 20 additional JNVs in districts having large concentration of SC/ST population out of which 19 have become functional.

### **IX. RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN**

#### **Recommendations/observations**

9.2 The main objective of the scheme is to improve Gross Enrolment Ratio to 75 per cent within 5 years. The Committee notes that as per the SES 2009-10 data as on 30.09.2009 Gross Enrolment Ratio at secondary level is 62.71 per cent and for the same period the Gross Dropout Rate (class I-X) was 52.76 per cent. **The Committee observes that improved enrolment ratio at secondary level is somewhat off set by equally high drop out rate. The Committee would like the Department to initiate concerted steps to improve Gross Enrollment Ratio. The Committee would also like the Department to have focused strategies in co-ordination with the State Governments to achieve this uphill task.**

#### **Action Taken**

With a view to improve the Gross Enrollment Ratio (GER) in the country, 9646 new secondary schools have been sanctioned out of which 7370 new secondary schools have since become functional. Further, strengthening of 34311 existing schools have been approved in which 23807 new science lab, 19641 computer rooms, 25869 libraries, 28969 art/craft/culture rooms, 19801 toilet blocks, 12370 drinking water facilities and 2020 residential quarters have been approved. Out of these 1881 science labs, 1585 computer rooms, 2090 libraries, 1726 art/craft/culture rooms, 2823 toilet blocks, 2611 drinking water facilities and 6 residential quarters have been completed and remaining structures are in different stages of construction.

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

#### **Recommendations/observations**

10.4 The Committee observes that the pace of setting up of Model Schools appears to be slow.



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

### **Action Taken**

The concerned State/UT Governments are being requested from time to time to send the pending proposals for setting up of model schools under State sector. So far 1,954 model schools in 22 States have been approved. The State/UT Governments have again been requested to submit the pending proposals in this regard.

As regards setting up of model schools under PPP mode, implementation of this component has been initiated from the year 2012-13. The Ministry has issued the Request for Qualification (RFQ) for pre-qualification of private entities for setting up of 500 model schools under PPP mode.

## **XI. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME**

### **Recommendations/observations**

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

2010-11			2011-12		
BE	RE	Actuals (as on 31.03.2011)	BE	RE	Actuals (as on 31.03.2011)
90.50	60.50	49.79	60.00	70.00	47.12

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

### **Recommendations/observations**

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

### **Action Taken (Para 11.2 and 11.3)**

All the State Governments have been requested repeatedly to take all necessary steps including giving wide publicity to the scheme through advertisement in print and electronic media so as to make the scheme popular among students. The Department has raised the issue of non-utilization of full quota of scholarships by States in previous years during State Education Secretaries Conference and reiterated for taking necessary steps so that sufficient number of eligible students are able to qualify the examination for scholarship.

The Department has been monitoring the scheme regularly and identifying the constraints being faced by the students and States and based on the feedback received from students, State Governments and Bank, regular interventions are being made for effective implementation of the scheme. The Department is also, *inter-alia*, in the process of raising the parental income ceiling of students beyond Rs. 1.50 lakh per annum so that more and more students of economically weaker sections become eligible for availing the scholarship under the scheme.

During 2011-12, 103033 scholarships have been sanctioned for students of 30 States/UTs involving an expenditure of ₹61.82 crore. Since launch of the scheme in 2008, students belonging to all states/ UTs except Lakshadweep have taken the benefit of scholarships under the scheme.

## **XII. VOCATIONALIZATION OF SECONDARY EDUCATION**

### **Recommendations/observations**

12.3 The Committee observes that the BE and RE allocation for the scheme in 2010-11 was ₹25.00 crore. However, no expenditure could be incurred under the scheme upto 31.03.2011. Again, in 2011-12, the BE and RE allocation for scheme was kept at ₹25.00 crore, out of which only ₹4.98 crore could be exhausted upto 31.12.2011. For the year 2012-13, BE allocation for the scheme has been enhanced to ₹90.00 crore. The Committee hopes that with the revised scheme being made applicable from this year onwards, utilization of funds would pick up.

### **Action Taken**

- Since the scheme was under revision no fund was released in financial year 2010-11.
- The scheme was revised on 15.09.2011. After revision of the scheme, proposals were sought from the States. By the end of the financial year *i.e.* 31st March, 2012, funds to the tune of ₹16.51 crore were released to the States.
- For the year 2012-13 proposals from eight States have been received and are under process. All efforts are being made to utilise the funds to the maximum.

### **Recommendations/observations**

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

### **Action Taken**

- The Ministry is actively pursuing approval of continuation of Scheme in 12th Plan, so as to release funds to the State Governments for implementation of the revised scheme.

- Complementing the implementation of the Scheme would be the National Vocational Education Qualification Framework (NVEQF) which will provide multiple pathways to students who opt for Vocational Education at school level. Steps are being put in place to strengthen the linkage with the industry and potential employers which will provide appropriate opportunities for employability to such students.

### **XIII. ADULT EDUCATION AND SKILL DEVELOPMENT SCHEME**

#### **Recommendations/observations**

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

#### **Action Taken**

- Process evaluation of the programme has been conducted by Tata Institute of Social Sciences, Mumbai and its report submitted to the Ministry on 10.02.2012. Action is being taken on the recommendations of the report.
- Implementation of the Saakshar Bharat Programme is being monitored regularly at different levels including Delivery Monitoring Unit in PMO, National Literacy Mission Authority and State Literacy Mission Authorities.
- National Literacy Mission Authority has been rigorously reviewing the programme with State Governments at various levels by organizing discussions with Secretaries/State Literacy Mission Authorities (SLMAs) in different States, conducting review meetings with different level of SLMAs on monthly and quarterly basis and collecting monthly progress reports.

CHAPTER-III

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

**II. BUDGETARY ALLOCATION**

**Recommendations/observations**

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

(₹ in crores)

Schemes	2010-11			2011-12		
	BE	RE	Actual	BE	RE	Actual (as on 31.12.11)
Kendriya Vidyalayas	350.00	450.00	450.00	350.00	350.00	245.00
Navodaya Vidyalayas	1385.00	1285.00	1285.00	1200.00	1200.00	886.19
National Institute of Open Schooling	15.00	15.00	11.25	15.00	15.00	0.00
Vocationalization of Education	25.00	25.00	0.00	25.00	25.00	4.98
National Scheme for Incentive to Girls for School Education	50.00	80.00	72.54	50.00	163.00	16.55
Construction of Girls Hostels	100.00	66.88	56.04	250.00	249.95	68.13
National Means- Cum-Merit scholarship Scheme	90.50	60.50	49.79	60.00	70.00	47.12
Appointment of language Teachers	15.00	15.00	6.13	3.00	5.00	0.00
Rashtriya Madhyamik Shiksha Abhiyan	1700.00	1500.00	1481.97	2423.90	2423.90	1825.96

**Action Taken**

The actual utilisation of funds for these schemes for the year 2011-12 (as on 31st March, 2012) is indicated below:

Schemes	BE	RE	Actual
Kendriya Vidyalayas	350.00	350.00	350.00
Navodaya Vidyalayas	1200.00	1200.00	1200.00
National Institute of Open Schooling	15.00	15.00	8.50
Vocationalization of Education	25.00	25.00	16.51
National Scheme for Incentive to Girls for School Education	50.00	163.00	163.55
Construction of Girls Hostels	250.00	249.95	194.69
National Means-Cum-Merit scholarship Scheme	60.00	70.00	62.75
Appointment of language Teachers	3.00	5.00	17.74
Rashtriya Madhyamik Shiksha Abhiyan	2423.90	2423.90	2499.81

**Comments of the Committee**

**The Committee is constrained to observe that maximum utilization in respect of Scheme like Navodaya Vidyalayas, National Scheme for Incentive to Girls for School Education, Construction of Girls Hostels has taken place in the last quarter of the financial year. This clearly indicates that there were problems in the implementation of these schemes. The Committee once again emphasizes that concerted efforts are required to be made by the Ministry as well as the implementing authorities in identifying the bottlenecks and taking measures so as to ensure optimum and judicious utilization of allocated funds.**

**Recommendations/observations**

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

**Action Taken**

All the sanction orders for release of funds stipulate the condition of timely submission of Utilisation Certificate (UC) *etc.* The concerned State Governments are requested periodically to furnish the pending UCs, audited statement of accounts and progress report and utilisation of the unspent balances. These issues are also raised in meetings with State Education Secretaries and also during various review meetings.

### **Comments of the Committee**

The Committee finds the reply of the Department too general. The Committee would appreciate if the Department makes concerted efforts in ensuring judicious and optimum utilization of allocated funds to reduce unspent balances. The Committee expects that the Department would initiate fresh efforts for better utilization of funds by States after putting in place an effective monitoring mechanism. The matter of liquidating old pending utilization certificates needs to be vigorously pursued with the implementing authorities.

### **III. SARVA SIKSHA ABHIYAN/RIGHT TO EDUCATION**

#### **Recommendations/observations**

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

#### **Action Taken**

The issue of enhanced resources for SSA/RTE has been taken up with the appropriate authorities.

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

The Committee would also appreciate if the financial constraints being faced by States like UP, Odisha, Madhya Pradesh, Bihar, Chhattisgarh, Rajasthan and Andhra Pradesh in making their share available for implementation of SSA-RTE initiative are also looked into and required action taken accordingly.

#### **Conversion from other Schemes**

#### **Recommendations/observations**

3.11 To overcome the inadequacy of required resources/funds for the combined SSA-RTE programme, one possible way out could be conversion of funds from other schemes. Although the Department specifically pointed out that fund shortage would lead to cutting down in the areas of transport, escort facilities, opening of residential schools but would not affect infrastructure creation and teachers positioning which are to be completed within set time frames under RTE mandate. It was suggested that the Department could co-ordinate with other Ministries/departments viz Ministries of Women and Child Development, Sports and Youth Affairs, which have been running many social welfare schemes, for convergence so that funds which are remaining unutilized in other schemes could be utilized for SSARTE. Convergence with total sanitation campaign, BRGF, MSDP, MPLAD Schemes was suggested. On this issue being taken up with the Department, it was conveyed that this was to be left out at state level as convergence at national level was difficult. However, the Committee is not convinced with the reply of the Department and

would recommend it to explore this possibility to boost funding for the programme. The Committee would like to point out that being the nodal Ministry at the Centre, it is comparatively easier to coordinate with other counter parts. At the State level, such interactions would rather be unwieldy. A direction from all the Central Ministries can very well go to their counterparts at the State level.

### Action Taken

SSA has emphasized on convergence with other Ministries. For example, Ministry of Drinking Water and Sanitation from National level upto field level for provision of drinking water and toilets in schools. Similarly, Ministry of Social Justice and Empowerment and Department of School Education and Literacy have done convergence for Assistance to Disabled Persons Scheme (ADIPS), wherein 60% subsidy is provided by Ministry of Social Justice and Empowerment for supply of Aids and Appliances to children with disability through SSA.

However, where plans for schemes (like MPLAD, BRGF etc.) are finalized at district levels and the component are variable, in such situation, advisories are given to States for coordination and convergence. The Executive Committee of SSA headed by Chief Secretary of the concerned State plays a major role in convergence initiatives at the State level. For example, many States have done health checkups and assessment of children with disability by interactive implementation convergence in the field with Health Department.

### Comments of the Committee

**The Committee is still not satisfied with the reply of the Department that they merely send advisory to the states in this regards. The Committee feels that more better coordination is requires at the central level as the shortage of the funds for these important schemes for social welfare of general public is hurting their implementation. This conversion of funds would not only help more effective channelizing of the meagre resources but also help in putting less burden on the Government. The Committee, therefore, reiterates its earlier recommendation.**

### Recommendations/observations

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

States	Total Teachers (Government+ aided)		No. of elementary Schools (Government aided)	
	2009-10	2010-11	2009-10	2010-11
1	2	3	4	5
Andhra Pradesh			83,235	82,719
Arunachal Pradesh	15,847	15,743	4,424	4,74
Dadra and Nagar Haveli	1,236	1,201	–	–
Daman and Diu	638	617	95	89
Delhi	57,777	44,671	3,034	3,028

1	2	3	4	5
Haryana	82,784	81,273	15,565	15,320
Himachal Pradesh	49,736	48,714	–	–
Lakshadweep	742	727	–	–
Madhya Pradesh	2,85,392	2,72,727	–	–
Maharashtra	4,68,907	4,61,703	–	–
Manipur	–	–	3,084	2,975
Mizoram	12,980	12,438	2,482	2,404
Nagaland	12,799	12,117	–	–
Rajasthan	2,85,366	2,77,435	81,832	78,429
Tamil Nadu	2,08,642	2,07,024	–	–

### Recommendations/observations

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

### Action Taken (Para 3.12 and 3.13)

The Government has issued a guideline under section 35(1) of the RTE Act clarifying that for the purposes of maintaining the Pupil Teacher Ratio (PTR), the States may within a period of six months (a) rationalize the deployment of existing teachers to address the problems of urban-rural imbalance and other spatial imbalances in teacher placements, and (b) initiate the process of recruitment of new teachers to fill vacant posts as per the PTR stipulated in the schedule to the RTE Act.

States have been asked to fill up the posts of teachers sanctioned under SSA and the teacher vacancies under State sector. The issue has been discussed with the States in meetings with State Education Ministers, State Education Secretaries, State Project Directors and in the SSA Project Approval Board Meetings.

There are States in respect of which DISE 2010-11 has reported decline in the number of Government and Government aided schools. The list of such States is enclosed at **Annexure-I**. The issue was discussed with the State and concerned. The main reason put forth by the States is the process of counting of EGS centres as schools in the previous years, fluctuating inclusion of unrecognized schools and due to upgradation of Primary schools to Upper Primary schools and also merger of Primary and Upper Primary schools, has led to difference in data in successive years. As regards the decline in number of teachers, the recruitment process has been rather slow in the States as the requirement of conducting Teacher Eligibility Test (TET) and the need for putting in place the norms and mechanisms for recruitment of subject specific teachers, head teachers etc. has to be processed fast. However, 23 States have already conducted TETs and are in the process of filling up the sanctioned posts.



Against 19.14 lakh teachers sanctioned under SSA till 2011-12, 12.01 lakh have been recruited up to 2011-12. States with major gaps are :

States	Sanctioned	Recruited	Balance
Assam	34874	0	34874
Bihar	421641	191983	229658
Madhya Pradesh	197311	98287	99024
Maharashtra	50011	15311	34700
Manipur	3474	0	3474
Punjab	17744	9694	8050
Rajasthan	114132	94201	19931
Uttar Pradesh	464860	258924	205936
Uttarakhand	16169	5998	10171
West Bengal	196808	114336	82472

#### Comments of the Committee

The Committee would like to be apprised of the exact factual position with regard to the number of schools, both Government and aided, going down in certain States along with the reasons therefor. Decline in the number of teachers is a cause of serious concern for the Committee. The Committee appreciates the policy of rational deployment of teachers. However, the issues of vacancies of teachers and slow recruitment-process cannot be ignored. The Department itself has attributed the decline in the number of teachers to the slow recruitment process in the States. The Committee further notes that Assam, Bihar, Madhya Pradesh, Maharashtra, Manipur, Punjab, Rajasthan, Uttar Pradesh, Uttarakhand and West Bengal show major gaps in the sanction and recruitment of teachers. Recruitment of required number of teachers has been an area of deep concern for the Committee as it feels that in the absence of this particular variable, universalisation of quality education for all the children would remain an elusive goal. The Committee would like the Department to impress upon the State Governments to expedite their procedural process of teacher recruitment. The Committee would also like to be apprised of the State specific interventions in respect of the States where there is a major gap in the sanction and recruitment of teachers and their outcome.

#### Infrastructure Development under SSA-RTE

##### Recommendations/observations

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

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

3.16 The Committee appreciates the overall achievements under each infrastructure variable. However, it still feels that impressive target achievements may not be reflecting the ground realities. The latest position with regard to creation of infrastructure as per the SSA-RTE norms, indicated that out of the target of construction of 2,99,808 primary and upper primary schools, construction in respect of 23963 PS and UPS was yet to be started. Similarly, out of 16,01,814 additional classrooms work on 93,863 additional classrooms could not be started. Similar backlog were reported in respect of drinking water facilities and all types of toilets, their figures being 7,759 remaining out of 2,20,953 and 59,212 out of 5,84,324 respectively.

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

Targets and Completion as on 31.12.2011

Sl. No.	State	Primary Schools	
		Target	% Completion and in process
1.	Himachal Pradesh	80	11.25
2.	Jammu and Kashmir	10,370	79.09
3.	Manipur	576	68.75
4.	West Bengal	9,983	59.25
5.	Anadaman and Nicobar Islands	9	44.44
6.	Chandigarh	24	8.33
7.	Daman and Diu	9	77.78
8.	Lakshadweep	9	42.86

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

Sl. No.	State	Primary Schools	
		Target	% Completion and in process
1.	Himachal Pradesh	20	0.00
2.	Meghalaya	2,221	29.94
3.	Nagaland	463	34.56
4.	West Bengal	4,399	44.99

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

Sl. No.	States	Drinking Water		Toilets	
		Target	% Completion and in process	Target	% Completion and in process
1.	Goa	529	45.56	1,039	77.96
2.	Daman Diu	80	73.75	–	–
3.	Jammu and Kashmir	2,745	66.56	11,903	17.04
4.	Manipur	–	–	5,001	66.63
5.	Odisha	–	–	14,515	69.53
6.	Tripura	–	–	4,434	54.94
7.	Lakshadweep	30	66.67	40	50.00

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

#### **Action Taken (Para 3.15 to 3.18)**

The Department recognises that this is an emergent issue. The updated achievement of civil works under SSA as on 31.3.2012 is attached as **Annexure-II**.

The completion rate, updated as on 31.3.2012, is as under:

Items	Completion %
Primary Schools	91.38%
Upper Primary Schools	96.06%
Additional Classrooms	96.84%
Drinking water facilities	98.71%
Toilets	96.74%

The data given in para 3.17 is updated as under:

Sl. No.	State	Primary Schools	
		Target	% Completion and in process
1.	Himachal Pradesh	80	15%
2.	Jammu and Kashmir	10,370	84.22%
3.	Manipur	576	69.27%
4.	West Bengal	9,983	67.16%
5.	Andaman and Nicobar Islands	9	44.44%
6.	Chandigarh	24	100%
7.	Daman and Diu	9	77.78%
8.	Lakshadweep	9	42.86%

The issue of infrastructure development was highlighted in the Project Approval Board (PAB) meetings held during February-May, 2012 to consider Annual Plan and Budget of States for 2012-13. The issue was also flagged in the meetings of Education Secretaries and State Project Directors held on 25.4.2011 and 04.1.2012. Progress of civil works is also reviewed in the National workshops held on quarterly basis and taken up with State Governments from time to time.

#### Comments of the Committee (3.15 to 3.18)

The Committee notes the improvement that has taken place in all the components of infrastructure required under SSA-RTE. However, as stated its previous recommendation, these are not matching with the ground realities in this regard as there have been large scale regional disparities/gaps in respect of these components. An overall holistic improvement and development of this kind as infrastructure is the need of the hour encompassing every village in States. The Committee would appreciate if the Department plays a pro-active role in plugging regional disparities/gaps by co-ordinating with the States to ensure uniform infrastructural development in all the States as per their requirement under SSA/RTE. The Committee deserves that target achievement includes both completion and in process percentage. Thus, it is not known as to what is the actual level of target achievement. The Committee, accordingly, is constrained to observe that there is an urgent need for projecting the real picture so far as achievement of projected targets is concerned. There should be no problem in indicating the 'in process' and achieved figures.

### **Recommendations/observations**

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

### **Action Taken**

Since DISE does not provide data for dropout of SC and ST children, the Statistics of School Education (formerly SES) data has been used. It deserves mention that the dropout rate at elementary level in respect of SC children has also declined from 32.9 in 2005-06 to 29.3 in 2009-10. In respect of ST children the dropout rate has declined from 55.2 in 2005-06 to 51.3 in 2010-11. To ensure the universal retention, States have been asked to address the problem in a multi pronged manner that would include – ensuring availability of a school in neighbourhood, improvement in school infrastructure, ensuring availability of adequate number of teachers, improvement in the quality of textbooks and classroom processes, removal of physical and financial barriers by interventions like free textbooks, uniforms etc., greater involvement of community in the management of schools and focused interventions like residential schools and hostels for vulnerable category of children, seasonal hostels for the children of migrant families etc.

School Management Committees have been set up in all States except West Bengal till 31st March, 2012. The issue of arresting dropout and improving retention was highlighted in the Project Approval Board (PAB) meetings held between February and May, 2012 to consider Annual Plan and Budget of States/UTs for 2012-13. The issue was also raised in the meeting of the Education Secretaries/State Project Directors held on 25.4.2011 and 04.1.2012. Good practices which have been adopted by States to improve retention have been shared among States in National Workshops on whole School Development Plan, held on 29-30 July, 2012, Quality workshop on 5-6 July and 12-13 July, 2012 and Gender workshop on 15-17 February, 2012.

### **Comments of the Committee**

**The Committee takes note of the various steps taken by the Department to arrest the drop out rate of SC/ST children. The Committee is apprehensive whether these steps have resulted in visible improvements on the ground in reversing the trend by improving retention remains to be seen. The Committee would like the Department to come out with latest studies/surveys in this regard and apprise it of the same at the earliest.**

### **Recommendations/observations**

3.26 Committee's attention has also been drawn towards the very discouraging status of dropout rate of SCs and STs particularly in the States/UTs of Assam, Odisha, Rajasthan, West Bengal and D&N Haveli. In classes I to VIII, the dropout rate of SCs in these States is between 50 to 60 per cent except in the UT of D&N Haveli, where it is less than 20 per cent. However, with respect to ST students the dropout rate in class I to VIII is alarmingly high i.e. between 50 to 70 per cent. One thing, however, which is clearly evident is that in both these categories, 50 per cent of students dropout by class VIII. The Committee takes note of the grim position of dropout rates in these States/UTs and recommends the Department to identify the specific problems/factors that

contribute to such high rate of dropout for SCs and STs in these States. Further, the Committee would like the Department to implement the SSA-RTE programme in these States/UTs in a mission mode manner and also keep monitoring the progress on periodic basis.

### Action Taken

The Department has identified 61 SC and 109 ST concentrated Districts as Special Focus Districts (SFD). The programme provides for focused provisioning for these districts to ensure improvement in flow rates of children. The dropout rate in the States/UTs of Assam, Odisha, Rajasthan, West Bengal and D&N Haveli are found to be high. However, it may be seen from the table below that the same has improved in all the States over the years.

Sl. No.	States/UTs	Dropout rate SC		Dropout rate ST	
		Elementary level		Elementary level	
		2005-06	2009-10	2005-06	2009-10
1	Assam	70.43	53.87	75.73	64.55
2	Odisha	67.55	61.86	80.74	72.94
3	Rajasthan	64.34	61.36	59.51	54.80
4	W. Bengal	71.77	54.45	78.83	66.37
5	D&N Haveli	15.20	15.45	48.80	50.22

These five States have been sanctioned sufficient funds for addressing the factors having an adverse bearing on the retention of the children in their annual plan for 2012-13 and the progress is being monitored closely.

### Comments of the Committee

The Committee feels that inspite of a number of initiatives taken by the Department to lower dropout rates of SC/ST children in special focus districts in the States of Assam, Odisha, Rajasthan, West Bengal and Dadra and Nagar Haveli, the dropout rate at elementary level still remains above 50 per cent at elementary level which is indicative of the fact that either initiatives are not being implemented properly or not yielding the desired results. The Committee feels that this situation requires urgent attention of the Department. The Committee would also like to point out that in the case of Dadra and Nagar Haveli, the dropout rate of SC/ST children at elementary level has gone up in 2009-10 as compared to 2005-06 level. The Committee would like the situation to be explained. Overall, the Committee is of the considered opinion that the problem of dropout of SC/ST children at elementary level needs to be addressed properly and urgent remedial and focused steps are required to be initiated in co-ordination with the implementing agencies and State machinery not only in terms of fiscal/financial interventions but also at level of social as well as psychological interventions. The Committee once again strongly reiterates that a sustained publicity campaign is required to be carried out. Panchayats, local community leaders, dedicated NGOs may also be involved to achieve the desired goal of integrated education for all.

### Recommendations/observations

3.27 With regard to Special Focus Districts having concentration of SC and ST population, the Committee notes that the special interventions of the Department are yet to yield positive results.

The Committee is given to understand that in the SFDs with high infrastructure deficits, the expenditure on civil work can go upto 50 per cent of the total district budget. During the year 2010-12, these districts have been sanctioned more number of infrastructure facilities on the basis of their requirement. The following table indicates the sanctions in the Special Focus Districts:

Item	SC Concentration Districts (61)	ST Concentration Districts (109)
New Primary Schools	7,259	3,065
New Upper Primary Schools	1,472	2,399
Primary School buildings	2,241	3,194
Upper Primary School Buildings	702	2,020
Additional Classrooms	40,702	38,842
KGBVS	–	–
Teachers	45,422	25,055

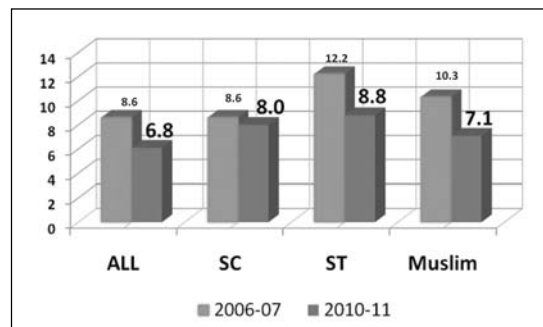
3.28 The Committee is however, constrained to observe that visible results are yet to emerge in these districts. Mere sanction of infrastructure facilities may not make any impact unless it is followed by focused strategies. The Committee hopes that the Department would take specific concerted efforts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

#### Action Taken (Para 3.27 and 3.28)

Under SSA, provisioning for Special Focus Districts categories as SC and ST concentrated districts during 2006-07 and 2010-11 was as under:

Items	SC Districts (61)		ST Districts (109)	
Opening new PS	91	38%	327	32%
Opening new UPS	44	3%	480	30%
ACR	28,471	15%	54,115	28%
Construction of new PS	91	7%	285	22%
Construction of new UPS	42	2%	605	26%
Teachers	4,326	4%	18,323	15%

As can be seen from the chart below, the annual average dropout in these SFDs have declined over the years:-



### Comments of the Committee

The Committee takes note of the provisioning done for infrastructural development in Special Focus Districts. However, the Committee is constrained to observe that pace of infrastructural development in terms of opening and construction of new primary and upper primary schools has been rather very slow. Same is the situation with regard to additional classrooms and appointment of teachers. The Committee feels that these variables are very important factors in attracting and retaining the children in the schools. If the Department is unable to provide these basic facilities, then it cannot hope to cover all the children in the schools. The Committee would like the Department to set time limits for providing infrastructural facilities and put in place an effective coordination mechanism. So far as decline in the average dropout rate in Special Focus Districts is concerned, the Committee observes that the decline is marginal and is still much higher than the national average. As the aim is to bring to schooling the marginal and backward children of the special focus districts, having concentration of such children, the Committee would appreciate if focused and specific strategies are adopted to alleviate the situation.

### Recommendations/observations

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

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

### Action Taken

The figures regarding the Gender Parity Index (GPI) and proportion of SC/ST enrolled in primary and upper primary levels have been verified. As per DISE 2010-11 the Gender Priority Index primary and upper primary levels is 0.94.

The following table gives the proportion of SC and ST children enrolled at primary and upper primary levels:

States/UTs	SC			ST		
	% SC Population Share	% Enrolment Share	% Gap	ST Population share	% Enrolment share	% Gap
	Census 2001	DISE 2010-11		Census 2001	DISE 2010-11	
1	2	3	4	5	6	7
A & N Islands	0.00	0.00	0.00	8.30	7.54	-0.76



1	2	3	4	5	6	7
Andhra Pradesh	16.20	18.51	2.31	6.60	9.84	3.24
Arunachal Pradesh	0.60	0.27	-0.33	64.20	76.79	12.59
Assam	6.90	9.41	2.51	12.40	15.33	2.93
Bihar	15.70	18.28	2.58	0.90	1.95	1.05
Chandigarh	17.50	10.32	-7.18	0.00	0.07	0.07
Chhattisgarh	11.60	14.81	3.21	31.80	32.43	0.63
D and N Haveli	1.90	2.39	0.49	62.20	67.78	5.58
Daman and Diu	3.10	4.32	1.22	8.80	10.89	2.09
Delhi	16.90	10.26	-6.64	0.00	0.34	0.34
Goa	1.80	1.97	0.17	0.00	9.12	9.12
Gujarat	7.10	7.70	0.60	14.80	18.12	3.32
Haryana	19.30	27.94	8.64	0.00	0.08	0.08
Himachal Pradesh	24.70	28.09	3.39	4.00	5.74	1.74
Jammu and Kashmir	7.60	8.42	0.82	10.90	14.64	3.74
Jharkhand	11.80	14.44	2.64	26.30	29.20	2.90
Karnataka	16.20	18.32	2.12	6.60	7.90	1.30
Kerala	9.80	10.66	0.86	1.10	2.55	1.45
Lakshadweep	0.00	0.07	0.07	94.50	97.68	3.18
Madhya Pradesh	15.20	17.21	2.01	20.30	24.31	4.01
Maharashtra	10.20	14.32	4.12	8.90	11.80	2.90
Manipur	2.80	4.25	1.45	34.20	44.93	10.73
Meghalaya	0.50	1.10	0.60	85.90	91.59	5.69
Mizoram	0.00	0.24	0.24	94.50	98.49	3.99
Nagaland	0.00	0.02	0.02	89.10	91.58	2.48
Odisha	16.50	19.45	2.95	22.10	26.99	4.89
Puducherry	16.20	19.26	3.06	0.00	0.22	0.22
Punjab	28.90	37.85	8.95	0.00	0.02	0.02
Rajasthan	17.20	20.23	3.03	12.60	15.52	2.92
Sikkim	5.00	7.26	2.26	20.60	37.15	16.55
Tamil Nadu	19.00	24.41	5.41	1.00	1.71	0.71
Tripura	17.40	19.65	2.25	31.10	39.72	8.62
Uttar Pradesh	21.10	27.94	6.84	0.10	0.69	0.59
Uttarakhand	17.90	25.81	7.91	3.00	3.39	0.39
West Bengal	23.00	26.55	3.55	5.50	6.87	1.37
ALL STATES	16.20	19.06	2.86	8.20	10.70	2.50

Source: DISE 2010-11, Census 2001.

As can be seen, except A&N Islands, Arunachal Pradesh, Chandigarh and Delhi, the share of SC and ST enrolment at elementary level compares favourably with their share in the population.

### **Comments of the Committee**

**The Committee observes that it has been projected that except A&N Islands, Arunachal Pradesh, Chandigarh and Delhi, the share of SC and ST enrolment at elementary level compares favourably with their share in the population. The Committee would, however, like to point out that while percentage of SC/ST population share is as per census 2001 figures, percentage of SC/ST Enrolment share is as per DISE-2010-11. It is very clear that population must have increased by 2010-11 when compared with Census-2001 figures. Thus, it would be wrong to conclude that enrolment share of SC/ST has increased. Real assessment can be done only against the actual population figures. The Committee, therefore, emphasizes that assessment be made in the right perspective.**

### **Recommendations/observations**

3.32 According to the Department, there were 8.1 per cent out of school children in 2009-10. States with the highest number of out of school children were Rajasthan, West Bengal, Uttar Pradesh, Bihar and Jharkhand. Before the RTE Act came into force, SSA provided support for alternate schooling facilities under EGS and AIE components. Under the RTE Act, States were advised to upgrade all EGS Centres to regular primary schools by March, 2012. Now AIE centres have been re-visioned as Special Training Centres to integrate out of school children to an age appropriate class academically and emotionally with the rest of the children of the class. According to the Department, out of 32.06 lakh out of school children, 6.0 lakh children did not require special training and were enrolled directly in regular schools, KGBVs and other residential facilities. To cover the remaining 26.06 lakh out of school children, the MHRD has provided ₹1642.27 crore for operationalising 49,643 special training centres in 2011-12. The Committee, while appreciating the above initiative, would like to draw the attention of the Department to the observations of the Working Group Report on Elementary Education and Literacy (Twelfth Plan) which states the following:

- States like Uttar Pradesh, Bihar, Rajasthan and West Bengal account for 72 per cent of the total out of school children.
- 34.12 % (988.359) physically or mentally challenged children were found to be out of school.
- Schools are not equipped or geared to address the challenging needs of physically or mentally challenged children being most disadvantageous.
- close to 12 per cent of ST boys in rural areas are involved in labour force with a major chunk engaged in agricultural work at home.
- 9 per cent of ST rural girls are engaged in agricultural labour and 5.2 per cent in casual labour.

Around 9 to 10 per cent rural ST boys and girls are without the care and support of family.

### **Recommendations/observations**

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

## Quality of Education under SSA-RTE

### Recommendations/observations

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

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

### Recommendations/observations

3.35 With these concerted efforts, it is expected that the standard and quality of education being imparted in the schools would improve considerably. However, ground realities indicate a different picture. The following data containing two rounds of National Learners' Achievement Survey by NCERT is self revealing:

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

### **Action Taken**

For spreading awareness about RTE Act 'Shiksha ka Haq Abhiyan' has been launched to carry the message of RTE to every school and village in which States, non-governmental organisations and media interventions are all being involved.

Specific budget of Inclusive Education for 2012-13 under SSA is ₹79182.21 lakhs. This does not include other funds spent on children with disability from regular head like text books, uniforms etc.

In view of the Committee's recommendation, 9 States have done identification and assessment camps for children with disability in the first quarter of 2012-13 and 26 States have scheduled it in the second quarter of 2012-13 to improve retention and learning.

With regard to quality of education, two rounds of National Learners' Achievement Surveys have been completed by NCERT and these surveys have revealed improvements in the overall learning levels. The improvements in the learning levels have been there both in the rural and urban areas in almost all the subjects and for almost all categories of children.

NCERT has commenced the third round of Achievement Survey which covers the period after the RTE Act coming into force. The findings of the third round conducted recently for class V indicate that there is enhancement in the level of achievement in most States as per the following details:

- In Language there has been an improvement in learning achievement in 24 States/UTs.
- In Mathematics, 14 States have improved learning levels.
- In Environmental Studies, 24 States/UTs have shown an improvement in learning level.
- Further, it may be noted that the overall difference in achievement between boys and girls as well as urban and rural students has reduced, though the difference in social categories remains significant.

Central Advisory Board on Education (CABE) has constituted a Sub-Committee for Assessment and Implementation on Continuous and Comprehensive Evaluation (CCE) in the context of no detention provision in the RTE Act on 6th June, 2012. The Committee has been set up under the Chairpersonship of Hon'ble Minister of Education, Government of Haryana.

The States have been advised to focus on quality enhancement of learning levels. 17.16% of the approved outlay for 2012-13 is targeted towards improving quality in learning levels. This includes child entitlements like provision of free text books, uniforms and also support to CRCs/BRCs, school grants, in service teachers' training, induction teachers' training, training of untrained teachers, various grants to schools, provision of libraries, Learning Enhancement Programme etc.

### **Comments of the Committee**

**The Committee had drawn the attention of the Department to the observations of the Working Group on Elementary Education and Literacy (Twelfth Plan) about States like UP, Bihar, Rajasthan and West Bengal accounting for 72 per cent of the total out of school children. The Committee feels that mere launching of 'Shiksha Ka Haq Abhiyan' will not suffice. Concerted efforts covering every conceivable aspect so as to result in appreciable downfall in the number of out of school children have to be made by all concerned both at the Central and State level.**

**The Committee hopes that 26 States scheduled to conduct identification and assessment camps for children with disability in the second quarter of 2012-13 so as to**

improve retention and learning must have completed their assigned task. The Committee would like to be apprised about the follow-up action taken thereafter.

The Committee had taken note of the very discouraging data emerging from the two rounds of National Learners' Achievement Survey by NCERT. The Committee has been informed that the States have been advised to focus on quality enhancement of learning levels and 17.16 per cent of the approved outlay for 2012-13 is targeted towards improving quality in learning levels. The Committee can only say that mere allocation of funds is not going to enhance the quality level of education. What is required is focused efforts, especially in the context of States not doing well. Only then, one can hope about any improvement. One must not forget that mere projection of improved figures will not make any difference. Benefits of Central Schemes as well as State initiatives have to be assessed at the ground level.

The Committee had suggested evolving the concept of peer education system within the school as a means of learning enhancement. The Committee notes that the importance of peer learning has been discussed in National Workshops on quality as an integral part of children centric pedagogical practices. The Committee would be happy if things move beyond National Workshops and initiative in this regard is taken at the earliest.

#### **Recommendations/observations**

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

#### **Action Taken**

9 New Kasturba Gandhi Balika Vidyalayas (KGBVs) and 3500 additional seats in existing KGBVs have been approved by the Project Approval Board (PAB) while considering Annual Plan and Budget of States/UTs for 2012-13.

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

The Committee appreciates the initiative taken by the Department in opening new KGBVs and enhancing the remaining in the existing ones but it still feels that a lot more requires to be done. Keeping in view the vastness of the country and the gravity of the problem involved, the Committee, therefore, suggests that a more greater thrust is required in this direction both quantitatively as well as qualitatively for achieving better results.

#### **Teacher Recruitment and Training under SSA-RTE**

#### **Recommendations/observations**

3.41 Pursuant to the enforcement of the Right of Children to Free and Compulsory Education

Act, 2009, the additional requirement of teachers in elementary education was estimated at 5.08 lakh. Under SSA, a total of 12, 82,419 posts of teachers were sanctioned from 2001-02 to 2009-10 to cover both urban and rural areas, against which 10.30 lakh teachers were appointed as on 31.03.2010. With the enforcement of the RTE Act, an additional 6,82,788 teachers posts were sanctioned under SSA in the year 2010-11 and 2011-12. The cumulative progress in recruitment of teachers was stated to be 12,26,441 as on 31.12.2011. The States of Uttar Pradesh, Bihar, Rajasthan, West Bengal, Jharkhand, Odisha, Madhya Pradesh, Chhattisgarh and Andhra Pradesh were stated to be the States requiring the largest number of teachers to meet RTE norms.

### **Action Taken**

Out of 35 States/UTs, 22 States/UTs namely Andaman & Nicobar, Andhra Pradesh, Assam, Bihar, Chandigarh, Chhattisgarh, Dadra and Nagar Haveli, Daman and Diu, Goa, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Kerala, Madhya Pradesh, Manipur, Meghalaya, Nagaland, Punjab, Rajasthan, Uttar Pradesh and Uttarakhand have conducted Teacher Eligibility Test (TET). 4 UTs namely A&N Islands, Chandigarh, Delhi and Lakshadweep have conducted TET using central TET.

A software has been developed and shared with the States for transparent teacher re-deployment. The issue has also been discussed in the PAB meetings held between February-May, 2012 to consider Annual Plans of States/UTs for 2012-13. The issue was also flagged in meeting of Education Secretaries/ State Project Directors held on 25.4.2011 and 04.1.2012.

### **Comments of the Committee**

**The Committee appreciates the initiatives taken by the Department in teacher recruitment and training under SSA-RTE. The Committee would appreciate if latest figures regarding teacher recruitment, training and re-deployment are provided to the Committee.**

### **Recommendations/observations**

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

### **Action Taken**

One of the biggest challenges confronting the States is the training of untrained teachers. The appointment of teachers with lower entry and professional qualifications has directly impacted the quality of teaching in schools. The RTE Act attaches immense significance to the role of teachers in improving elementary education by making available professionally trained teachers for the school system. It provides a time frame of five years for ensuring that all teachers in elementary schools are professionally trained. Within this period, all teachers would need to acquire

the academic and professional qualifications prescribed by the academic authority under the RTE Act. In this context, NCTE has provided that teachers appointed after the NCTE (Determination of Minimum Qualifications for Recruitment of Teachers in Schools) Regulations, 2001 became operational on 3rd September 2001, would require Senior Secondary and D.Ed (two years) or Senior Secondary and B.El.Ed (4 years) for teaching at the primary stage of education. For teaching at the upper primary stage a teacher would require (a) Senior Secondary and D.Ed (two years) or (b) Senior Secondary and B.El.Ed (4 years), (c) Graduation with B.Ed (one year). States may make an assessment of the teachers requiring academic and professional qualifications as per the above NCTE Regulation. The RTE Act also provides that where State does not has adequate institutions offering courses or training of teachers' education or teacher possessing minimum qualification as laid down by NCTE, the Central Government may grant necessary relaxation in minimum qualification for appointment of teacher for a period not exceeding five years. SSA will support the training of untrained teachers to meet NCTE requirements as well as to develop group of pedagogically empowered teacher.

The problem of untrained teachers exists in Arunachal Pradesh, Bihar, Chhattisgarh, J&K, Jharkhand, Manipur, Meghalaya, Nagaland, Tripura, U.P. and West Bengal. In order to address the issue, Assam, West Bengal, Chhattisgarh, UP, Bihar and Jharkhand have already obtained recognition from NCTE for training of untrained teachers by State level institutions.

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

**The Committee, while noting the reply of the Department, would like to state that along with recruitment of required number of teachers, their training has been an area of deep concern for the Committee. A very high percentage of untrained teachers has been one of the main constraints of SSA/RTE hindering in providing quality education. Even through NCTE guidelines for teacher training exist, the problem of untrained teachers continues to persist. The Department has itself admitted that the problem of untrained teachers exists in Arunachal Pradesh, Bihar, Chhattisgarh, Jammu and Kashmir, Jharkhand, Manipur, Meghalaya, Nagaland, Tripura, Uttar Pradesh and West Bengal. The very fact that a large number of States, as indicated above, continue to have a very high percentage of untrained teachers is a serious reflection on the claims of the Department that every support is being extended for training of untrained teachers as per the NCTE requirements. The Committee once again reiterates that if the goal of universalization of quality education is to be achieved then strategic focus is required to be made on the teacher training aspect whether it be in service training, induction training or training of untrained teachers. The Committee would further recommend that an effective monitoring mechanism to track the level of different categories of training of teachers be put in place expeditiously, followed by corrective measures, wherever required.**

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

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

#### **Action Taken**

No Comments.

### Comments of the Committee

The Committee, while appreciating the initiative taken for inclusion of children in private unaided schools in SC and ST concentration districts under MDM Scheme, would have been happy to know any progress made so far in this regard. The Committee, accordingly, recommends that the matter may be pursued vigorously so that the initiative under the MDM Scheme takes off at the earliest.

### Recommendations/observations

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

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

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

### Action Taken

The MDM Guidelines 2006 envisaged that cooking cost includes cost of pulses, vegetables, oils, condiments and fuel. The funds towards cooking cost are being shared between Centre and States/UTs in the ratio of 75:25 for Non-NER States and 90:10 for NER States. The suggestions of the Committee are noted and action would be taken to appropriately reflect the expenditures under the scheme.

### Comments of the Committee

The Committee had observed that cooking cost also includes other ingredients such as edible oil, pulses, dal, vegetables, spices and fuel. The Committee had suggested that the cost of these items be excluded from cooking cost and shown separately. The Committee has been given to understand that MDM Guidelines, 2006 envisaged that cooking cost included cost of all these items. The Committee fails to understand the rationale behind this demarcation, especially when cost of foodgrains (13%) and honorarium to cooks (16%) is shown separately. The Committee is of the opinion that the cost components of different indicators under the MDM Scheme need to be reviewed and revised. There should be no over-lapping.

### Recommendations/observations

#### 4.6 Lifting of foodgrain

As per the information made available by the Department, all States/UTs have been lifting



less than 80 per cent of their gross allocated share of foodgrains. Data relating to allocation of foodgrains, lifting and utilization percentage in respect of some States is as indicated below:

State/UT	Gross Allocation for both Primary/Upper Primary	Lifting for both Primary/Upper Primary	Utilization % for both Primary/Upper Primary
Bihar	282233	74399.18	26
Arunachal Pradesh	6677	2541.07	38
Chandigarh	1635	700.70	43
West Bengal	265420	126302.00	48
Tamil Nadu	115987	55508.00	48
Assam	127328	63312.04	50
Karnataka	146790	76393.08	52
Puducherry	2315	1294.27	56
Haryana	54133	30881.56	57
Maharashtra	300300	175472.83	58
Chhattisgarh	1053440	63406.07	60

#### Recommendations/observations

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

#### Action Taken 4.6 and 4.7

In the Statement given in para 4.6, the figures of % of utilization for both primary and upper primary levels are actually figures related to lifting and not the utilization figures. As the States/UTs were having sufficient Opening Balance (OB) (which act more like a buffer stock) as on 31.3.2011 (as mentioned below), the overall availability of foodgrains during the year 2011-12 (3 quarters) consisted of foodgrains lifted + OB. Thus the percentage of utilization was more than the percentage shown in table 4.6, as may be seen below:

Sl. No.	States/UTs	O. B. as on 1.4.2011
1	2	3
1	Bihar	70002.89
2	Arunachal Pradesh	0.00
3	Chandigarh	205.14

1	2	3
4	West Bengal	14641.29
5	Tamil Nadu	10808.024
6	Assam	527.85
7	Karnataka	11892.056
8	Puducherry	0
9	Haryana	1842.75
10	Maharashtra	14116.02
11	Chhattisgarh	0.00

Sl. No.	States/UTs	Utilization	%
1	Bihar	127509.54	45
2	Arunachal Pradesh	4778.25	72
3	Chandigarh	804.60	49
4	West Bengal	140187.86	53
5	Tamil Nadu	77909.70	67
6	Assam	63543.28	50
7	Karnataka	102375.28	70
8	Puducherry	1560.50	67
9	Haryana	30698.38	57
10	Maharashtra	180820.28	60
11	Chhattisgarh	68798.89	60

The MHRD allocates the foodgrain to all the States/UTs based on the number of children and number of working days approved by the Programme Approval Board for Mid Day Meal Scheme. The States/UTs lift the foodgrains from FCI as per the quantum allotted to them after adjusting unspent balance available with them. It is relevant to mention that as per MDM Guidelines, all the children attending the eligible schools are entitled to avail of the Mid Day Meal Scheme on all working days.

State specific reasons have been identified in respect of concerned States/UTs mentioned in the Table above. This has been done based on the review of performance of these States/UTs during the first three quarters of 2011-12 (*i.e.* from April, 2011 to December, 2012) in the PAB-MDM meetings held between February to May, 2012 for finalizing their central allocations for the year 2012-13.

#### Comments of the Committee

**The very fact that States/UTs are having sufficient Opening Balance of foodgrains indicates that allocation of foodgrains is not based on position at the ground level. It has**

to be kept in mind that allocation of foodgrains involves expenditure of public funds. The Committee would also like to point out that States/UT like Bihar, Chandigarh, West Bengal, Assam, Haryana and Maharashtra not only have Opening Balance of foodgrains to their credit, but also have failed to show their optimum utilization. The Committee, accordingly, recommends that the Departemnt should take up this issue with the concerned States/UTs.

### **Infrastructure under MDM Scheme**

#### **Recommendations/observations**

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

#### **Action Taken**

In the year 2006-07, provision for releasing Central Assistance towards construction of kitchen shed-cum-Stores @ ₹60,000 per unit to the States/UTs was introduced under MDM Scheme. It was decided to fill the infrastructure gap in a phased manner over a period of time. The cost of Kitchen sheds was fully borne by Central Government before 1st December, 2009.

However, several States/UTs were finding it difficult to get the Kitchen-cum-store constructed in ₹60,000. Many States and UTs were also unable to affect convergence with other development programmes. States/UTs persistently demanded that the cost of construction should be enhanced to the reasonable level to help achieve the objectives of the Scheme.

In view of this, the cost of construction of Kitchen-cum-store was revised from 1.12.2009. The cost of construction is now determined on the basis of State Schedule of Rates (SOR) and the plinth area norms prescribed by Govt. of India. The cost of construction of kitchen-cum-store is now being shared between Centre and NER States on the basis of 90:10 and for other States on 75:25 basis.

A total number of **955473** kitchen-cum-stores have been sanctioned during **2006-07 to 2011-12**, out of which a total number of **656413** kitchen-cum-stores have so far been constructed/under construction. Most of the kitchen-cum-stores sanctioned @ Rs.60000 could not be constructed because of escalation in the prices of materials, labour charges etc. A statement indicating progress of construction of kitchen-cum-stores sanctioned so far is given at **Annexure-III**.

During the meetings of PAB-MDM 2012-13 held during February, 2012 with all States and UTs, it has been emphasised that construction of pending kitchen-cum-stores should be completed on a priority basis. The PAB-MDM has directed the defaulting States to submit the action plan for early construction of kitchen-cum-stores.

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

The Committee views with serious concern the progress made in the construction of Kitchen-cum-stores. The Committee finds that out of total number of **9,55,473** Kitchen-cum-stores sanctioned during **2006-07 to 2011-12**, only a total number of **6,56,413** kitchen-cum-stores have so far been constructed/under construction. Status-wise status of kitchen-cum-

stores reveals a very discouraging scenario in respect of States/UTs like Andhra Pradesh, J&K, Jharkhand, Kerala, Maharashtra, Manipur, A&N Islands and Dadra and Nagar Haveli. What is more disturbing is that status of constructed Kitchen-cum-Stores is also not clear as the figures include both the constructed and in progress Kitchen-cum-stores. Thus, in totality, it cannot be stated as to how many Kitchen-cum-Stores are fully constructed and ready for use. The Committee can only conclude that monitoring of these projects has not yielded the desired results so far. The Committee, therefore, once again emphasizes that all out efforts have to be made so that all the targeted Kitchen-cum-Stores are completed without any further delay.

### Quality of food

#### Recommendations/observations

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

#### Action Taken

In June, 2010, guiding principles for setting up Grievance Redressal Mechanisms (GRMs) for registering complaints through toll free number/dedicated telephone number or through letters were issued to all States/UTs. States/UTs have established GRMs and they are redressing grievances within the time-frame fixed for each type of grievances. Data on such complaints / grievances received and redressed through GRMs is maintained by the States. The details of the method of redressing grievances in various States/UTs are given in the **Annexure-IV**.

The Ministry of HRD has decided to use the MIS integrated with IVRS in registering the grievances and their redressal through online system. Few States like Odisha, Jharkhand, Kerala, Karnataka etc. have set up helpline to register the complaints of the stakeholders.

At present, whenever any complaints or news reports come to the notice of the Department regarding any irregularity in implementation of scheme, the matter is immediately taken up with the concerned States for sending their comments as well as taking action on the complaints.

#### Comments of the Committee

The Committee observes that efforts have been made to have in place an effective Grievance Redressal Mechanism with respect to complaints on MDM Scheme. However, gaps still remain. The Committee notes that only few States, *i.e.* Odisha, Jharkhand, Kerala and Karnataka, Punjab, Tripura, West Bengal, Chandigarh, Bihar, Haryana, J&K, Madhya Pradesh, UP and Maharashtra have set up helpline to register the complaints of stakeholders. Not only this, state-wise number of complaints received and their disposal

status does not indicate the actual disposal status of complaints received. For example, 112, 200, 183, 743 complaints were received by Karnataka, West Bengal, Haryana and UP respectively but it has been simply mentioned that action has been taken as per the laid down procedure. Besides that, as per the information made available, in States/UTs like Sikkim, Puducherry, Kerala, Odisha, Himachal Pradesh, Arunachal Pradesh, Jharkhand, Dadra and Nagar Haveli and Tamil Nadu, no complaints were received during the last three years. It can only be concluded that either the Scheme is being run very efficiently or the Grievance Redressal Mechanism does not exist there. The Committee is of the view that Grievance Redressal Mechanism has to be strengthened in all the States so as to ensure the reach of MDM Scheme to all the targeted beneficiaries.

## **TEACHER EDUCATION**

### **Recommendations/observations**

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

### **Action Taken**

The revised Scheme of Teacher Education for the Twelfth Plan *inter alia* envisages upgradation of 30 Secondary Teacher Education Institute in colleges of education, upgradation of 50 Departments of Education in Universities as Institutes of Advanced Studies in Education (IASEs) and establishment of 55 DIETs in the newly created districts.

The Scheme also envisages restructuring and strengthening of the DIET structure, with greater financial outlay for strengthening of infrastructure and for programmes and activities of the DIETs. With regard to filling up of vacant posts, the Scheme envisages grant of Central assistance on the condition that all posts in the DIETs are filled up by 31st March, 2013 and at no point, the vacancy should exceed 5% of the sanctioned strength.

### **Comments of the Committee**

The Committee observes that a revised scheme of Teacher Education has been proposed for the Twelfth Plan. The Committee hopes that this scheme takes off in the real sense during the Twelfth plan period only. The Committee feels that the most crucial aspect of teacher vacancies still remains sidelined under the revised scheme. The condition of grant of central assistance only on all posts in the DIETs being filled up by 31st March, 2013 will not serve any purpose. Rather it would have adverse impact on other components of the scheme. The Committee is of the view that the problem of shortage of qualified teachers has to be tackled in a mission mode by all the stakeholders.

## VII. INFORMATION AND COMMUNICATION TECHNOLOGY (ICT) IN SCHOOLS

### Recommendations/observations

8.2 The Committee notes that during the Eleventh Plan Period, an amount of ₹6000.00 crore was earmarked for the scheme out of which only ₹1650.00 crore was actually allocated. That the financial targets of Eleventh Plan under the scheme could not be achieved is visible from the figures given below:

Earmarked ₹6000.00 crore	Actual allocation	as on 28.03.2012 (in crore)		
		BE	RE	Actual Expenditure
<b>Eleventh Plan</b>	2007-08	250	250	254.45
	2008-09	300	300	277.34
	2009-10	300	200	187.85
	2010-11	400	400	388.99
	2011-12	500	500	490.00
			1650	1650

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

### Action Taken

During the Eleventh Plan, an amount of ₹6000.00 crore was earmarked for the scheme out of which only ₹1650.00 crore was actually allocated. Out of the total allocated amount of ₹1650.00 crore, an amount of ₹1606.66 crore which is 97.3% of the allocation has been utilized during Eleventh Plan. Year-wise allocation and utilisation of funds may be seen at Annexure-VII.

It may also be mentioned that during 2009-10, the scheme was revised and the revised guidelines were issued in July, 2010 due to which it took some time for the States/UTs to adopt/adept to the changes/revisions made in the Scheme and respond with the Computer Education Plans. Hence the actual utilization position in this period was low.

The suggestion of the Committee for providing adequate resource for the scheme has been noted. All efforts will be made to improve the implementation to achieve the desired progress of the scheme.

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

**The Committee is not satisfied with the reply of the Department especially in view of the fact that India is being touted as global IT hub and this important scheme whereby our students would learn basics of the ICT is being put back due to this lackadaisical approach of the Government. The Committee feels that the Department is not seriously implementing this very very important scheme which would not only lead to divide amongst the students of various socio-economic groups in the country but could also hurt the country in its drive towards becoming global hub. The Committee, therefore, reiterates its earlier recommendations and further reiterates that allocation under this scheme be enhanced and it be implemented/monitored more efficiently to improve results.**

## CHAPTER-IV

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

#### V. TEACHER EDUCATION

##### Recommendations/observations

5.3 The Committee would also like to reiterate that teachers' education and strengthening of teacher training institutions is still not receiving the priority it deserves in terms of fund allocation, planning and human resource development. The budget allocation for this particular scheme aimed at creating institutional infrastructure for pre-service and in-service training of elementary and secondary school teachers was ₹500.00 crore in 2010-11, out of which only ₹340.24 crore could be exhausted upto 30.09.2011. Again in 2011-12, budget allocation of ₹500.00 crore was made for the scheme and the actual expenditure upto 31.12.2011 was ₹313.97 crore only. One of the reasons for variation in budget allocation and actual expenditure was said to be large vacancies of academic and non-academic posts in DIETs, CTEs and IASEs and proposals for assistance for salary and training programmes being inadequate. The Committee is unhappy over under-utilization of funds for this scheme. It would like the Department to make optimum and judicious utilization of allocated funds so as to ensure fully functional DIETs, CTEs, IASEs and SCERTs.

##### Action Taken

One of the main reasons for low utilisation of funds under the Scheme of Teacher Education was the large vacancy of posts in the teacher education institutions, which persisted with time. This also led to lower absorptive capacity of the institutions for utilising funds for various programmes and activities.

The revised Scheme of Teacher Education aims to address this problem by making filling up of vacant posts a condition for grant of Central assistance. The fund requirement would be assessed on the actual needs of the States, as reflected in the Annual Work Plans of the State Government.

#### IX. RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN

##### Recommendations/observations

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



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

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

#### **Action Taken**

Keeping in view the problems being faced by States in the implementation of the provisions of the scheme due to non-adoption of State Schedule of Rates and MMER @ of 2.2%, the Department has initiated the process of amending certain provisions of the scheme through revised EFC. The Planning Commission has supported the Ministry's proposal for adoption of State Schedule of Rates. They have, however, not supported the proposal for enhancement of the rate of MMER from 2.2% to 6%. The matter is being processed further.

## OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE — AT A GLANCE

### II. BUDGETARY ALLOCATION

The Committee is constrained to observe that maximum utilization in respect of Scheme like Navodaya Vidyalayas, National Scheme for Incentive to Girls for School Education, Construction of Girls Hostels has taken place in the last quarter of the financial year. This clearly indicates that there were problems in the implementation of these schemes. The Committee once again emphasizes that concerted efforts are required to be made by the Ministry as well as the implementing authorities in identifying the bottlenecks and taking measures so as to ensure optimum and judicious utilization of allocated funds.

(Para 2.6)

The Committee finds the reply of the Department too general. The Committee would appreciate if the Department makes concerted efforts in ensuring judicious and optimum utilization of allocated funds to reduce unspent balances. The Committee expects that the Department would initiate fresh efforts for better utilization of funds by States after putting in place an effective monitoring mechanism. The matter of liquidating old pending utilization certificates needs to be vigorously pursued with the implementing authorities.

(Para 2.10)

### III. SARVA SHIKSHA ABHIYAN/RIGHT TO EDUCATION

The Committee would also appreciate if the financial constraints being faced by States like UP, Odisha, Madhya Pradesh, Bihar, Chhattisgarh, Rajasthan and Andhra Pradesh in making their share available for implementation of SSA-RTE initiative are also looked into and required action taken accordingly.

(Para 3.10)

#### Conversion from other Schemes

The Committee is still not satisfied with the reply of the Department that they merely send advisory to the States in this regards. The Committee feels that more better co-ordination is requires at the central level as the shortage of the funds for these important schemes for social welfare of general public is hurting their implementation. This conversion of funds would not only help more effective channelizing of the meagre resources but also help in putting less burden on the Government. The Committee, therefore, reiterates its earlier recommendation.

(Para 3.11)

The Committee would like to be apprised of the exact factual position with regard to the number of schools, both Government and aided, going down in certain States along with the reasons therefor. Decline in the number of teachers is a cause of serious concern for the Committee. The Committee appreciates the policy of rational deployment of teachers. However, the issues of vacancies of teachers and slow recruitment-process cannot be ignored. The Department itself has attributed the decline in the number of teachers to the slow recruitment process in the States. The Committee further notes that Assam, Bihar, Madhya Pradesh, Maharashtra, Manipur, Punjab, Rajasthan, Uttar Pradesh, Uttarakhand and West Bengal show major gaps in the sanction and recruitment of teachers. Recruitment of required number of teachers has been an area of deep concern for the Committee as it feels

that in the absence of this particular variable, universalisation of quality education for all the children would remain an elusive goal. The Committee would like the Department to impress upon the State Governments to expedite their procedural process of teacher recruitment. The Committee would also like to be apprised of the State specific interventions in respect of the States where there is a major gap in the sanction and recruitment of teachers and their outcome. (Para 3.12 and 3.13)

#### **Infrastructure Development under SSA-RTE**

The Committee notes the improvement that has taken place in all the components of infrastructure required under SSA-RTE. However, as stated its previous recommendation, these are not matching with the ground realities in this regard as there have been large scale regional disparities/gaps in respect of these components. An overall holistic improvement and development of this kind as infrastructure is the need of the hour encompassing every village in States. The Committee would appreciate if the Department plays a pro-active role in plugging regional disparities/gaps by co-ordinating with the States to ensure uniform infrastructural development in all the States as per their requirement under SSA/RTE. The Committee deserves that target achievement includes both completion and in process percentage. Thus, it is not known as to what is the actual level of target achievement. The Committee, accordingly, is constrained to observe that there is an urgent need for projecting the real picture so far as achievement of projected targets is concerned. There should be no problem in indicating the 'in process' and achieved figures. (Para 3.15 to 3.18)

The Committee takes note of the various steps taken by the Department to arrest the drop out rate of SC/ST children. The Committee is apprehensive whether these steps have resulted in visible improvements on the ground in reversing the trend by improving retention remains to be seen. The Committee would like the Department to come out with latest studies/surveys in this regard and apprise it of the same at the earliest. (Para 3.25)

The Committee feels that inspite of a number of initiatives taken by the Department to lower drop out rates of SC/ST children in special focus districts in the States of Assam, Odisha, Rajasthan, West Bengal and Dadra and Nagar Haveli, the drop out rate at elementary level still remains above 50 per cent at elementary level which is indicative of the fact that either initiatives are not being implemented properly or not yielding the desired results. The Committee feels that this situation requires urgent attention of the Department. The Committee would also like to point out that in the case of Dadra and Nagar Haveli, the drop out rate of SC/ST children at elementary level has gone up in 2009-10 as compared to 2005-06 level. The Committee would like the situation to be explained. Overall, the Committee is of the considered opinion that the problem of drop out of SC/ST children at elementary level needs to be addressed properly and urgent remedial and focused steps are required to be initiated in co-ordination with the implementing agencies and State machinery not only in terms of fiscal/financial interventions but also at level of social as well as psychological interventions. The Committee once again strongly reiterates that a sustained publicity campaign is required to be carried out. Panchayats, local community leaders, dedicated NGOs may also be involved to achieve the desired goal of integrated education for all. (Para 3.26)

The Committee takes note of the provisioning done for infrastructural development in Special Focus Districts. However, the Committee is constrained to observe that pace of infrastructural development in terms of opening and construction of new primary and

upper primary schools has been rather very slow. Same is the situation with regard to additional class rooms and appointment of teachers. The Committee feels that these variables are very important factors in attracting and retaining the children in the schools. If the Department is unable to provide these basic facilities, then it cannot hope to cover all the children in the schools. The Committee would like the Department to set time limits for providing infrastructural facilities and put in place an effective co-ordination mechanism. So far as decline in the average drop out rate in Special focus Districts is concerned, the Committee observes that the decline is marginal and is still much higher than the national average. As the aim is to bring to schooling the marginal and backward children of the special focus districts, having concentration of such children, the Committee would appreciate if focused and specific strategies are adopted to alleviate the situation.

(Para 3.27 and 3.28)

The Committee observes that it has been projected that except A&N Islands, Arunachal Pradesh, Chandigarh and Delhi, the share of SC and ST enrollment at elementary level compares favourably with their share in the population. The Committee would, however, like to point out that while percentage of SC/ST population share is as per census 2001 figures, percentage of SC/ST Enrolment share is as per DISE-2010-11. It is very clear that population must have increased by 2010-11 when compared with Census-2001 figures. Thus, it would be wrong to conclude that enrolment share of SC/ST has increased. Real assessment can be done only against the actual population figures. The Committee, therefore, emphasizes that assessment be made in the right perspective.

(Para 3.29)

#### Quality of Education under SSA-RTE

The Committee had drawn the attention of the Department to the observations of the Working Group on Elementary Education and Literacy (Twelfth Plan) about States like UP, Bihar, Rajasthan and West Bengal accounting for 72 per cent of the total out of school children. The Committee feels that mere launching of 'Shiksha Ka Haq Abhiyan' will not suffice. Concerted efforts covering every conceivable aspect so as to result in appreciable downfall in the number of out of school children have to be made by all concerned both at the Central and State level.

The Committee hopes that 26 States scheduled to conduct identification and assessment camps for children with disability in the second quarter of 2012-13 so as to improve retention and learning must have completed their assigned task. The Committee would like to be apprised about the follow-up action taken thereafter.

The Committee had taken note of the very discouraging data emerging from the two rounds of National Learners' Achievement Survey by NCERT. The Committee has been informed that the States have been advised to focus on quality enhancement of learning levels and 17.16 per cent of the approved outlay for 2012-13 is targeted towards improving quality in learning levels. The Committee can only say that mere allocation of funds is not going to enhance the quality level of education. What is required is focused efforts, especially in the context of States not doing well. Only then, one can hope about any improvement. One must not forget that mere projection of improved figures will not make any difference. Benefits of Central Schemes as well as State initiatives have to be assessed at the ground level.

The Committee had suggested evolving the concept of peer education system within the school as a means of learning enhancement. The Committee notes that the importance of peer learning has been discussed in National Workshops on quality as an integral part of children centric pedagogical practices. The Committee would be happy if

things move beyond National Workshops and initiative in this regard is taken at the earliest. (Paras 3.32 to 3.35)

The Committee appreciates the initiative taken by the Department in opening new KGBVs and enhancing the remaining in the existing ones but it still feels that a lot more requires to be done. Keeping in view the vastness of the country and the gravity of the problem involved, the Committee, therefore, suggests that a more greater thrust is required in this direction both quantitatively as well as qualitatively for achieving better results. (Para 3.40)

#### **Teacher Recruitment and Training under SSA-RTE**

The Committee appreciates the initiatives taken by the Department in teacher recruitment and training under SSA-RTE. The Committee would appreciate if latest figures regarding teacher recruitment, training and re-deployment are provided to the Committee. (Para 3.41)

The Committee, while noting the reply of the Department, would like to state that along with recruitment of required number of teachers, their training has been an area of deep concern for the Committee. A very high percentage of untrained teachers has been one of the main constraints of SSA/RTE hindering in providing quality education. Even through NCTE guidelines for teacher training exist, the problem of untrained teachers continues to persist. The Department has itself admitted that the problem of untrained teachers exists in Arunachal Pradesh, Bihar, Chhattisgarh, Jammu and Kashmir, Jharkhand, Manipur, Meghalaya, Nagaland, Tripura, Uttar Pradesh and West Bengal. The very fact that a large number of States, as indicated above, continue to have a very high percentage of untrained teachers is a serious reflection on the claims of the Department that every support is being extended for training of untrained teachers as per the NCTE requirements. The Committee once again reiterates that if the goal of universalization of quality education is to be achieved then strategic focus is required to be made on the teacher training aspect whether it be in service training, induction training or training of untrained teachers. The Committee would further recommend that an effective monitoring mechanism to track the level of different categories of training of teachers be put in place expeditiously, followed by corrective measures, wherever required. (Para 3.47)

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

The Committee, while appreciating the initiative taken for inclusion of children in private unaided schools in SC and ST concentration districts under MDM Scheme, would have been happy to know any progress made so far in this regard. The Committee, accordingly, recommends that the matter may be pursued vigorously so that the initiative under the MDM Scheme takes off at the earliest. (Para 4.2)

The Committee had observed that cooking cost also includes other ingredients such as edible oil, pulses, dal, vegetables, spices and fuel. The Committee had suggested that the cost of these items be excluded from cooking cost and shown separately. The Committee has been given to understand that MDM Guidelines, 2006 envisaged that cooking cost included cost of all these items. The Committee fails to understand the rationale behind this demarcation, especially when cost of food grains (13%) and honorarium to cooks (16%) is shown separately. The Committee is of the opinion that the cost components of different indicators under the MDM Scheme need to be reviewed and revised. There should be no over-lapping. (Para 4.5)

### Lifting of foodgrain

The very fact that States/UTs are having sufficient Opening Balance of foodgrains indicates that allocation of foodgrains is not based on position at the ground level. It has to be kept in mind that allocation of foodgrains involves expenditure of public funds. The Committee would also like to point out that States/UT like Bihar, Chandigarh, West Bengal, Assam, Haryana and Maharashtra not only have Opening Balance of foodgrains to their credit, but also have failed to show their optimum utilization. The Committee, accordingly, recommends that the Department should take up this issue with the concerned States/UTs.

(Para 4.6)

### Infrastructure under MDM Scheme

The Committee views with serious concern the progress made in the construction of Kitchen-cum-stores. The Committee finds that out of total number of 9,55,473 Kitchen-cum-stores sanctioned during 2006-07 to 2011-12, only a total number of 6,56,413 kitchen-cum-stores have so far been constructed/under construction. Status-wise status of kitchen-cum-stores reveals a very discouraging scenario in respect of States/UTs like Andhra Pradesh, J&K, Jharkhand, Kerala, Maharashtra, Manipur, A&N Islands and Dadra and Nagar Haveli. What is more disturbing is that status of constructed Kitchen-cum-Stores is also not clear as the figures include both the constructed and in progress Kitchen-cum-stores. Thus, in totality, it cannot be stated as to how many Kitchen-cum-Stores are fully constructed and ready for use. The Committee can only conclude that monitoring of these projects has not yielded the desired results so far. The Committee, therefore, once again emphasizes that all out efforts have to be made so that all the targeted Kitchen-cum-Stores are completed without any further delay.

(Para 4.9)

### Quality of food

The Committee observes that efforts have been made to have in place an effective Grievance Redressal Mechanism with respect to complaints on MDM Scheme. However, gaps still remain. The Committee notes that only few States, *i.e.* Odisha, Jharkhand, Kerala and Karnataka, Punjab, Tripura, West Bengal, Chandigarh, Bihar, Haryana, J&K, Madhya Pradesh, UP and Maharashtra have set up helpline to register the complaints of stakeholders. Not only this, State-wise number of complaints received and their disposal status does not indicate the actual disposal status of complaints received. For example, 112, 200, 183, 743 complaints were received by Karnataka, West Bengal, Haryana and UP respectively but it has been simply mentioned that action has been taken as per the laid down procedure. Besides that, as per the information made available, in States/UTs like Sikkim, Puducherry, Kerala, Odisha, Himachal Pradesh, Arunachal Pradesh, Jharkhand, Dadra and Nagar Haveli and Tamil Nadu, no complaints were received during the last three years. It can only be concluded that either the Scheme is being run very efficiently or the Grievance Redressal Mechanism does not exist there. The Committee is of the view that Grievance Redressal Mechanism has to be strengthened in all the States so as to ensure the reach of MDM Scheme to all the targeted beneficiaries.

(Para 4.10)

### TEACHER EDUCATION

The Committee observes that a revised scheme of Teacher Education has been proposed for the Twelfth Plan. The Committee hopes that this scheme takes off in the real sense during the Twelfth plan period only. The Committee feels that the most crucial aspect of teacher vacancies still remains sidelined under the revised scheme. The condition of

grant of central assistance only on all posts in the DIETs being filled up by 31st march, 2013 will not serve any purpose. Rather it would have adverse impact on other components of the scheme. The Committee is of the view that the problem of shortage of qualified teachers has to be tackled in a mission mode by all the stakeholders. (Para 5.2)

## VII. INFORMATION AND COMMUNICATION TECHNOLOGY (ICT) IN SCHOOLS

The Committee is not satisfied with the reply of the Department especially in view of the fact that India is being touted as global IT hub and this important scheme whereby our students would learn basics of the ICT is being put back due to this lackadaisical approach of the Government. The Committee feels that the Department is not seriously implementing this very-very important scheme which would not only lead to divide amongst the students of various socio-economic groups in the country but could also hurt the country in its drive towards becoming global hub. The Committee, therefore, reiterates its earlier recommendations and further reiterates that allocation under this scheme be enhanced and it be implemented/monitored more efficiently to improve results. (Para 8.2)





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# MINUTES

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**XIII**  
**THIRTEENTH MEETING**

The Committee on Human Resource Development met at 4.00 P.M. on Thursday, the 21<sup>st</sup> February, 2013 in Committee Room 'A', Ground Floor, Parliament House Annexe, New Delhi.

**PRESENT**

**RAJYA SABHA**

1. Shri Oscar Fernandes — *Chairman*
2. Dr. Bhalchandra Mungekar
3. Shri Avinash Rai Khanna
4. Shri Tarun Vijay
5. Shri Derek O' Brien
6. Chaudhary Munabbar Saleem
7. Shri Baishnab Parida

**LOK SABHA**

8. Shri Suresh Angadi
9. Shri P.K. Biju
10. Shri Mahadev Singh Khandela
11. Shri Kapil Muni Karwariya
12. Shri Virender Kashyap
13. Shri N. Peethambara Kurup
14. Shri Raghuvir Singh Meena
15. Capt. Jai Narain Prasad Nishad
16. Shri Balakrishna K. Shukla
17. Shri Manicka Tagore

**SECRETARIAT**

Shrimati Vandana Garg, *Additional Secretary*

Shri Arun Sharma, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

Shrimati Harshita Shankar, *Assistant Director*

2. At the outset, the Chairman welcomed the Members to the meeting of the Committee convened to consider and adopt the draft 248<sup>th</sup> Report on the Universities for Research and Innovation Bill, 2012 and draft 249<sup>th</sup>, 250<sup>th</sup>, 251<sup>st</sup> and 252<sup>nd</sup> Reports on Action Taken by Government

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\*\*\* Relates to other matter.



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# **ANNEXURES**

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## ANNEXURE-I

**Decline in the number of schools (Government + Aided) during 2009-10 and 2010-11**

State/UT	2009-10	2010-11	Difference
Andhra Pradesh	83235	82719	-516
Arunachal Pradesh	4423	4173	-250
Daman and Diu	95	89	-6
Haryana	15563	15319	-244
Manipur	3084	2975	-109
Mizoram	2478	2401	-77
Rajasthan	80429	78428	-2001

## ANNEXURE-II

## Updated achievement of Civil Works under SSA as on 31.03.2012

Sl. No.	State	Primary School		Upper Primary School		Additional Classrooms		Drinking Water		Toilets						
		Target	IP comp.	Target	IP comp.	Target	IP comp.	Target	IP comp.	Target	IP comp.					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1	Andhra Pradesh	7708	34	7674	1940	0	1940	82948	9431	72320	9041	44	8997	34902	970	32778
2	Arunachal Pradesh	1433	124	1309	617	0	514	4565	608	3953	1891	42	1849	1997	584	1371
3	Assam	10979	754	10195	1170	0	1170	59999	944	59055	788	0	788	25325	0	25325
4	Bihar	17466	2714	10381	544	12	528	263225	90827	141695	21606	206	21012	62759	6747	55218
5	Chhattisgarh	10603	1265	8932	8781	902	7805	46622	8227	37268	3288	225	2701	40314	20501	17842
6	Goa	0	0	0	0	0	0	227	54	123	529	232	274	1039	464	541
7	Gujarat	835	0	797	0	0	0	44772	2734	42257	6576	0	7451	10756	3	9985
8	Haryana	1025	64	866	1317	191	1130	28110	5136	22225	5512	47	5279	16233	450	15684
9	Himachal Pradesh	80	10	2	20	0	0	11087	1328	9414	2417	43	2373	14267	2799	10211
10	Jammu and Kashmir	10371	2783	5951	1119	349	723	15404	4675	6239	2745	0	1727	11903	3028	0
11	Jharkhand	19321	913	17826	10142	649	9435	82669	22410	58546	6811	201	6610	17130	2667	13341
12	Karnataka	3736	15	3733	0	0	0	50997	3227	48004	22709	0	22709	49251	0	49251
13	Kerala	517	202	315	12	12	0	8233	541	7692	10100	0	10100	17350	0	16755
14	Madhya Pradesh	26159	637	25380	17948	1746	16111	120545	38460	91220	17530	32	17498	62094	2297	60279
15	Maharashtra	13321	1218	11478	4694	96	4421	71648	14321	53255	8603	176	7130	13231	1206	9858
16	Manipur	576	3	396	61	0	61	3628	1032	1479	566	0	706	5001	0	3354
17	Meghalaya	2783	553	1824	2221	19	646	7223	2213	4210	2619	0	2971	850	0	850
18	Mizoram	621	21	655	609	63	546	1942	33	1909	1763	0	1763	5973	0	5973



19	Nagaland	330	17	91	463	279	80	4498	0	4255	1474	0	1463	3653	0	3267
20	Odisha	10303	803	8053	7515	606	8259	61741	8793	48291	6974	0	5595	14515	1016	9749
21	Punjab	650	5	550	836	11	824	24805	1902	22233	17730	1	18355	21806	1556	20773
22	Rajasthan	5216	0	5216	3124	0	3124	87281	6419	80194	23156	295	22776	43262	1170	41851
23	Sikkim	53	0	56	55	27	18	583	10	486	544	0	512	1232	18	1097
24	Tamil Nadu	2568	65	2503	5754	81	5673	34291	3560	33343	15527	2236	15094	39062	7514	39575
25	Tripura	1356	10	1346	617	12	605	3548	247	3301	1191	3	1184	4434	1894	2540
26	Uttar Pradesh	31983	7610	21664	30942	846	29550	291466	14016	276397	10322	466	9759	9049	0	8876
27	Uttarakhand	2648	292	1999	2138	160	1556	8165	1123	6866	6719	183	6106	18276	4542	13075
28	West Bengal	9983	1603	5102	4399	1529	506	177917	30684	138660	11551	1159	9061	36913	11817	22929
29	A & N Islands	9	1	3	0	0	0	246	32	116	83	4	78	91	5	73
30	Chandigarh	24	13	12	8	8	0	290	128	85	0	0	0	17	0	12
31	Dadra Nagar Haveli	61	1	60	0	0	0	581	54	375	91	58	33	225	161	64
32	Daman Diu	9	0	7	4	0	4	98	33	63	80	21	59	66	13	53
33	Delhi	12	2	10	0	0	0	1942	503	1439	68	0	68	866	256	610
34	Lakshadweep	7	3	0	2	2	0	22	13	6	30	20	0	40	20	0
35	Puducherry	10	10	0	2	2	0	495	33	437	319	0	319	442	0	405
TOTAL SSA		192756	21745	154386	107054	7602	95229	1601814	273751	1277411	220953	5694	212401	584324	71698	493565

## ANNEXURE-III

**Physical Progress on Construction of Kitchen-cum-Stores**

Sl. No.	State/UT	Kitchen-cum-stores sanctioned during 2006-07 to 2011-12	Physical Progress as on 31.03.2013			
			Constructed in Progress		Not yet started	
			No.	%	No.	%
1	2	3	4	5	6	7
1	Andhra Pradesh	75283	5964	8%	69319	92%
2	Arunachal Pradesh	4131	4085	99%	46	1%
3	Assam	56795	43410	76%	13385	24%
4	Bihar	65977	46253	70%	19724	30%
5	Chhattisgarh	47266	38411	81%	8855	19%
6	Goa	0	0	0%	0	0%
7	Gujarat	19868	17351	87%	2517	13%
8	Haryana	11483	6782	59%	4701	41%
9	Himachal Pradesh	14959	14449	97%	510	3%
10	Jammu and Kashmir	11815	4781	40%	7034	60%
11	Jharkhand	39001	12546	32%	26455	68%
12	Karnataka	36571	25008	68%	11563	32%
13	Kerala	2450	802	33%	1648	67%
14	Madhya Pradesh	97099	91611	94%	5488	6%
15	Maharashtra	65783	18347	28%	47436	72%
16	Manipur	3053	1174	38%	1879	62%
17	Meghalaya	9491	5768	61%	3723	39%
18	Mizoram	2396	1533	64%	863	36%
19	Nagaland	2223	2223	100%	0	0%
20	Odisha	69152	58222	84%	10930	16%
21	Punjab	18969	18445	97%	524	3%
22	Rajasthan	77298	67553	87%	9745	13%

1	2	3	4	5	6	7
23	Sikkim	859	859	100%	0	0%
24	Tamil Nadu	14340	11216	78%	3124	22%
25	Tripura	4614	4260	92%	615	13%
26	Uttar Pradesh	122572	105033	86%	17539	14%
27	Uttarakhand	13628	10671	78%	2957	22%
28	West Bengal	68185	39537	58%	28648	42%
29	A&N Islands*	34	0	0%	34	100%
30	Chandigarh	10	7	70%	3	30%
31	D&N Haveli	50	0	0%	50	100%
32	Daman and Diu	26	20	77%	6	23%
33	Delhi	0	0	0%	0	0%
34	Lakshadweep	0	0	0%	0	0%
35	Puducherry	92	92	100%	0	0%
TOTAL:		955473	656413	69%	299321	31%

Notes:

Tripura : Against 1115 Kitchen-cum-stores sanctioned to Tripura during 2011-12. State Government has taken up construction of 1376 kitchen sheds with the same amount of Rs.2494.33 lakhs.

## ANNEXURE-IV

**Establishment of Grievance Redressal Mechanism (GRM) in various States/UTs for  
Mid Day Meal Scheme**

Sl No.	State/UT	GRM	No. of grievances received during last 3 years	Action taken/initiated
1	2	3	4	5
1	Uttarakhand	Toll Free Telepone	52	28
2	Assam	Grievances Cell, complaint box for Mid-Day Meal Scheme set-up in the office campus.	19	1
3	Punjab	Complaint Cell with 24 hr. Telephone helpline	21	13
4	Karnataka	Grievance Redressal Cell and Telephone helpline	112	Action taken as per laid down procedure
5	Tripura	Telephone helpline	436	436
6	West Bengal	Telephone helpline/email.	200 (at State level)	Action taken as per laid down procedure
7	Rajasthan	Through electronic/print media and citizens	Nil	Nil
8	A&N Islands	Office telephone numbers of Nodal Officer and Zonal Officers/ Complaint boxes	Nil	Nil
9	Chandigarh	Review Committee/District Level Steering-cum-Monitoring Committee/Telephone helpline/ Complaint boxes	11	11
10	Goa	Grievance redressal officers	3	1
11	Lakshadweep	Grievances Redressal Cell, Review Committees	Nil	Nil
12	Bihar	Grievances Redressal Cells, Review Committees, telephone helplines, Cell centres and Complaint Boxes.	1183	87%

1	2	3	4	5
13	Delhi	Grievances Redressal Cell	62	62 (in some cases, enquiry committees have been set up for taking action against defaulters)
14	Daman and Diu	Grievance Redressal Cells/ Telephone numbers of functionaries/Complaint boxes	16	These complaints relate to supply of fruits and grocery, transfer of cooks and maintaining cleanliness. Suppliers have been asked to supply best quality fruit. Cooks are being trained for maintaining hygiene and cleanliness.
15	Haryana	Telephone toll free number and email.	183	Action taken as per laid down procedure
16	Chhattisgarh	Telephone toll free number	35	35
17	Jammu and Kahmir	The Grievances Redressal Cell/ Review committees, Telephone help lines, and complaint boxes	1	1
18	Madhya Pradesh	Grievance Redressal Cell, review Committee and telephone helpline.	4585	4097
19	Mizoram	Review Committee/Telephone	Nil	Nil
20	Gujarat	Villeg Level Committees/School Management Committees	338	202
21	Uttar Pradesh	Grievances Redressal Cells/ Telephone Helpline.	743	State Government has taken action as per laid down procedure. In most of cases, the concerned Distt. Basic Officer has been directed to take necessary action.

1	2	3	4	5
22	Meghalaya	Grievances Redressal Mechanism established at all the Districts and Sub-Divisions.		Nil
23	Nagaland	Grievance Redressal Cell/ Review Committees have been set up in all districts/blocks/ circles.	2	State has taken appropriate steps/ action against district officer for misappropriation.
24	Andhra Pradesh	State and District level Grievance Cells	188	140
25	Manipur	District Level Monitoring Committees	0	0
26	Maharashtra	Telephone helpline	33	All such cases, District Education officers are asked to take immediate necessary action.
27	Sikkim	The Grievance Redressal/email		
28	Puducherry	Telephone helpline (Under process)		
29	Kerala	Grievance redressal forum at State level consisting of PTA members, representatives of teachers' organization, DPI, Local body authorities etc.		
30	Odisha	Telephone helpline for school students.		
31	Himachal Pradesh	There is application software, E-Samdhan on the web portal of HP Government, in which any one can register his grievances. The department also receives the grievances of the public through post. The grievances are being monitored at in the State HQ.		
32	Arunachal Pradesh	Grievance Redressal Cells in every District Education office and Directorate since October		

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1	2	3	4	5
		2010. Grievance Redressal Officers appointed both at State and District level. Complaints are disposed at District and State level.		
33	Jharkhand	Not available		
34	Dadra and Nagar Haveli	GRM at district level. Schools can contact the concerned Education officers for redressal of grievances		
35	Tamil Nadu	State level Grievance Redressal Cell, complaint register. Toll free phone number under process.		

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## Coverage under School Health Programme - 2011-12

Sl. No.	Name of State	No. of schools covered under SHP	No. of children covered Under SHP	Health Check-ups		Iron and Folic Acid Distributed		Vitamin 'A' Distributed		Deworming tablets distributed	
				No. of schools	No. of children covered	No. of schools	No. of children covered	No. of schools	No. of children covered	No. of schools	No. of children covered
1	2	3	4	5	6	7	8	9	10	11	12
1	Andhra Pradesh	67274	6012369	67274	6012369	2690.275	107611	891.55	35662	67274	6881975
2	Arunachal Pradesh	1231	58423	1231	58423	170	1480	256	4967	362	8200
3	Assam	10149	966799	10149	966799	150	2063	-	-	10149	855277
4	Bihar	65977	20093880	6148	1124590	7677	1483418	0	0	7313	610903
5	Chhattisgarh	47868	4044606	35903	2946801	31113	2553893	25370	2082405	40690	3339706
6	Goa	1070	50648	1070	50648	1070	7247	-	-	1070	18926
7	Gujarat	41362	8257176	41362	8257176	41362	15344000	41362	15330000	41362	15344000
8	Haryana	11949	1900458	11949	1900458	11949	232759	11949	347	11949	136741
9	Himachal Pradesh	15096	705300	13996	563363	13996	94014	0	0	13996	563363
10	Jammu and Kashmir	11670	560639	858	34150	561	9955	0	0	760	9131
11	Jharkhand	22145	2129355	14499	1293384	13361	978810	6104	450214	4377	316571
12	Karnataka	74094	10069843	74094	10069843	56083	5590820	56083	5590820	56083	5590820
13	Kerala	0									
14	Madhya Pradesh	92624	8181952	85272	6980861	68263	4870515	59025	4566802	63300	4368983
15	Maharashtra	80753	14588227	53127	10063869	39126	14626282	5494381	1209208	10142	981787
16	Manipur	0									



17	Meghalaya	1385	55769	1385	55769	1385	55769	70	512	1385	55769
18	Mizoram	1820	171152	2196	116516	2196	30554	2196	1080	2196	5978
19	Nagaland	2244	263324	1010	92163	151	9216	101	8295	202	14746
20	Odisha	70670	5921688	70670	5921688	70670	2727775	26148	818249	70670	2324020
21	Punjab	20076	2126165	20076	2126165	20076	2126165	0	0	20076	2126165
22	Rajasthan	43778	3827211	43778	3827211	39571	5518638	41909	2741789	42460	2699329
23	Sikkim	68	9526	68	9526	38	4484	0	0	68	9526
24	Tamil Nadu	38599	5900153	30966	4584839	30230	1683003	30966	4584839	30230	1910964
25	Tripura	1618	92622	1618	92622	1618	92622	1618	14791	1618	14791
26	Uttar Pradesh	4432	406981	4432	406981	0	0	0	0	0	0
27	Uttarakhand	6354	285454	6354	285454	6354	24602	6354	5850	6136	84861
28	West Bengal	26381	2415765	26381	2415765	17388	434921	18044	570948	17068	363428
29	A&N Islands	305	37745	305	37745	305	37745	0	0	305	37745
30	Chandigarh	105	140831	80	83799	145	134211	0	0	146	146131
31	D and N Haveli	101	23308	101	23308	101	23308	101	23308	0	0
32	Daman and Diu	89	12614	89	12614	85	2595	0	0	86	8265
33	Delhi	1859	1013264	3511	588694	1631	1580845	0	0	634	29503
34	Lakshadweep	43	9542	36	9398	0	0	0	0	0	0
35	Puducherry	465	88211	377	63524	377	5964	377	9560	377	9560
TOTAL:		763654	100421000	630364.8	71076515	479892.3	60395294	5823305	38049646	522484	48867164.1

## ANNEXURE-VI

(Including non-functional KVs)

Status Position of School Buldings as on 01.07.2012

(State-wise)

Sl. No.	Name of States	Building under construction	Building under Planning	Land Identified	Yet to Identified	Total
1	2	3	4	5	6	7
1	Bihar	4	2	9	8	23
2	Odisha	6	2	2	13	23
3	Jammu and Kashmir	2	2	11	6	21
4	Uttar Pradesh	3	2	5	10	20
5	Madhya Pradesh	1	5	5	8	19
6	Uttarakhand	4	1	7	4	16
7	Punjab	2	1	10	3	16
8	Jharkhand	3(1*)	–	1	9	13(1*)
9	West Bengal	2	3	7	–	12
10	Assam	4(1*)	1	3	4	12(1*)
11	Rajasthan	2	1	4	4	11
12	Andhra Pradesh	6	1	2	1	10
13	Kerala	1	1	3	4	9
14	Himachal Pradesh	3	–	5	1	9
15	Tamil Nadu	4(1*)	–	2	2	8(1*)
16	Karnataka	2(1#)	2	2	2	8(1#)
17	Delhi	6	–	2	–	8
18	Chhattisgarh	3	1	–	3	7
19	Maharashtra	1	–	3	1	5
20	Gujarat	2(1*)	–	1	2	5(1*)
21	Tripura	1	–	1	2	4
22	Haryana	0	1	3	–	4
23	Arunachal Pradesh	0	1	1	2	4
24	Manipur	–	2	1	–	3

1	2	3	4	5	6	7
25	Nagaland	–	–	1	2	3
26	Puducherry	–	–	1	1	2
27	Mizoram	–	–	1	1	2
28	Lakshadweep	–	–	–	1	1
29	Daman and Diu	–	–	–	1	1
30	Dadra and Nagar Haveli	–	–	1	–	1
31	A&N Islands	–	–	–	–	–
32	Chandigarh	–	–	–	–	–
33	Goa	–	–	–	–	–
34	Meghalaya	–	–	–	–	–
35	Sikkim	–	–	–	–	–
36	Abroad (KVs Hqrs)	–	–	–	–	–
TOTAL:		62(4*(1#)	29	94	95	280

\* School building approved in principle but AA&ES yet to be issued.

# Non-functional KVs.

## ANNEXURE-VII

## ICT in Schools

(₹ in crore)

Actual allocation (year)	BE	RE	Actual expenditure	Remarks
2007-08	250	250	254.45	As there was requirement, savings available from other budget heads were utilized.
2008-09	300	300	277.34	Owing to (a) less number of viable proposals from States/UTs (b) non clearance of Utilization Certificates (c) unspent balance lying with States/UTs (d) inability of States/UTs to make adequate budget provision the funds could not be utilized fully.
2009-10	300	200	187.85	Since the Scheme was being revised and guidelines issued only in the month of July 2010, it took time for the States/UTs to understand to the changes in the Scheme and respond with Computer Education Plans.
2010-11	400	400	388.99	The amount under sub heads for Workshop. SIETs could not be utilized as there was no viable proposal during the period.
2011-12	500	500	498.03	The amount of Rs.1.97 crore in SC budget head of NER Region could not be spent as the number of SC students in the schools approved under the scheme was less.
TOTAL:	1750	1650	1606.66	





