

REPORT NO.

280



सत्यमेव जयते

PARLIAMENT OF INDIA
RAJYA SABHA

DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE
ON HUMAN RESOURCE DEVELOPMENT

TWO HUNDRED EIGHTIETH REPORT

**Demands for Grants 2016-17 (Demand No. 51) of the
Department of School Education & Literacy
(Ministry of Human Resource Development)**

(Presented to the Rajya Sabha on 27th April, 2016)

(Laid on the Table of Lok Sabha on 27th April, 2016)



Rajya Sabha Secretariat, New Delhi
April, 2016/Vaisakha, 1938 (Saka)

Hindi version of this publication is also available

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COMPOSITION OF THE COMMITTEE
(2015-16)

1. Dr. Satyanarayan Jatiya — *Chairman*

RAJYA SABHA

2. Prof. Jogen Chowdhury
3. Prof. M.V. Rajeev Gowda
4. Shri Anubhav Mohanty
5. *Dr. Bhalchandra Mungekar
6. Shri Vishambhar Prasad Nishad
7. Shri Basawaraj Patil
8. Shri Sharad Pawar
9. Shrimati Sasikala Pushpa
10. Shri Tiruchi Siva

LOK SABHA

11. Shrimati Santosh Ahlawat
12. Shri Bijoy Chandra Barman
13. Shri C.R. Chaudhary
14. Shrimati Bhawana Gawali Patil
15. Shrimati Kothapalli Geetha
16. Shri Anant Kumar Hegde
17. Prof. Chintamani Malviya
18. Shri Bhairon Prasad Mishra
19. Shri Chand Nath
20. Shri Hari Om Pandey
21. Dr. Bhagirath Prasad
22. Shri N.K. Premachandran
23. Shri K.N. Ramachandran
24. Shri Mullappaly Ramachandran
25. Shri Sumedhanand Saraswati
26. Shri M.I. Shanavas
27. Dr. Nepal Singh
28. Dr. Prabhas Kumar Singh
29. Shri P.R. Sundaram
30. Shri Ajay Tamta
31. Shrimati P.K. Sreemathi Teacher

* Retired from Rajya Sabha *w.e.f.21.3.2016*

SECRETARIAT

Shri K.P. Singh, Joint Secretary

Shri Mahesh Tiwari, Director

Shri Vinay Shankar Singh, Joint Director

Smt. R.K. Mecolt Singh, Assistant Director

P R E F A C E

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 eightieth Report of the Committee on the Demands for Grants 2016-17 (Demand No.51) of the Department of School Education & Literacy (Ministry of Human Resource Development).

2. The Committee considered the various documents and relevant papers received from the Department of School Education & Literacy and also heard the Secretaries and other Officials of Department of School Education & Literacy on the said Demands for Grants in its meeting held on 28th March, 2016.

3. The Committee considered the Draft Report and adopted the same in its meeting held on the 25th April, 2016.

NEW DELHI
April 25, 2016
Vaisakha -5, 1938 (Saka)

DR. SATYANARAYAN JATIYA
Chairman
Department-related Parliamentary
Standing Committee on Human Resource Development

ABBREVIATIONS

BMI	:	Body Mass Index
BRC	:	Block Resource Centre
CCE	:	Continuous and Comprehensive Evaluation
CRC	:	Cluster Resource Centre
CSR	:	Corporate Social Responsibility
CTEs	:	Colleges of Teacher Education
CTSA	:	Central Tibetan School Administration
CWSN	:	Children with Special Needs
D.EEd	:	Diploma in Elementary Education
DBT	:	Direct Benefit Transfer
DIETs	:	District Institutes of Education and Training
DLHS	:	District Level Health Survey
EM	:	Early Mathematics
ERWC	:	Early Reading and Writing with Comprehension
FCI	:	Food Corporation of India
GER	:	Gross Enrolment Ratio
GH	:	Girls' Hostel
GPI	:	Gender Parity Index
IASEs	:	Institutes of Advanced Studies in Education
ICT@School	:	Information and Communication Technologies at School
IDMI	:	Infrastructure Development of Minority Institutions
IEDSS	:	Inclusive Education for the Disabled at Secondary Stage
IGNOU	:	Indira Gandhi National Open University
In-STEP program	:	India Support to Teacher Education Program
IVRS	:	Inter-active Voice Response System
JRM	:	Joint Review Mission
KGBV	:	Kasturba Gandhi Balika Vidyalaya
KVS	:	Kendriya Vidyalaya Sangathan
MDM	:	Mid Day Meal
MME	:	Monitoring, Management and Evaluation
MSKs	:	Mahila Shikshan Kendras
NAS	:	National Achievement Survey
NBB	:	National Bal Bhavan
NCERT	:	National Council for Educational Research and Training
NCF	:	National Curriculum Framework
NCFTE	:	National Curriculum Framework of Teacher Education
NCTE	:	National Council of Teacher Education
NER	:	North Eastern Region
NIOS	:	National Institute of Open Schooling
NLMA	:	National Literacy Mission Authority
NMMSS	:	National Means-cum-Merit Scholarship Scheme
NSIGSE	:	National Scheme for Incentive to Girls for Secondary Education
NSMC	:	National Level Steering-cum-Monitoring Committee

NSP	:	National Scholarship Portal
NVS	:	Navodaya Vidyalaya Samiti
ODL	:	Open Distance Learning
PAB	:	Programme Approval Board
PTR	:	Pupil-Teacher ratio
QMTs	:	Quality Monitoring Tools
RMSA	:	Rashtriya Madhyamik Shiksha Abhiyan
SBK	:	Swachh Bharat Kosh
SCERT	:	State Council of Educational Research and Training
SLAS	:	State Learning Achievement Survey
SMC	:	School Management Committee
SPQEM	:	Minority Education: Scheme for Providing Quality Education in Madrasahs
SSA	:	Sarva Shiksha Abhiyan
STC	:	Special Training Centre
TEIs	:	Teacher Education Institutions
TET	:	Teacher Eligibility Test
TLE	:	Teaching Learning Equipment
TLMs	:	Teaching Learning Materials
ToRs	:	Terms of Reference
UCs	:	Utilization Certificates
U-DISE	:	Unified District Information System for Education
VE	:	Vocational Education

REPORT

I. INTRODUCTION

1.1 The vision of the Department of School Education & Literacy is to ensure education of equitable quality for all, to fully harness the Nation's human potential, and as a recognition of this vision, a number of initiatives are being taken by the Department.

MISSION

1.2 The Country achieved a historic milestone when Article 21-A and the Right of Children to Free and Compulsory Education (RTE) Act, 2009 became operative on 1st April 2010. The enforcement of Article 21-A and the RTE Act represented a momentous step forward in our Country's struggle for universalising elementary education. The RTE Act is anchored in the belief that the values of equality, social justice and democracy and the creation of a just and humane society can be achieved only through provision of inclusive elementary education to all.

1.3 In keeping with the vision of providing education of equitable quality to fully harness the Nation's human potential, the Department of School Education and Literacy has laid down the following objectives to:

- i) Reinforce the National and integrative character of education in partnership with States/UTs.
- ii) Improve quality and standards of school education and literacy towards building a society committed to Constitutional values.
- iii) Provide free and compulsory quality education to all children at elementary level as envisaged under the RTE Act, 2009.
- iv) Universalise opportunities for quality secondary education.
- v) Establish a fully literate society.
- vi) Our Programmes and Schemes

1.4 The Department intends to accomplish these objectives through the following major programmes :

- Elementary level: Sarva Shiksha Abhiyan (SSA) and Mid Day Meal (MDM)
- Secondary level: Rashtriya Madhyamik Shiksha Abhiyan (RMSA), Model School Scheme, Vocational Education, Girls' Hostel, Inclusive Education of the Disabled, ICT at School, National Scheme for Incentive to Girls for Secondary Education (NSIGSE)
- Adult Education: Saakshar Bharat
- Teacher Education: Scheme for Strengthening Teacher Education

- Women's education: Mahila Samakhya
- Minority Education: Scheme for Providing Quality Education in Madarasas (SPQEM)
- Infrastructure Development of Minority Institutions (IDMI)
- Other schemes: National Means-cum-Merit Scholarship Scheme, National Scheme of Incentive to Girls in School, School Assessment Programme and Central Sector schemes of Kendriya Vidyalaya Sangathan (KVS), Navodaya Vidyalaya Samiti (NVS), NCERT, Central Tibetan School Administration (CTSA) and National Bal Bhavan (NBB).
- Another initiative that is being taken during the 2016-17 is the Digital India e-learning initiative, under which various IT activities would be taken and would include among others, the Inter-active Voice Response System (IVRS) of National Programme of Mid Day Meals in Schools (MDM), Shala Siddhi, Shala Darpan, e-pathshala, uploading of e-books on the NCERT website and the Direct Benefit Transfer (DBT) for the Scholarship Schemes.

1.5 The Secretary, Department of School Education and Literacy, while acknowledging the huge responsibility of achieving its goals and objectives, informed the Committee that the Ministry is working in tandem with the State Governments, the civil society, the community, local bodies etc., to ensure that the quality of education improves in the Country, given the fact that the subject matter is a Concurrent subject and a majority of the schools belonging to the State Governments. He further briefly informed the Committee of the various schemes being implemented under the elementary education, secondary education and also various organizations coming under its purview. The Additional Secretary, Department of School Education and Literacy, while making a presentation on Demands for Grants 2015-16 informed the Committee about U-DISE, which is the Unified District Information System for Education, under which information pertaining to Government, Government-aided as well as private schools are available on-line. It collects information on enrolment, availability of infrastructure and teachers and other facilities available in all schools. This facility has made online monitoring of education in India possible. The Committee was informed that around 92 percent of the allocated budget of the Department will go to its centrally sponsored schemes of Sarva Shiksha Abhiyan (SSA), Mid-Day-Scheme (MDM), Rashtriya Madhyamik Shiksha Abhiyan (RMSA), support to Education Development including Teacher Training and Adult Education, Scheme for providing Education to Madarasas/Minorities. The remaining 8 percent of the allocated Budget of the Department will go to its Central Sector Schemes i.e School Assessment Programme, Navodaya Vidyalaya Samiti (NVS), Kendriya

Vidyalaya Sangathan (KVS), National Bal Bhawan, National Council for Educational Research and Training (NCERT), Central Tibetan School Administration, Directorate of Adult Education, National Literacy Mission Authority (NLMA) and support to NGOs. The Secretary further submitted that for the year 2016-17, the Department has been allocated ₹40,000 crores, an amount slightly higher than the BE and RE allocations of the year 2015-16, which was ₹39,038.50 crores.

1.6 The Secretary then dwelt upon the substantive progress made under the RTE/SSA in terms of infrastructure and other facilities, improved enrolment ratio and transition rate in elementary education, improved enrolment of SC/ST groups and girl students, and the reducing level of annual average drop-out rate both at primary and upper primary level. He also apprised the Committee of the following innovative and timely efforts made by the Department: -

- Establishing a school within a radius of every 5km;
- 62 new Districts will be covered under Navodaya Vidyalaya Scheme;
- Giving each States/UTs specific targets for reducing 'out of school Children';
- State Level Learning outcome assessment survey being made an annual exercise;
- Online Child Tracking System, which will be linked with the Aadhaar Number of the Child;
- Management Information System on Teachers, for their in-service training and academic supervision;
- Involvement of Community in supervision and social audit;
- Swachh Vidyalaya envisaging separate toilets for girls and boys in each school (including the construction/renovation of 4 lakh Toilets last year, with co-ordination with 64 PSUs, 12 Private Corporates , States and UTs);
- Introduction of Vocational Education from class IX to XII in co-ordination with National Skill Development Agency and PSSCIVE, Bhopal for curriculum development and also with greater participation of the Industry.

1.7 As regards the Mid Day Meal Scheme, he informed that presently 10.20 Crore Children (including Madarasas), are covered under this Scheme, out of which, 65 percent of them are Primary school Children and the rest 35 percent are Upper Primary Children. Further, the Committee was informed that 65 percent of the cooks employed are female and the Utilization of Funds for this Scheme has been an impressive 92.37 percent. In Saakshar Bharat Yojana, the Department has set a target of 10 crore Learners, with a Gender gap of less than 10 percent.

1.8 Among the problem areas, the Secretary referred to the shortage of teachers and their redeployment, problem of out of school children and their concentration in certain States,

status of education of tribal and border areas, inadequate toilets facilities for both girls and boys and the problems relating to drinking water facilities in the schools. He also mentioned that States and UTs will now be directed to make Teachers Recruitment an Annual exercise as retirement of Teachers happen every year, so it makes sense to conduct recruitment every year to fill up these vacancies. The Committee was also given an idea about the inadequacy of the funds especially for some critical areas like construction of buildings for KV, where he estimated that atleast ₹ 1600 crores would be required. Similarly, more permanent buildings are required for NVS, for which a total of around ₹ 650 Crore are required. Another critical area is the shortage of fund for meeting the expenditure of ₹ 210 Crore for National Means-cum-Merit Scholarship Scheme (NMMSS), where the Budget allocation was reduced from ₹ 70 Crore in 2015-16(R.E.) to ₹ 35 Crores and ₹ 435 Crore for National Scheme of Incentive to Girls for secondary Education, where the allocation was reduced from ₹ 100 Crore in 2015-16(R.E.) to ₹ 45 Crore.

1.9 The Committee was also informed of the new initiatives like:-

- Padhe Bharat Badhe Bharat (for ensuring quality of education at foundational years of schooling);
- Rashtriya Avishkar Abhiyan (to make Science and Maths exciting for Children), Digital Gender Atlas (to identify gender disparity areas);
- Shaala Siddhi, E-Pathshala (A portal of online educational resources);
- Shaala Darpan for KVs (an online school Management information System for school administration, governance and admission facility);
- SARANSH (online self review tool for schools affiliated to CBSE to identify areas for improvement in students, feedback to Teachers etc.);
- Kala Utsav (Festival organized for December, 2016 to promote art and education by nurturing and showcasing the artistic talents of school students at secondary and Senior Secondary level).

II. BUDGETARY ALLOCATION

2.1 The plan allocation for the Department of School Education and Literacy is ₹40,000 Crore in BE 2016-17 which is ₹ 961.50 Crore more than that which was provided for last year's B.E. A comparison of both Plan and Non-Plan allocations of the Department for the years 2015-16 and 2016-17 is given below:-

(₹ in crore)

	2015-16 BE	2015-16 RE	2016-17 BE
PLAN	39038.50	39038.50	40000.00
NON PLAN	3181.00	3148.00	3554.00
TOTAL	42219.50	42186.50	43554.00

From the above table it is evident that there was no change in the allocation at RE stage during 2015-16 both in Plan and Non-Plan allocations. The budget provision of the Department, for 2016-17 has shown a slight increase of ₹1334.50 in Plan and Non-Plan as a whole in comparison to the Budget provisions of 2015-16. The Plan Budget for 2016-17 has increased by ₹961.50 crore in comparison to BE 2015-16. The Non-Plan Budget has also increased by ₹373.10 crore in BE 2015-16. The percentage-wise increase/decrease both under Plan/Non-Plan allocation during the year 2015-16 in comparison with BE 2014-15 is as given below:-

	2015-16 BE	2016-17 BE	Increase when compared to BE 2015-16
Plan	39,030.50	40,000.00	(+) 2.46%
Non-Plan	3,181.00	3,554.00	(+) 11.73%
Total	42219.50	43554.00	(+) 3.16%

The Committee, however, notes that the Budgetary Allocations of the Department as compared to the GDP of the Country has seen a consistent decrease during the last five years:-

YEAR	Plan	Non-Plan	Total	% of GDP
2012-13	45969.00	2812.07	48781.07	0.49
2013-14	49659.00	3042.04	52701.04	0.47
2014-15	51828.00	3287.10	55115.10	0.44
2015-16	39038.50	3181.00	42219.50	0.31
2016-17	40000.00	3554.00	43554.00	

Note: GDP is from Economic Survey 2015-16 (A-12)

The Committee was also informed that an amount of ₹3920.25 crore has been earmarked for the North Eastern Region (NER), which is 10.33 per cent of the Plan allocation excluding the EAP component of ₹2051 Crore for the year 2016-17. Besides this, an amount of ₹8013.98 crore has been earmarked for the special component plan for Scheduled Castes, which is 20.03 percent of the plan allocation. A provision of ₹4276.70 crore has also been made for special component for the Scheduled Tribes, which is 10.69 percent of the plan allocation. The Committee observes that the Plan allocation of the Department in BE 2016-17 has been slightly increased by 2.46

percent in comparison to the BE allocation of 2015-16. Given below is the Plan and Non-Plan expenditure of the Department for the year 2014-2015 and 2015-2016: -

(₹ In Crore)

Year	Budget Estimates			Revised Estimates			Actual Expenditure		
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total
2014-15	51828.00	3287.10	55115.10	43517.90	3287.10	46805.00	42512.74	3243.85	45756.59
2015-16	39038.50	3181.00	42219.50	39038.50	3148.00	42186.50	*33592.17	*3015.58	*36607.75

*up to 31st January, 2016

From the above details it emerges that the actual expenditure of the Department during 2015-16 was lower by around 20 percent in comparison to the actual expenditure of 2014-15.

2.2 The Committee notes that there is a great scope for the growth of this Department provided it is commensurate with the enhanced allocation. But the ground reality appears to be just opposite as is evident from the decreasing allocation particularly when compared to the GDP growth of the country. It is still less than 0.5% of the GDP. The Committee wishes that it should at least reach that level in the first instance and later be raised further. Education being the basic foundation of the future of the Country deserves to be given its due place, the Committee feels.

2.3 The break-up of the plan allocation for some major schemes of the Department for the year 2015-16 in comparison to RE allocation of 2014-15 is as follows:-

(₹ in crore)

Schemes	2015-16 RE	2016-17 BE	Increase/decrease	% of increase/decrease over RE of 2015-16
SSA	22015.42	22500.00	(+) 484.58	(+) 2.20
MDM	9236.40	9700	(+) 463.60	(+) 5.02
RMSA	3565.00	3700	(+) 135.00	(+) 3.79
Strengthening of Teacher Training Institutions	449.10	480	(-) 30.90	(-) 6.88
Adult Education & Skill Development	360	320	(-) 40	(-)11.11
Scheme for providing education to Madrasas/ Minorities	335.50	120	(-) 215.50	(-)64.23
NVS	1774.14	1900	(+) 125.86	(+) 7.05

KVS	875	1100	(+) 225.00	(+) 25.71
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2.4 **The Committee feels that this is the right impetus to propel to the three flagship schemes of the Department and it should now focus on utilizing these funds to its maximum.**

2.5 The Committee finds that in case of the flagship programmes of the Department *i.e* Sarva Shiksha Abhiyan and the Mid-Day-Meal Scheme, allocations have seen a slight increase in the percentage of allocation as compared to RE allocation of the previous year. However, this translates to a good amount in terms of absolute figures and the Department has submitted that these hikes are required for improving the quality of education and also the allocation for MDM last year was insufficient and the Department had to seek more funds. Similarly, there is a sizeable jump in the allocation for KVS, NVS and Strengthening of Teacher Training Institutions, which are proposed to be used for maintenance of Old Schools as well as opening /construction of new Schools. These five major Schemes would definitely benefit from the said increase in allocations.

2.6 On the other hand, there has been a decrease in allocation for all the other schemes and the biggest cut has been seen for Scheme for providing education to Madrasas/Minorities, where there has been a massive 64.23 percent cut, Adult Education & Skill Development has an 11% cut and Strengthening of Teacher Training Institutions has a 6.88% decrease in its allocation this year. The two flagship programmes of the Department *i.e* RTE/SSA has a total of ₹22500 crore, which is 56.25 percent of the total plan budget of 2015-16 of the Department and the Mid-Day-Meal Scheme has got a total budgetary provision of ₹9700 crore, which comes to around 24.25 percent.

2.7 **The Committee notes that there has been a drastic cut in allocation of other schemes, which is a cause for concern and the Department should introspect as to whether such a cut would not hamper in achieving the objectives of these schemes.**

2.8 The Committee also took note the budgetary allocations made to the Department of School Education and Literacy as a whole during the last three years and the allocation made in the year 2016-17 so as to have an idea about percentage increase/decrease in allocation over the years which are as indicated below:-

(₹ in crore)						
Year	Plan	% Increase	Non-Plan	% Increase	Total	% Increase
2013-14	49659.00	8.03	3042.00	8.18	52701.00	8.04
2014-15	51828.00	4.37	3287.10	8.06	55115.10	4.58
2015-16	39038.50	(-) 24.68	3181.00	(-) 3.23	42219.50	(-) 23.40

2016-17	40000.00	2.46	3554.00	11.73	43554.00	3.16
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2.9 The Committee finds that the plan allocation grew by 8.03 and 4.37 per cents in 2013-14 and 2014-15 respectively. However, in the year 2015-16 the plan allocation has been reduced by a whopping 24.68 per cent on account of a greater devolution of funds to the States in pursuance of the recommendation of the 14th Finance Commission. This year, there is a nominal increase of 2.46 percent in the plan allocation of the Department. The Committee hopes that greater devolution of funds to the States in pursuance of the recommendation of the 14th Finance Commission will positively add to the funds earmarked for the segment of school education and literacy.

2.10 The Committee noted that the major portion of the allocated Budget of the Department goes to its three very important flagship programmes of Sarva Shiksha Abhiyan (RTE/SSA), Mid-Day-Meal (MDM) Scheme and Rashtriya Madhyamik Siksha Abhiyan (RMSA). The allocation and utilization of funds for these three schemes for the last four years has been given below:-

(₹ in crore)

Name of the Scheme	Year	BE	RE	Actuals
RTE /SSA	2012-13	25555.00	23645.00	23873.34
	2013-14	27258.00	26608.01	24801.66
	2014-15	28258.00	24380.00	24096.61
	2015-16	22000.00	22015.42	20968.80 (as on 22.3.2016)
	2016-17	22500.00		
Mid-Day-Meal Scheme	2012-13	11937.00	11500.00	10844.13
	2013-14	13215.00	12189.16	10903.88
	2014-15	13215.00	11050.90	10523.39
	2015-16	9236.40	9236.40	9096.80 (as on 22.3.2016)
	2016-17	9700.00		
RMSA	2012-13	3124.00	3172.63	3171.62
	2013-14	3983.00	3123.00	3045.90
	2014-15	5000.00	3480.10	3398.19
	2015-16	3565.00	3565.00	3488.80
	2016-17	3700.00		

2.11 The Committee's attention was drawn to the fact that the approved outlay for SSA during the Twelfth Plan period (2012-17) as indicated by the Planning Commission is ₹1,92,726 crore, while the total achievement for the whole plan period amounts to ₹1,17,287 Crore. Hence, there is a deficit of ₹74,439 Crore, which is around 39 percent of the total outlay for SSA. Similar trends

could be seen for other Schemes as well and their performances, over the course of the 12th Plan period revealed not so flattering figures. However, the Committee notes few shining examples like KVS and NVS, which did full justice to their Outlay on the long term.

Sl. No.	Scheme	Outlay	Achievement till 2016-17	Excess (+) or Deficit (-)	% of Achievement
1	Sarva Shiksha Abhiyan (SSA)	192726	117287	(-) 75439	61
2	Mid Day Meal (MDM)	90155	51208	(-) 38947	57
3	Rashtriya Madhyamik Shiksha Abhiyan (RMSA)	27466.5	16881	(-) 10585.5	61
4	Kendriya Vidyalayas Sangathan (KVS)	3000	4217	(+) 1217	141
5	Navodaya Vidyalayas Samiti (NVS)	7500	7649	(+) 149	102
6	Adult Education	3660.5	1723	(-) 1937.5	47
7	Teacher Education	4000	2332	(-) 1668	58
8	Others	14520	1510	(-) 13010	10.40
	Total	343028	202807	(-) 140221	59

2.12 The Committee recommends that Department should introspect on its performance over the long term, which has revealed some areas for concern and other areas, which it can proudly showcase as a definite success and draw lessons from them which can be replicated in other schemes, especially in different parts of the Country, where their performance are lacking.

CHANGE IN FUNDING PATTERN

2.13 On a specific query by the Committee behind the reasons for the continuing trend of decreased allocations over the years, from ₹ 48, 781 Crore in 2012-13, it was ₹ 55,115 Crore in 2014-15 and it suddenly dipped to ₹42,220 Crore last year and this year it is ₹43,554 Crore. The Committee sought to know whether it is for the reason of poor utilization of fund, as funds utilization for schemes like NVS was only 80 percent in 2015-16 and utilization for the Department of School Education & Literacy as a whole during the 12th Plan period was merely 47 percent. The Committee also wanted to know the reasons, if there was under-utilization of funds and whether the Department has represented their case to the Government. The Secretary, Department of School Education and Literacy informed the Committee that earlier in most of the schemes, the Central Government was sharing 75 percent and State Government was sharing 25 percent. However, from 1st April, 2015, it has come down to 60: 40 ratio and State Government will have to provide ₹3,171 Crore extra and the share of Central Government has gone down by

₹3,171 Crore as States' share has gone up to 42 percent from 32 percent earlier. The Secretary also informed the Committee that the under-utilization of funds for Navodaya Vidyalayas was because some additional amount was received in Supplementary Budget and these too would be spent. He further mentioned that both Kendriya Vidyalayas and Navodaya Vidyalayas are doing very well.

2.14 The Committee, in the new scenario, feels that Department will have to be extra vigilant on its Schemes and their implementation by the States as now more responsibility has now been shifted to the States and the broader principles based on which, the schemes were framed, could go slacking at the execution level. However, on the brighter side, the Committee feels that Department would now be more free and detached from the executing agencies and hence could focus more on the critical analysis or finding solutions to factors adversely affecting the implementation of its on-going schemes.

2.15 As per further information given by the Department, in pursuance of the Ministry of Finance Letter No.32/PSO/FS/2015 dated 28th October, 2015, the funding pattern has been changed to 60:40 *w.e.f* 2015-16 and in case of Department of School Education & Literacy, this change is effective for the Schemes of SSA, RMSA, Teacher Training and Adult Education (part of National Education Mission) and Mid Day Meal Scheme. The sharing pattern of NER states and three Himalayan states (*viz.*, Himachal Pradesh, J & K and Uttarakhand) will be in the ratio of 90:10 and for the UTs, the funding pattern has been raised to 100%.

The funding pattern of the shareable components is given below:-

States/UTs	Funding pattern up to 31st March, 2015	Funding pattern from.1.04. 2015
Union Territories	75:25	100
NER States	90:10	90:10
3 Himalayan States (HP, J&K and Uttarakhand)	75:25	90:10
Non NER States	75:25	60:40

Scheme of Support to NGOs/Institutions/SRCs for Adult Education & Skill Development: This is a Central Sector Scheme with a provision of 100% assistance from the centre to the implementing NGOs.

2.16 The Committee finds that during 2014-15, the plan allocation for most of the schemes saw a decreasing trend at RE stage, which was further curtailed by the shortfall in utilization for these Schemes. Only two schemes could do justice to the allocated funds *i.e.*, KV and NVS. A similar trend was noted in 2015-16 and the actual expenditure also showed a considerable shortfall of a total of ₹4393.26 Crore for these Schemes. However, none of the Schemes could fully utilize the

funds allocated to them and some major scheme like NVS and SSA to some extent, fared poorly despite the funds being enhanced at RE stage. In a majority of the schemes, even with the reduced allocations at RE stage, the expenditure reported showed a shortfall. It is quite evident from the statement indicating the Scheme-wise Status of Utilization of Funds provided by the Department at page number 46 of the replies to Questionnaires (ANNEXURE -1).

2.17 The Committee notes that there is a dichotomy of shortage of fund allocations on one hand and under-utilization of funds on the other hand. The Committee notes that the Department has compiled detailed information regarding the under-utilization of allocations made under different heads and also the reasons thereof (ITEM XI of Background Material for Examination of Demands For Grants 2016-17 of the Department of School Education and Literacy) and one of the reasons cited therein, which stands out as being the most common is the Under-utilization of Funds under NER/ NER Component. The Committee feels that the Department needs to find a solution to ensure that funds meant for the region are utilized timely and optimally, given the fact this is one of the most backward and isolated corner of the Country and education and social welfare activities, coming under the purview of this Department, would perhaps one day establish as the solution to the problems ailing the NER. The Committee also recommends that since the Department has identified the reasons for the under-utilization of Funds for these Schemes, it should make concerted efforts to address these issues and optimally utilize the allocated funds, if the desired goals for various schemes were to be achieved.

Monitoring of Execution of Schemes and Fund Utilization

2.18 As per information made available by the Department, the following Monitoring mechanisms are followed: -

In order to ensure that the States contribute their share on time and also its execution, the Department has adopted a monitoring mechanism, which includes submission of Utilization Certificates (UCs), Audited Accounts, Expenditure Statement, physical and financial progress, details of Unspent Balance, pace of expenditure. The release of matching State share is specifically ensured while releasing the grants to States, especially when the balance of 1st instalment (after adhoc release) and 2nd instalment is released only when the State share has been fully released.

SSA: Central Government reviews and monitors implementation of the SSA periodically with the States and Union Territories at different fora, including the State Education

Ministers' Conferences. Educational data on outcomes are collected through Unified District Implementation System of Education (UDISE) every year. The status of these evaluations and monitoring is placed in the public domain on the Ministry's website. The SSA programme is reviewed twice every year by a Joint Review Mission (JRM) comprising independent experts and members of external funding agencies, covering all States by rotation. All the States/UTs submit their Annual Audited Accounts. Meetings are held with States and UTs at regular interval to review the status of civil works and also the financial management of the State Implementation Society of States/UTs.

RMSA: The States/UTs are required to submit physical and financial progress online in the system. The States/UTs are required to update the data regarding the scheme on monthly basis. Besides, the Ministry, time and again corresponds with States/UTs at different levels for expediting the implementation.

2.19 The Committee appreciates the various mechanisms devised by the Department to monitor the problem of non-execution of Schemes, which is manifested in the under-utilization of Funds meant for them. The Committee also notes that certain Schemes like MDMS, RMSA, KVS and NVS have done exceptionally well in executing its tasks. The Committee, therefore, recommends that the Department should learn from the experiences gathered from these Schemes and efforts should be put in right earnest to replicate them in the other Schemes as well.

2.20 The Committee notes that the number of pending Utilization Certificates (UCs), has increase from 1191 last year to presently 1819 UCs, though its value has decreased from ₹15479.12 crore to ₹ 9494.17 crore. (OUTCOME BUDGET Pg.78) Nonetheless, the Committee feels that pending UCs remain a major cause for concern, which is hampering the execution of various Schemes of the Department.

III. ELEMENTARY EDUCATION

RIGHT OF CHILDREN TO FREE AND COMPULSORY EDUCATION (RTE) ACT, 2009/SSA (SARVA SHIKSHA ABHIYAN)

3.1 RTE/ Sarva Shiksha Abhiyan: Article 21-A of the Constitution of India and its consequent legislation, the Right of Children to Free and Compulsory Education (RTE) Act, 2009

became operative in the Country on 1st April 2010. The RTE Act confers the right to elementary education on all children, in the age group of 6-14 years, on the basis of equality of opportunity in a formal school which satisfies certain essential norms and standards. All States/UTs have notified their State RTE Rules. The centrally sponsored scheme of Sarva Shiksha Abhiyan (SSA) supports States/UTs in their efforts to implement the RTE Act. Its interventions include, inter alia, opening of new schools, construction of schools and additional classrooms, constructing toilets and drinking water facilities, provisioning for teachers, in-service training for teachers and academic resource support, free textbooks and uniforms, support for improving learning achievement levels, research, evaluation and monitoring.

3.2 The fund sharing pattern for the centrally sponsored scheme of the Sarva Shiksha Abhiyan (SSA) between Central and State Governments was in the ratio of 65:35 for all States {except North Eastern Region States (NER) where it was 90:10} from the year 2010-11 to 2014-15. From the year 2015-16, the fund sharing pattern stands revised to in the ratio of 60:40 between the Centre and the States and 90:10 for the 8 North-Eastern States viz. Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura, 3 Himalayan States viz. J&K, Himachal Pradesh & Uttarakhand and in case of UTs, 100% will be funded by the Central Govt.

(₹ in Crore)

Plan	BE 2014-15	RE 2014-15	BE 2015-16
General	25486.70	21958.20	18700.00
NER	2771.30	2421.80	3300.00
TOTAL:	28258.00	24380.00	22000.00

The releases by the Central Government to States/UTs during the 12th Plan are as follows:

(₹ in Crore)

Year	Budgeted Expenditure (BE)	Revised Expenditure (RE)	GOI Releases	% of GOI Releases to the RE
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2012-13	25555.00	23875.83	23836.55	99.84
2013-14	27258.00	26608.01	24735.09	92.96
2014-15	28258.00	24380.00	24030.16	98.57
2015-16	22000.00	22000.00	19187.50*	87.22

* As on 1.3.2016

3.3 The Committee notes that Fund Release during this Financial Year has seen a considerable drop despite the RE being much lower than last year. The Committee also notes that the Department has indicated that there are no instances of under-utilization of Funds in SSA during the last three years, (Page 58 of Background Material for Examination of Demands For Grants 2016-17 of the Department of School Education and Literacy) except against the allocations meant for NER, mainly due to lower expenditure and non-transferability to other heads. Clearly, the Department needs to strengthen the scheme in the NER on a war footing and bring it to the level of other Flagship Schemes like MDMS and RMSA, which are also executed in the NER too.

PROGRAMME INTERVENTION

3.4 Universal Access: The Department has informed that the universal access to Elementary Education has seen a marked improvement in the Country from 1998-99 to 2014-15, as can be seen in the following table: -

UNIVERSAL ACCESS TO ELEMENTARY EDUCATION

	1998-99	2014-15
Gross Access Ratio (Primary)	83%	99%
Gross Access Ratio (Upper Primary)	76%	98%
Gross Enrolment ratio (Primary)	92%	100.08%
Gross Enrolment ratio (Upper Primary)	58%	91.24%
Dropout Rate (Primary)	40%	16.83%
Dropout Rate (Elementary)	57%	32.62%
Out of School Children	134.6 lakh (2005)	60.64 lakh (2014)

(a) New Schools: Progress in achieving the goal of universal access under SSA has been consistent over the years. Over the years 2,04,736 primary schools have been sanctioned, of which 93 were sanctioned in 2015-16. Over the years 1,59,392 upper primary schools have been sanctioned in a radius of 3 km, including 33 sanctioned in 2015-16.

(b) Special Training for mainstreaming out-of-school children: The RTE Act makes specific provision for Special Training for age-appropriate admission for out-of-school children. A majority of out-of-school children belong to disadvantaged communities – scheduled castes, scheduled tribes, Muslims, migrants, children with special needs, urban deprived children, working children, children in other difficult circumstances. In the Annual Work Plan & Budget (AWP&B) 2015-16, a total of ₹577.13 crore has been provided for Special Training to 15.17 lakh out-of-school children.

(c) Residential facilities: In sparsely populated or hilly and densely forested areas with difficult geographical terrains and in densely populated urban areas, where it is difficult to get land for establishing schools residential facilities are provided. In urban areas there are a number of urban deprived children: homeless and street children in difficult circumstances, without adult protection, who require not merely day-schooling facilities, but also lodging and boarding facilities. SSA has provided 802 residential institutions with a capacity of around 89,105 children till date.

(d) Transportation or Escort facilities: The requirement of funds for this facility will be kept under the National Component, to be utilized on receipt/appraisal of district specific proposals from the State. For the year 2015-16, SSA has provided a provision of ₹48.04 crore for transport and escort facility to 1.60 lakh children.

(e) Uniforms: In 2015-16, SSA made a financial provision of ₹3083.39 crore for providing free uniforms to 79,290,424 children.

(f) Ensuring an eight-year elementary education cycle: At the elementary level, the National system of education comprises five years of primary education and three years of upper primary. SSA has provided support to States to move towards an eight-year elementary education cycle through provisioning for additional teachers and classroom for Class VIII at the upper primary stage and teaching learning equipment for Classes V and VIII. All States have now made a transition to eight year elementary education cycle.

3.5 Bridging Gender Gaps in Elementary Education

(a) Girls Education: Bridging gender and social category gaps in elementary education is one of the four goals of SSA. SSA has identified Special Focus Districts (SFDs) on the basis of

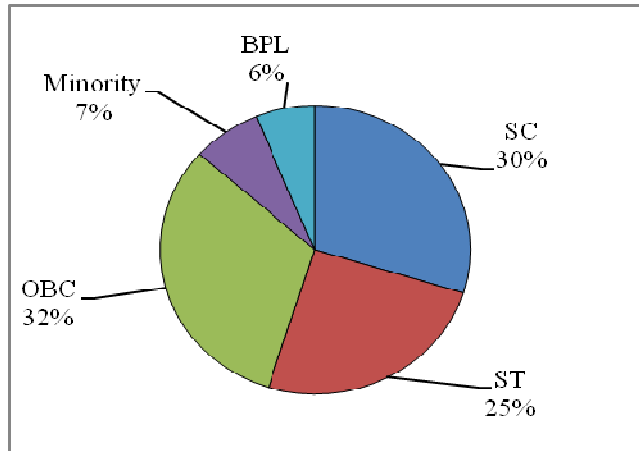
adverse performance on indicators of girls' enrolment, as well as concentration of SC, ST and minority communities. RTE-SSA provides a clear thrust and special focus on education for girls and children belonging to disadvantaged groups and weaker sections. The general interventions under SSA apply to all girls and children belonging to disadvantaged and weaker sections; these include ensuring availability of primary and upper primary schools within the habitation as prescribed under the RTE Rules, uniforms, textbooks, etc. As can be seen below, there has been some improvement in the enrolment of Girls as well as GPI Indicators at both Primary and Upper Primary Levels in the last 10 years: -

Indicator	Primary		Upper Primary	
	2003-04	2014-15	2003-04	2014-15
% Share Enrolment of girls	47.7	48.19	45.01	48.63
GPI	0.90	0.93	0.80	0.95
Retention Rate (Pr.)	Boys	81.92	-	-
	Girls	82.87		

(b) Kasturba Gandhi Balika Vidyalaya (KGBV): KGBV are residential upper primary schools for girls from SC, ST, OBC Muslim communities and BPL girls. KGBVs are set up in educational backward blocks, where schools are at great distances and are a challenge to the security of girls. KGBVs reach out to adolescent girls, who are unable to go to regular schools, and out-of-school girls in the 10⁺ age group, who are unable to complete primary school and younger girls of migratory populations in difficult areas of scattered habitations that do not qualify for primary/upper primary schools. KGBVs provide for a minimum reservation of 75% seats for girls from SC/ST/OBC and minorities communities and 25% to girls from families that live below the poverty line.

3609 KGBVs have been sanctioned by Government of India till date. Out of these, 3598 KGBVs are reported to be functional (i.e. 99.70%) in the States and 3,52,920 girls are enrolled in them. The buildings of 3191 KGBVs have been constructed and construction in 368 KGBVs is in progress.

Composition of Girls Enrolled in KGBVs, 2015-16



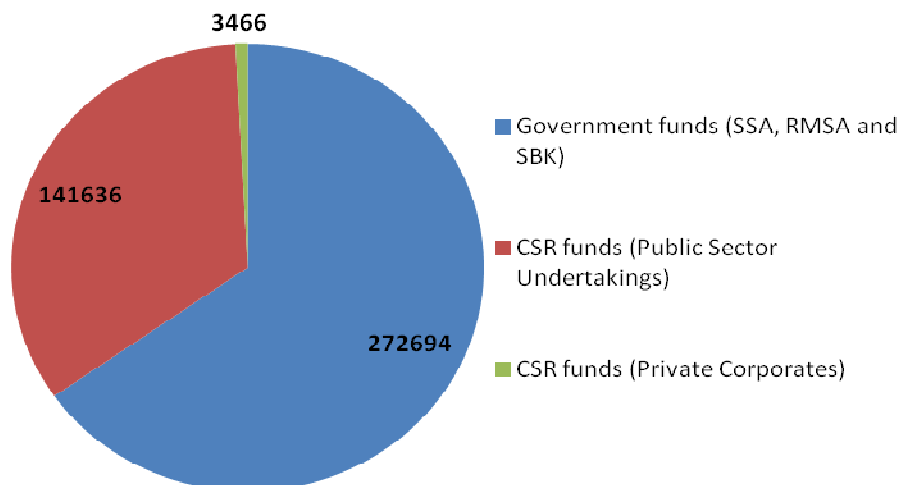
(c) **Removal of Gender bias from School Curriculum and Text Books:** Following the National Curriculum Framework (NCF), 2005 guidelines, States have consciously taken a decision to establish gender as a critical marker of transformation through increasing visual representation of girls and women and facilitating role reversal. Most of the states have incorporated the gender sensitization in their regular School Management Committee (SMC) training modules to deal with issues such as enrolment, retention and completion of education of girls; creating suitable atmosphere for girl students in schools; rapport with female teachers for discussing gender awareness, etc. Trainings of teachers on gender related issues are organized in the States specifically for orientation on gender issues facing adolescent girls in particular.

(d) **Digital Gender Atlas for Advancing Girls' Education in India:** Department of School Education and Literacy has prepared a Digital Gender Atlas for Advancing Girls' Education in India on its website, which was launched on the occasion of International Women's Day on 8th March, 2015. The tool, which has been developed with the support of UNICEF, will help identify low performing geographic pockets for girls, particularly from marginalized groups such as scheduled castes, schedule tribes and Muslim minorities, on specific gender-related education indicators. In order to plan and execute educational interventions, the purpose of the Gender Atlas is to help identify and ensure equitable education with a focus on vulnerable girls, including girls with disabilities. Using available Government data such as the Unified District Information System for Education (U-DISE) data (2011-2014), Census 2011 data and District Level Health Survey (DLHS) 2007- 08, the Gender Atlas enables the user to navigate between geographical representation and numeric data at state, district and block levels and gives information on key indicators for girls' education at primary, upper primary and secondary level. The main components of the Gender Atlas are: (i) Composite Gender Ranking (ii) Trend Analysis of Gender

Indicators (iii) Vulnerabilities based on educational indicators in districts with substantial tribal, schedule caste, minority population in educationally backward blocks and in left wing extremist districts, and the low sex ratio districts selected under Beti Bachao Beti Padhao programme.

(e) **Swachh Vidyalaya Initiative for separate girls' toilets:** The Swachh Vidyalaya Initiatives under the rubric of Swachh Bharat Mission, which aimed to provide separate toilets for girls and boys in all remaining schools of the Country within one year, in response to a call made by the Hon. Prime Minister in his Independence Day address on 15th August 2014, achieved remarkable success, and the targets were fully achieved with 4,17,796 toilets added to 2,61,400 government elementary and secondary schools during the year between 15.8.2014 to 15.8.2015. This was achieved by a combination of effort from government, public and corporate sectors and private contributions. The breakup of the toilets is as under:

- A total of 4.17 lakh toilets (2.66 lakh boys and 1.91 girls toilets) under Sarva Shiksha Abhiyan (SSA) and Rashtriya Madhyamik Shiksha Abhiyan (RMSA) have been constructed or made functional in 2.61 lakh schools. This included schools in the most difficult to reach areas in the Country or areas facing Left Wing Extremism (LWE). With this, about 13.77 crore children in 11.21 lakh government schools all over the Country now have access to toilet facilities.
- Government [SSA, RMSA and Swachh Bharat Kosh (SBK)] has funded construction of 2,72,694 school toilets, Central PSUs funded 1,41,636 toilets and private corporates funded 3,466 toilets.



Funds

Funds contributed under SSA and SBK for the programme during 2014-15 is given below.

SSA	:	₹ 54456.72 lakh
SBK	:	₹ 11297.93 lakh

(f) Mahila Samakhya Programme

(i) **Community sensitization and awareness generation:** Parents and the community are sensitized for handling better and in a more sensitive manner, the issues of early marriages and adolescent pregnancies. Through trained Sangha and federation, women leaders and community cadres, majority of whom also are EWRs in Panchayat bodies, play active role in ensuring that child marriage is arrested. This is done through various interventions such as:

- participation and accountability of local self governance bodies-Panchayats-Maintaining Identification of areas having high incidence of child marriage/early marriage
- Identification of girls vulnerable/ facing threat of danger of early marriage
- Discussions and programmes around Child Marriage Prevention Act and socio-economic impact of early marriage and adolescent pregnancies
- Facilitating girls access to education through their enrolment in KGBVs, MSKs or village schools to delay the age of marriage
- Engaging community leaders, opinion makers and people's representatives
- Ensuring data at Panchayat
- Ensuring enforcement of laws relating to child marriage and child rights
- Organizing awareness camps
- Building community opinion/ Community Pledges-Mahila Samakhya encourages and motivates its Sangha Members to take pledge to not to promote and support social evils and practices such as child marriage, son preference and discrimination against girls.

(ii) **Promoting adolescent forums (Kishori Sanghas):** Village level forums for adolescent girls called Kishori Sanghas are promoted and nurtured in order to discuss and address the issues of adolescents and to act upon the identified issues. Currently over 25000 Kishori Sanghas with a membership of 7 lakh adolescent girls belonging to the most marginalized sections of the society are active in 670 backward blocks under Mahila Samakhya coverage. The Kishori Sanghas have undertaken various activities such as:

- Wall writing
- Organizing Melas
- Celebrating Kishori Diwas
- Reporting cases of (potential) child marriage
- Counselling and peer support
- Advocacy and creating public opinion-Khabar Lariya-a local news paper produced by adolescents and women of Mahila Samakhya promoted Sanghas and Kishori Manch
- Forming Kishori Sansad-girls are trained to take up issues of child marriage, child labor and trafficking

(iii)**Mahila Shikshan Kendras (MSKs):** MSKs are residential training centers that provide 8-11 months training to drop-out/non-enrolled adolescent girls and young women in the age group of 16-20 years. In addition to the state approved (SSA) curriculum, Mahila Samakhya develops a more gender sensitive curriculum and pedagogy on rights and entitlements of girls, as a part of course ware. Currently, 103 MSKs in as many districts are being run by Mahila Samakhya, with each MSK having enrolled 30-40 girls for a 11months residential course. Over 35,000 girls have been enrolled in MSKs, of which, majority have been mainstreamed in schools/KGBVs. This helps in delaying their marriages and early pregnancies.

3.6 Inclusive Education

(i) **SC/STs and Muslims:** There is a positive trend of increased awareness among parents towards accessing education, despite economic and social constraints, as also validating the effort by the State to make schools available to SC, ST and Muslim minority children. Enrolment of SC children has gone up from 19.06 % in 2010-11 to 20.24% in 2013-14 at elementary level, which is more than their share in population (16.20% as per Census 2011). Enrolment of ST children has gone up from 10.70% in 2010-11 to 10.85% in 2013-14 at elementary level, which is more than their share of population (8.20% as per Census 2011). Enrolment of Muslim children has grown up from 12.50% in 2010-11 to 13.52% in 2013-14 at elementary level, which is marginally less than their share of population (14.2% as per Census 2011).

Current efforts to promote elementary education among children from disadvantaged groups and weaker sections have been a mix of both general and specific/targeted. General efforts include: expanding infrastructure for physical access, incentives like uniforms/ books/ cycles, tracking disaggregated data to reflect social groups and gender dimensions, provision of mid-day meals etc. Many specific/ targeted programmes like uniforms, books that were originally special provisions for SC, ST children have been expanded to cover all children.

An allocation of ₹11540.47 crore, which is 19% of the total allocations under SSA, has been approved for 88 Muslim dominated Special Focus Districts for 2015-16. For the 109 ST focused districts, ₹8172.86 crore (13% of the total allocation under SSA) have been provided in 2015-16. An allocation of ₹8152.76 crore has been made for the 61 SC focused districts (13% of the total allocation under SSA) have been provided.

(ii) **Children with Special Needs (CWSN):** RTE-SSA seeks to ensure that every child with special needs, irrespective of the kind, category and degree of disability, is provided meaningful and quality education. The main components of SSA interventions for children with special needs include:

- Identification, functional and formal assessment, appropriate educational placement, preparation of Individualized Educational Plan, provision of aids and appliances, teacher training, resource support, removal of architectural barriers, monitoring and evaluation and a special focus on girls with special needs.

- Special training for CWSN with the main objective of preparing children with special needs for schools, thereby ensuring better quality inclusion for them. Home-based education for children with severe profound disabilities with the objective of either preparing children with special needs for schools and for life, by imparting to them basic life skills.
- Financial support up to ₹3000/- per child for integration of disabled children, as per specific proposals.

Household surveys and special surveys have been conducted by all states to identify children with special needs. 27.79 lakh children with special needs have been identified. 25.03 lakh children with special needs (89.53% of those identified) are enrolled in schools in 2015-16. Further 69,881 children with special needs are being covered through School Readiness Programme and 1.16 lakh children with special needs are being provided home-based education. In all 96.18% of the identified children with special needs have been covered through various strategies.

Making schools barrier-free for children with special needs for easy access is incorporated in the SSA framework. Till now 82.33% schools have been provided with barrier-free access. 2,12,197 schools have been provided with disabled-friendly toilets. 34.63 lakh teachers have been covered through regular teacher training programmes, which include a 2-3 day capsule on inclusive education so far. 27.04 lakh (59.45%) teachers have been provided 3-5 days additional training for better orientation to Inclusive Education. States/UTs have appointed 20910 resource persons for providing support on inclusive education to regular teachers. The total allocation for interventions for CWSN under SSA for 2016-17 is ₹54,770.619 lakh.

(iii)Curricular Adaptation: The Department had instructed NCERT to develop exemplar material for children with special needs. The NCERT has developed two separate handbooks for teachers at the primary and upper primary level. The exemplar material in particular deals with curricular adaptations to be done by the mainstream teachers in regular classrooms, teaching strategies and adapted evaluations. It gives simple tips that a regular teacher can adopt in his/her classroom to address the learning needs of all kinds of children with special needs. The handbook is based on an approach whereby the teacher provides meaningful learning experiences to all children in the class; includes tips, suggestions, examples and case studies; has exemplars in the form of textbook lessons in subjects like EVS, Mathematics & Languages; uses simple language

and expressions that values all children; presents the regular teachers with basic understanding about disabilities and their impact on teaching-learning process; contains strategies for creating inclusive classrooms from the perspective of sensory, cognitive and intellectual disabilities and has a section on suggestions for Continuous and Comprehensive Evaluation in inclusive classrooms.

Resource persons and teachers are being trained on this handbook by NCERT through regional workshops. Training of master trainers based on this exemplar has also begun. 3 regional workshops to train master trainers have been conducted by NCERT. The objective is to train all primary level teachers on this material. Thus far, 1.26 lakh teachers have been trained on this exemplar material.

Provision of aids and appliances and support services: Many CWSN are not able to attend school for lack of essential aids and appliances. Required aids and appliances are being provided to these children in convergence with the Ministry of Social Justice and Empowerment. 81.26% CWSN requiring assistive devices, have been provided with such appliances till 2015-16. To further strengthen resource support to CWSN in SSA, 2.76 lakh CWSN have been provided transport/escort support, 1.61 lakh CWSN are given therapeutical support and 13535 CWSN have been provided surgeries. Parental counseling is also conducted by States for parents of CWSN.

3.7 Improving Quality

One of the major goals of RTE-SSA is to provide elementary education of equitable quality to every child. As such, the program aims to bring a broad shift towards improvement of what is happening in schools, including classroom process and build up systems that are child-friendly and inclusive, responsive to each child's needs and able to ensure their learning. Across the Country, States are being supported to design and implement comprehensive Quality Improvement Programs, to bring about overall changes in their teachers training, curricula, learning materials, learning processes, learning outcomes, assessment and monitoring systems, in order to ensure that the quality of teaching learning is improved. The following are some of the major initiatives that have been taken by the Department in the direction of Elementary Education:

- (i) **'Padhe Bharat Badhe Bharat'**: A major initiative of the Government of India is a nation-wide sub-programme under the Sarva Shiksha Abhiyan called "Padhe Bharat Badhe Bharat" which has been planned in a twin track approach:- (i) to improve language development by creating an enduring interest in reading and writing with comprehension; and (ii) to create a natural and positive interest in mathematics related to their physical and social world. The two

tracks of Padhe Bharat Badhe Bharat are early reading and writing with comprehension (ERWC) and Early Mathematics (EM). The objectives of this programme are to enable children to become independent and engaged readers and writers; with comprehension possessing sustainable and lasting reading and writing skills and achieve learning levels appropriate to the class of study; to make the children understand the reasoning in the domains of number, measurement and shapes; and enable them to become independent in problem solving by way of numeracy and spatial understanding skills and to associate reading, writing and early mathematics with the experience of joy and real life situation. An amount of ₹509.93 Crores has been approved for Padhe Bharat Badhe Bharat for 2015-16.

(ii) **Focus on Quality of Elementary Education:** Specific steps have been taken to focus on programmes to improve learning levels of students. States have been supported for initiatives to improving learning in foundational classes of school (classes 1 and 2) and specific initiatives to improving learning of Maths and Science in upper primary classes. These include a variety of programmes like Activity based learning in Tamil Nadu and Gujarat; specific programmes designed by states like Bihar and Jharkhand, bridging from home language to school language programme in Odisha.

(iii) **Curriculum Reform:** The National Curriculum Framework, (NCF) 2005, prepared by NCERT, calls for a significant shift in the education system towards schools that are more child-friendly and inclusive, and teaching learning processes that are more constructivist in nature. Each State has been urged to renew its own State curriculum in light of NCF 2005 recommendations, by bringing in cohesive changes in their curriculum, teaching learning material, pedagogy and assessment systems. 23 States so far have renewed their curriculum based on NCF, 2005, 10 States have followed the curriculum of NCERT, 3 States have followed the curriculum of neighbouring States, to make them more activity-based, child-friendly and sensitive to gender and marginalized groups.

(iv) **Textbooks for children:** All children are provided free textbooks up to class VIII. In 2015-16, provision was made for providing text books to 8.51 crore children. Concomitantly, workbooks and worksheets are being provided by several States, to facilitate activity-based classroom processes and to supplement learning processes.

(v) **Rashtriya Avishkar Abhiyan:** Rashtriya Avishkar Abhiyan was launched on 9th July, 2015 by Dr. A.P. J Kalam. It is an initiative to motivate and encourage children of the age-

group 6-18 years, in Science, Mathematics and Technology. Rashtriya Avishkar Abhiyan is a unique concept developed by the Ministry of Human Resource Development that aims to inculcate a spirit of inquiry, creativity and love for Science and Mathematics in school children. The key activities under this programme include mentoring of elementary and secondary schools by Institutions of Higher Education; forming Maths and science clubs for children at school and professional development of teachers in order to make teaching of Maths and Science interesting for students. Funding for activities under Rashtriya Avishkar Abhiyan is to be accessed within the components of Sarva Shiksha Abhiyan (SSA) and Rashtriya Madhyamik Shiksha Abhiyan (RMSA). The total funding for Rashtriya Avishkar Abhiyan in 2015-16 is ₹124.78 crores.

(vi) **Enhancement in the learning achievement levels of children at the primary and upper primary stage:** SSA has steadily invested in quality improvement in schools, with more than half of its annual outlay going to quality interventions. 15.59 lakhs Teachers have been appointed under SSA, leading to a sharp improvement in pupil-teacher ratios (PTR) to a level of 26:1. The average number of teachers per school for Government schools has also improved to 4.2 teachers in 2013-14.

3.8 Continuous and Comprehensive Evaluation: Various states have been making efforts under SSA to move towards more continuous and comprehensive modes of assessment wherein each child's learning progress is continually tracked as an integral part of the teaching learning process, so that assessment does not become stressful or threatening to children. All 36 States are implementing their own module for implementation of CCE as well as modules for teachers training to implement CCE. While most States have implemented CCE across schools state-wide; there are other States, who are implementing this in a phased manner. To help States in their efforts, NCERT has developed an example CCE module and shared the same with the States. 3rd Party Monitoring Institutes (MIs) catering to SSA, MDM etc. were engaged for monitoring works of RMSA, whose reports were uploaded on the RMSA website and State Governments have been requested to take necessary actions on the points observed on the Report.

3.9 Teacher Training

(i) **Availability of Teachers:** To meet the shortage of teachers in Elementary schools, 19.49 lakh additional Teachers' posts have been sanctioned under SSA up to 2015-16. Out of this, 15.59 lakh posts have been filled up by the States/UTs. After RTE it is mandatory that only those people may be appointed as teachers, who are able to clear TET. CBSE has conducted Nine rounds of Teacher Eligibility Tests (TETs) and 32 States have also conducted TET. Apart from these 2.34 lakh part-time instructors have also been sanctioned under Sarva Shiksha Abhiyan (SSA).

(ii) **In-service Teacher Training:** To upgrade skills of teachers, SSA provides for annual in-service training up to 20 days for all teachers. Support of ₹6000 per teacher per year is provided for two years to untrained teachers, already employed for the National Council of Teacher Education (NCTE) recognized training program. Apart from this, induction training for 30 days is given to freshly trained recruits. In 2015-16, 32.22 lakh (at BRC Level) and 30.62 lakh (at CRC Level) teachers have been approved by MHRD for in-service training, 0.65 lakh teachers for induction training. Also 1.02 lakh untrained teachers have been targeted to be trained under SSA. All training programmes cover pedagogical issues, including content and methodology, aimed at improving teaching learning transactions in classrooms and learning process in schools. Some of the major focus areas include guiding principles of NCF, 2005, CCE, how children learn, subject-specific content or learning difficulties, activity-oriented methods, use of Teaching Learning Materials (TLMs) or learning kits, etc. States are oriented towards improvement of training program through four regional workshops.

(iii) **Training of Headmasters:** In order to orient the teachers in managerial skills the heads of the schools are provided training for 10 days in academic management, financial management and human resource management. During 2015-16, 1464 RPs and 10,795 Head teachers will receive school leadership training based on NUEPA School Leadership Framework.

(iv) **Distance Education Programmes for teachers:** Capacity building of institutions and personnel at the National, State, District and sub-district levels is being facilitated with assistance of IGNOU and other Teacher Education Institutions in different States. The distance education programme provides technical and academic support in designing, developing, producing and delivering distance learning inputs and materials training of untrained teachers, thus facilitating training of professionally untrained teachers in the states. The Department of

School Education and Literacy has had several rounds of consultations with the State Governments to develop a strategy for enabling teachers to acquire professional (Diploma in Elementary Education D.El.Ed) qualification through the Open Distance Learning (ODL) mode and seek approval of the NCTE. The NCTE has given permission to the States of Uttar Pradesh, Madhya Pradesh, Bihar and Orissa for training of the untrained teachers through State Council of Educational Research and Training (SCERT), Lucknow and IGNOU, respectively.

3.10 The Committee notes that there are still a huge number of vacancies in the number of Teachers under this Scheme which will affect the States where the vacancies exist. The Committee, therefore, recommends that the Department should pursue the matter with the concerned State Governments in the right earnest to fill up these vacancies at the earliest.

3.11 The Committee is aware that despite the good work done by the Department to improve the universal access of Children to the Elementary Education System, there is still around 60 Lakh Children, who are “OUT OF SCHOOL”. The Committee is aware of the proposal to give specific targets to the States to enrol these Children under the SSA and recommends that the Department must come up with such innovative and out of the Box solutions to improve the reach of the SSA.

3.12 The Committee appreciates the work done by the Department in connection with gender sensitization and recommends that this should be replicated in other states also.

3.13 The Committee is happy to note that under this scheme so many toilets have been constructed in schools. The Committee has been getting reports that many of the toilets constructed are not functional. There has to be availability of water supplied to these toilets. Another area of concern is the upkeep and cleanliness of these toilets. The Committee recommends that the Department should ensure that toilets constructed by them and under CSR should be functional with proper water supply and cleanliness.

3.14 The Committee notes that the percentage of Toilets constructed with private funding (CSR) is too meagre and hence, it recommends that the Department should actively pursue with the Private Corporates for generous contributions for such a noble cause.

3.15 Academic Support System

(i) **Academic Support Structures:** 6,750 Block Resource Centers (BRCs) and 76,333 Cluster Resource Centers (CRCs) have been set up till September, 2015 across the Country as Resource Centers in each block and cluster, to provide decentralized academic support,

training and supervision to teachers and schools. There are subject-specific Resource Persons placed at each BRC and CRC, who conduct training programs for teachers, and also visit schools to provide on-site support to teachers on pedagogic and content related issues. BRCs/CRCs are also involved in academic monitoring of schools, classroom observations, and development of resource materials for teachers and students. Monthly meetings are organized at CRCs for regular peer-sharing and reflective discussions. Moreover, 35 States have set up State, District, Block and Cluster Level Resource Groups in order to work in conjunction with SCERTs, DIETs & BRCs for guiding a comprehensive gamut of quality improvement measures, by bringing in technical resource networks from outside the government system, including talents into the teacher community, as well as to enrich efforts at systematic reforms and changes at decentralized levels for improved teacher and school performance.

(ii) **School and Teacher Grants:** SSA also provides annual Teacher Grants of ₹500 to all teachers for developing contextual teaching aids. DIETs and BRCs hold regular workshop and training programmes to develop subject and topic related low cost teaching aids. States have also issued guidelines to schools and teachers on optimizing use of such funds. In 2015-16, about 0.6 lakh teachers will receive teacher grant under SSA. In addition, an annual School Grant of ₹5000 is provided to each primary and ₹7000 to each upper primary school separately, to meet the cost of school consumables, ₹7500 per school is given to each school for maintenance purposes, as well in 2015-16, about 13.45 lakh schools were targeted to receive School Grant. For new schools, one-time 'Teaching Learning Equipment' grant of ₹20,000 per new primary school and ₹50,000 per new upper primary school is provided for school equipment and setting up expenses. In 2015-16, about 208 schools were targeted to receive TLE grant.

(iii) **Computer aided learning:** Under SSA, grant up to ₹50 lakh is made available to each District for strengthening Computer-aided learning in schools to support enhancement of children's learning. Activities include providing Computer equipment or Labs to Schools, development of curriculum-based e-learning materials in local languages, and training of teachers in Computer use. Since inception of the program, approximately 98,527 schools have been benefited from this intervention.

(iv) **Improved learning processes and learning outcomes:** In addition to the annual in-service teacher training and monthly reflective meetings; an annual grant of ₹500 is provided

to each teacher to develop and use contextual teaching learning materials; action research is promoted to enable teachers to study various issues related to their teaching learning processes, etc.

(v) **Learning Enhancement Programs:** 2% of the total SSA outlay for each district has been made available for 'Learning Enhancement Programs' that aims specifically at improving the quality of learning processes and learning outcomes. In 2015-16, 26 States have been supported for carrying out Learning Enhancement Programs focused on the primary level (especially for strengthening early reading and mathematics skills), and all the States have been supported for Learning Enhancement Programs with a focus on strengthening Science and Maths learning at the upper primary level. To support States in designing these subject-specific programs, NCERT has launched a Reading Programme for the early primary grades, as an exemplar for States to build their own programmes for strengthening children's reading skills. This includes a prototype graded series of 40 early readers, a Teachers' training Manual, and a dossier of materials on reading pedagogy. Similarly, NCERT has initiated a programme for strengthening the teaching of Mathematics at Early primary grades, which includes development of a proto-type Maths learning kit for Class I and II, and a teacher training manual with appropriate pedagogic strategies.

(vi) **Improving student learning outcomes:** The impact of various quality interventions of SSA are reflected in the enhancement of children's learning levels which is a major thrust in SSA. NCERT, on the advice of MHRD, launched a programme to measure the achievement level of children studying in classes 3, 5 and 8. National Achievement Surveys (NAS) of NCERT are conducted every three years to assess learning levels of students in class 3, 5 and 8. The Survey provides reliable data about students' achievement in order to assess the quality of education provided. A trend can be observed over the years and across states while taking into account the surveys. The Department has made this an Annual feature and presently these are being done every year.

(vii) **Quality Monitoring:** A computerized District Information System for Education (DISE) is operational in the Country, which looks into several quality related parameters like student-classroom ratio, teacher-pupil ratio, teachers' profiles and examination results. In addition, Government of India, with the help of NCERT, has operationalised a quarterly monitoring system in the form of Quality Monitoring Tools (QMTs) to monitor quality aspects

such as student attendance, teacher availability in schools, classroom practices, student learning achievement, academic supervision provided by BRC/CRCs, community support, etc.

3.16 Research Studies under SSA

Independent assessments have been commissioned under SSA at the National level to provide independent feedback on quality related aspects of Sarva Shiksha Abhiyan (SSA), which helped in giving a realistic assessment of its performance and ultimately improved its execution. Another study commissioned under SSA is the study on “Assessment of Facilities available for Primary and Upper Primary Education in Tribal Predominant Areas”. The Study coordinated by NUEPA was carried out in 747 villages of 9 States with higher proportion of tribal population. The study found that in sampled villages of the 9 States, the average enrolment were 81 students per school. Of the total students, 82.6% were tribal. Drinking water facility was available in most primary schools. The percentage of schools with SCR > 30 and percentage of schools with PTR > 30 is high in sampled schools. In almost 98% of schools, free textbooks are provided by the SSA. Like free textbooks and uniforms, the trend is the same for MDMs as well. The drop-out rate at the primary stage has decreased from 2010-11 to 2011-12 from about 11% to about 4% for ST total. The reasons for boys dropping out of Schools in tribal areas was the need for them to contribute to the family income and so far as ST girls are concerned, at the primary level, the predominant reason for discontinuing studies was attributed to household work, while at the upper primary level, contribution in family income remained the major reason.

Improving student learning outcomes has been the key component of SSA. After the National Achievement Survey (NAS) on learning outcomes, the States/UTs have been provided grant to carry out State Learning Achievement Survey (SLAS) in order to get the micro level picture of the learning achievements at the district and block level. In the session 2013-14 the States were provided grants worth ₹1450 lakh followed by ₹1130 lakh in 2014-15 and ₹1243 lakh in 2015-16. The States were provided technical know-how for conducting such surveys through workshops followed by soft and hard copies of Standard Operation Procedure (SOP) to be used as guidelines while carrying out such surveys. Twenty four States completed SLAS in 2013-14 and nineteen States shared their results. In the session 2014-15, the number of States conducting the SLAS was 27 and 11 States completed the report. The States, which shared and web-hosted their SLAS results in 2013-14 are - Bihar, Himachal Pradesh, Karnataka, Odisha, Punjab, Rajasthan,

Tamil Nadu, Uttarakhand, and Uttar Pradesh. This exercise is expected to contribute towards the assessment of the impact of various quality interventions carried out by the States under SSA for enhancement of children’s learning levels, which is a major thrust in SSA. Also it will help the States to revamp their curricula, teaching-learning process as well as in-service teacher training.

3.17 Infrastructure

RTE-SSA provides flexibility to States in the execution of civil works. Neither designs nor unit costs are centrally prescribed. States are free to evolve building designs based on local site conditions and develop cost estimates based on the State Schedule of Rates notified by the State Governments. SSA has conducted a series of workshops in order to encourage States to adopt a Whole School Development approach to planning and construction, ensuring proper location of classrooms, drinking water and sanitation facilities and playgrounds within the school premises, simultaneously keeping in view the need for future expansion arising out of increased enrolments, incorporate child friendly elements in school buildings, i.e. designing indoor and outdoor spaces from the perspective of children. This could include provision of adequate learning elements, like display or chalk boards, storage shelves that are accessible to all children, designing different facilities, such as drinking water and urinals at different heights for children of different age groups/heights, etc, design indoor and outdoor spaces, such as floor, walls, staircases, windows, doors, ceilings, etc. as pedagogic resources to facilitate learning in many different ways, incorporate appropriate ‘safety features’ in school designs based on National Building Code of India, 2005 to ensure that children receive education in a safe and secure environment, incorporate all essential amenities in the school, including drinking water, sanitation, kitchen for mid day meal, playground, boundary wall/green fencing and making school buildings energy efficient through appropriately locating doors, windows, ventilators and sky lights, and using shading strategies to minimize or maximise heat gain. The progress in construction of school buildings till September, 2015 is as follows:-

INFRASTRUCTURE AND FACILITIES

Activity	Sanctions	Cumulative achievements since inception	Percent of Completion (%)
Primary Schools	199230	181988	91.3
Upper Primary Schools	112392	104883	93.3
Additional Class Rooms	1861220	1728067	92.8

Drinking Water	238973	226861	94.9
Boys Toilets	375976	347331	92.4
Girls Toilets	499946	490364	98.1

PERCENTAGE OF SCHOOLS HAVING REQUIRED INFRASTRUCTURE

	Norm	2009-10	2014-15
Drinking Water Facility	100%	93	95
Boys Toilet	100%	81	95
Girls Toilet	100%	55	85
Pupil Teacher Ratio (Primary)	<30	54	70
Pupil Teacher Ratio (Upper Primary)	<35	64	71
Ramp	100%	53	68
Playground	100%	49	54
Boundary Wall	100%	48	58
Library	100%	56	83
Student Classroom Ratio (Primary)	<30	60	78
Student Classroom Ratio (Upper Primary)	<35	64	72

School infrastructure provisions, however, is not a standalone activity. The design and quality of school infrastructure has a significant impact on enrolment, attendance and retention of children in schools. Thus 'civil works' under SSA are undertaken to provide all weather building as per provision of RTE Act. RTE-SSA encourages participation by the local community in all civil work activities in order to instill a sense of ownership in them. Community driven construction of schools have proved to be of a better quality compared to construction through a contractors. The community is also expected to play a pro-active role in the selection of the site, choice of design and maintenance of the school facility. There are a number of examples across the country where the community has contributed significantly in terms of money/labour for the improvement of their village school.

RTE-SSA now also supports repair of old school buildings, provision of school buildings in respect of building less, dilapidated schools and retrofitting of school buildings to make them

hazard resistant. RTE-SSA has conducted the Third Party Evaluation of civil works. An extensive supervision and monitoring system has been put in place to ensure quality of construction.

3.18 The Committee notes that more work needs to be done to improve the infrastructure, especially in those areas/States, where there is a high level of infrastructure disparity, including border and tribal areas and the NER.

3.19 The Committee, during its study visits, found that many of the Schools do not have adequate lighting, drinking water and toilet facilities, especially in those areas, which are far-off and inaccessible. The Committee understands that toilet facilities are being covered under Swachh Bharat Abhiyan. The Committee, therefore, recommends that the Department should consider installation of Solar lighting facilities as well as drinking water facilities under CSR in addition to Government Funding.

3.20 The Committee recommends that the Department should put in place a good monitoring mechanism to ensure that the infrastructures like Classroom, Toilets etc., that have been constructed should be as per specification and should comfortably accommodate all the students. The Department must also put in place mechanisms to ensure that these facilities remain functional and clean e.g., availability of water, lighting etc., should be ensured.

3.21 Admissions under Section 12(1) (c) of the RTE Act

Section 12(1) (c) mandates all private un-aided schools and special category schools to reserve a minimum of 25% of seats for Economically Weaker Sections. Under the SSA, the Government of India will reimburse the State expenditure towards 25% admissions to private unaided schools, based on per child cost norms notified by the State Government, subject to a maximum ceiling of 20% of the size of the SSA Annual Work Plan and Budget. The reimbursement is available to the States from 1st April, 2015 for children admitted in schools in 2014-15. 16 States have started admission in private schools under section 12(1)(c) with enrolment of 18.10 lakh children in the year 2014-15. A financial allocation of ₹250.65 crore has been made for 5.05 lakh children to 7 states, against the expenditure incurred for fee reimbursement to private schools for admitting children under section 12(1)(c).

3.22 The Committee notes that there have been news reports of Private Schools not complying with the requirements of Section 12(1) (c) of the RTE Act. Hence, the Committee recommends that the Department carry out a ground assessment of such schools across the Country so as to ensure that the responsibilities of the schools towards the society are not only met but also help the Children belonging to the EWS to break the shackles of poverty and get a chance to catch up with the society at large.

IV. NATIONAL PROGRAMME OF MID-DAY MEAL IN SCHOOLS

Background

4.1 With a view to enhance enrolment, attendance and retention and simultaneously to improve the nutritional status of children, a Centrally Sponsored Scheme 'National Programme of Nutritional Support to Primary Education (NP-NSPE)' was launched on the 15th August, 1995. The scheme was extended during 2008-09 to cover children of upper primary classes and the name of the Scheme was changed as 'National Programme of Mid-Day Meal in Schools'. Mid-Day Meal Scheme covers all school children studying in I - VIII classes in Government and Government-aided schools, Special Training Centres (STCs) and madrasas & maqtabas supported under Sarva Shiksha Abhiyan (SSA). The scheme has been revised from time to time with regard to its content and coverage.

Objectives

4.2 The objectives of the Mid-Day Meal Scheme are to address two of the pressing problems for majority of children in India, viz. hunger and education by:

- i. Improving the nutritional status of children studying in classes I – VIII in Government and Government-aided schools, Special Training Centers (STCs) and Madrasas and Maqtabas supported under Sarva Shiksha Abhiyan (SSA).
- ii. Encouraging poor children, belonging to disadvantaged sections, to attend school more regularly and help them concentrate on classroom activities.
- iii. Providing nutritional support to children of elementary stage in drought-affected areas during summer vacation.

Rationale

4.3 The rationale of the Mid-Day Meal Scheme is as follows:-

- i. **Preventing classroom hunger of** children belonging to disadvantaged sections of which cannot afford a lunch box or are staying far away from schools.
- ii. **Promoting school participation by** getting more children enrolled in the registers but also in terms of regular pupil attendance on a daily basis.
- iii. **Facilitating healthy growth of children by ensuring** a regular source of “supplementary nutrition” for children.
- iv. Provides an **opportunity to impart various good habits** to children (such as washing one’s hands before and after eating) and to educate them about the importance of clean water, good hygiene and other related matters.
- v. **Fostering social equality and help** spread egalitarian values, as children from various social backgrounds learn to sit together and share a common meal.
- vi. **Enhancing gender equity by encouraging** girls to come to school and also provides a useful source of employment for women and helps liberate working women from the burden of cooking at home during the day. In these and other ways, women and girl children have a special stake in Mid-Day Meal Scheme.
- vii. **Psychological Benefits:** Physiological deprivation leads to low self-esteem, consequent insecurity, anxiety and stress. Mid Day Meal Scheme can help address these and facilitate cognitive, emotional and social development.

Coverage

4.4 During the year 2014-15, 10.22 crore children studying in elementary classes in 11.56 lakh eligible schools in the Country were covered under the scheme. 25.57 lakh cook-cum helpers are working in Mid-Day Meal Scheme and more than 80% are women. The year-wise progress for this Scheme is as follows: -

Year	Enrolment	PAB approval	Actual coverage	Coverage as % of enrolment	Coverage as % of PAB approval
2012-13	14.21	10.97	10.68	75	97
2013-14	13.85	11.01	10.80	78	98
2014-15	13.58	10.81	10.22	75	95
2015-16	13.42	10.56	10.20	76	97

4.5 Achievements during the 12th Plan and Budgetary allocations

(₹ in Crore)

	2012-13	2013-14	2014-15	2015-16	2016-17
BE	11937.00	13215.00	13215.00	9236.40	9700
RE	11500.00	12189.16	11050.90	9236.40	
Actuals	10844.13	10903.88	10523.39	9096.80	

The approved outlay of the scheme during 11th Five Year Plan was ₹48,000 crore against which releases of ₹ 38,490.91 crores have been made. The Planning Commission had approved ₹ 90,155.00 crores for the scheme during the 12th Plan. The Budget Estimates 2014-15 was ₹ 13,215.00 crores against which an amount of ₹10,526.97 crores has been released in FY 2014-15. The BE for 2015-16 is ₹9,236.40 crores. However, the Department has submitted that last year the allocation on MDM Scheme was not adequate and additional funds were sought. During the year 2016-17, the B.E. has been enhanced to ₹ 9700 crore, which is an enhancement of ₹463.6 Crore. The year-wise achievements of physical and financial targets of the scheme during the last four years are given below:-

Components	2012-13	2013-14	2014-15	2015-16
Children covered (in crore)	10.68	10.80	10.22	10.20

Foodgrains allocated (in lakh MTs)	29.55	29.77	29.33	28.83
Budget allocation (in crore)	11937	13215	13215	9236.40
Total Exp. (in crore)	10868	10927.21	10526.97	9096.80

4.6 Norms for Mid-Day Meal Scheme

i) Calorific Value of mid-day meal: For children of primary classes, a cooked mid-day meal consists of 100 grams of food grain (rice/wheat/nutri-rich cereals), 20 grams of pulses, 50 grams of vegetables and 5 grams of oil/fat to children to provide 450 calories of energy and 12 grams of protein. For children of upper primary classes, it consists of 150 grams of food grain (wheat/rice/nutri-rich cereals), 30 grams of pulses, 75 grams of vegetables and 7.5 grams of oil/fat to provide 700 calories of energy and 20 grams of proteins.

ii) Cooking cost under the MDM scheme: Cooking cost covers expenditure on pulses, vegetables, cooking oils, condiments, fuel etc. The cooking cost has been increased by 7.5% in each of the last 5 years. The cooking cost is shared between the Centre and the NER States and Himalayan States on 90:10 basis, 100% for UTs and with other States on 60:40 basis. The cooking cost norms during the previous years, current year and sharing pattern between the Centre and the States are as under:

Year	Stage	Total Cost Per meal	Center-State Sharing			
			Non-NER States(75:25)		NER States (90:10)	
2013-14	Primary	₹3.34	₹2.51	₹ 0.83	₹3.01	₹0.33
	U. Primary	₹5.00	₹3.75	₹1.25	₹4.5	₹0.50
2014-15	Primary	₹3.59	₹2.69	₹0.90	₹3.23	₹0.36
	U. Primary	₹5.38	₹4.04	₹1.34	₹4.84	₹0.54
Revised Funding pattern		UTs(100%)	60:40(Non NER)		NER & 3 Himalayan States (90:10)	
2015-16	Primary	₹3.86	₹2.32	₹1.54	₹3.47	₹0.39
	U. Primary	₹5.78	₹3.47	₹2.31	₹5.20	₹0.58

iii) Engagement of cook-cum-helper and Honorarium to them: One cook-cum-helper can be engaged for upto 25 students, two cook-cum-helpers for schools with 26 to 100 students and one additional cook-cum-helper for every addition of up to 100 students. Each of them is entitled to a minimum honorarium of ₹1,000 per month. The States are however free to give more honorarium over and above the prescribed minimum to the cooks-cum-helpers from their own resources. The

expenditure towards honorarium of cook-cum-helpers is shared between the Centre and the NER States and Himalayan States on 90:10 basis, 100% for UTs and with other States on 60:40 basis. Programme Approval Board – Mid Day Meal headed by Secretary, School Education & Literacy has approved the engagement of 27.39 lakh cook-cum-helpers under the scheme. The States/UTs have engaged 25.75 lakh cook-cum-helpers against the approval. The State-wise details of the honoraria paid to cook-cum-helpers provided by the Department at page number 82 of the replies to Questionnaires is given in ANNEXURE 2.

iv) Construction of kitchen-cum-store: The Central Assistance is being released to the States/UTs for the construction of Kitchen-cum-Store on the basis of plinth area norms and State Schedule of Rates prevalent in the State/UT. This Department has prescribed 20 sq. mt. plinth area for construction of Kitchen-cum-Store in schools having upto 100 children. For every addition of upto 100 children, additional 4 sq. mt. plinth area is added. States/UTs have the flexibility to modify the slab of 100 children depending upon local conditions. The cost of construction of Kitchen-cum-stores is shared between the Centre and the NER States and the Himalayan States on 90:10 basis, 100% for UTs and with other States on 60:40 basis. Central Assistance of ₹8028.48 crore has been released to the States/UTs for construction of 10,06,263 kitchen-cum-stores since 2006-07. Out of this 7,33,270 (73%) kitchen-cum-stores have been constructed and 1,37,725 (13%) are under construction. A Statement indicating the status of construction of Kitchen-cum-Stores provided by the Department at page number 87 of the replies to Questionnaires is at ANNEXURE 3.

v) Transportation assistance in Special Category States: Transportation assistance in the 11 Special Category States (viz. Assam, Arunachal Pradesh, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Uttarakhand and Tripura) is payable at par with the PDS rates prevalent in these States. In case of all other States/UTs, transportation of foodgrains is given @ ₹75 per quintal or the actual cost incurred whichever is less.

vi) Decentralization of payment of cost of food grains to the FCI to the district level: The payment of the cost of food grains, which was centralized at the National level, has been decentralized with effect from 01.04.2010 to the District level to ensure greater stake holding and role of the District Authorities in ensuring prompt lifting of food grains and timely payment to FCI, which has resulted in reducing time lag in making payment to FCI. Decentralised Procurement Scheme has been introduced in nine States and one Union Territory. Under this

scheme, the States have been permitted to procure the locally produced food grain for utilisation under Mid-Day Meal Scheme.

1. Pattern of Central Assistance

Under the Mid-Day Meal Scheme, the Central Government bears entire cost of food grains, transportation cost, Monitoring, Management and Evaluation (MME) and procurement of kitchen devices. The cooking cost, cost of the kitchen-cum-stores and honorarium to cook-cum-helpers is shared between the Centre and the NER States & Himalayan States on 90:10 basis, 100% for UTs and with other States on 60:40 basis.

2. Implementation of the Mid-Day Meal Scheme

- i) The overall responsibility for providing cooked and nutritious midday meal to eligible children lies with the State Governments and Union Territory Administrations. States/ UTs have to ensure that all logistic and administrative arrangements are made to ensure regular serving of wholesome, nutritious and cooked meal in every eligible school. This includes development of adequate infrastructure viz. construction of kitchen-cum-store, and procurement of kitchen devices, through funding made available under the scheme and mobilization of additional resources through convergence with other developmental programmes of other departments or State/UT budgetary support. Drinking water and toilet facilities are to be created in convergence with SSA, Drinking Water Mission and Total Sanitation Programme.
- ii) Food grains allocation is made in advance and States/UTs have the flexibility to lift the quarterly allocation in one go. The FCI is held responsible for ensuring continuous availability of adequate food grains in its Depots and in Principal Distribution Centers in the case of North East Region. States / UTs are permitted to lift the food grains one month in advance. Every school/cooking agency is to maintain a buffer stock of food grains for one month requirement. A Statement containing the State-wise data for Foodgrains – Lifting & Utilization provided by the Department at page number 83 of the replies to Questionnaires is at ANNEXURE 4.

3. Task of Cooking

- i) The Guidelines provide that, as far as possible, the responsibility of cooking/supply of cooked mid-day meal should be assigned to local women's/mothers' Self-Help Group or local Youth Club affiliated to the Nehru Yuvak Kendras or a voluntary organization or by personnel engaged directly by the SMC/VEC/SMDC/PTA/Gram Panchayat/ Municipality.
- ii) In urban areas, where there is shortage of space for construction of the kitchen shed, use of centralized kitchen for a cluster of schools may be allowed. Cooking may be undertaken in a centralized kitchen and cooked hot meal may then be transported under hygienic conditions through a reliable transport system to various schools. There may be one or more such nodal kitchen(s) in an urban area, depending on the number of children and capacity of the service providers.
- iii) As per information provided by the Department, efforts are made to make available LPG based cooking so that the process becomes environment friendly, fuel efficient and facilitate the cooks. A statement indicating State-wise availability of LPG based cooking during the period 2013-16 provided by the Department at page number 88 of the replies to Questionnaires is at ANNEXURE 5

4. Quality of Mid-Day Meal

- i) Quality of MDM largely depends on the quality of food grains. FCI is held responsible for issue of food grains of best available quality, which will in any case be at least of Fair Average Quality (FAQ). FCI appoints a Nodal Officer for each State to take care of various problems in supply of food grains under the MDM Programme. The District Collector/CEO of Zila Panchayat ensures that food grains of at least FAQ are lifted after joint inspection by a team consisting of FCI and the nominee of the Collector and/or Chief Executive Officer, District Panchayat, and confirmation by them that the grain conforms to at least FAQ norms.
- ii) The Central Government has issued detailed guidelines to ensure quality, safety and hygiene under Mid-Day Meal Scheme to all the States/UTs with request to take prompt action for setting up of an effective Management Structure for MDM at various levels; Mandatory tasting of the meal by 2-3 adults including at least one teacher before it is served to the children; Safe storage and supply of ingredients to schools; Procurement and supply of pulses and ingredients of branded and Ag-mark quality on the lines of Maharashtra;

- iii) Detailed Guidelines on Food Safety and Hygiene for School Level Kitchens under Mid Day Meal were issued on 13.02.2015. These guidelines cover safety aspects of procurement, storage, preparation, serving and waste disposal of food items as well as issues of personal hygiene of students and those involved in cooking and serving of food.
- iv) Convening of District Level Committee meeting under the Chairmanship of senior most Member of Parliament from the District;
- v) Web enabled MDM-MIS has been launched for effective monitoring of the Scheme. 99% of annual data entry and 95% of monthly data entry has been completed for 2014-15. This has a scope to integrate MDM-MIS with IVRS to monitor the scheme on real time basis through community participation.
- vi) Emergency Medical Plan to tackle the untoward incidents, if any, at schools.
- vii) Grievance Redressal Mechanism to address the grievances of the stakeholders.

5. Monitoring Mechanisms

Department of School Education and Literacy has prescribed a comprehensive and elaborate mechanism for monitoring and supervision of the Mid-Day Meal Scheme. The monitoring mechanism includes the following:

- i) **Arrangements for local level monitoring:** Representatives of Gram Panchayats/ Gram Sabhas, members of SMCs, VECs, PTAs, SDMCs as well as Mothers' Committees are required to monitor the (a) regularity and wholesomeness of the mid-day meal served to children, (b) cleanliness in cooking and serving of the mid-day meal, (c) timeliness in procurement of good quality ingredients, fuel, etc, (d) implementation of varied menu, (e) social and gender equity on a daily basis.
- ii) **Display of Information:** In order to ensure transparency and accountability, all schools and centers, where the programme is being implemented, are required to display the following information at a visible place in the campus for the notice of the general public:
 - a. Quantity of food grains received, date of receipt.
 - b. Quantity of food grains utilized
 - c. Other ingredients purchased, utilized
 - d. Number of children given mid-day meal.
 - e. Daily Menu
 - f. Roster of Community Members for supervision and monitoring.

- iii) **Block Level Committee:** A broad based Steering-cum-Monitoring Committee also monitors implementation of the Mid-Day Meal Scheme at the block level.
- iv) **Inspections by State Government Officers:** Officers of the State Governments/UTs belonging to the Departments of Revenue, Rural Development, Education and other related sectors, such as Women and Child Development, Food, Health etc. are also required to inspect schools and centres where the programme is being implemented. It has been recommended that 25% of the schools/special training centres are visited every quarter.
- v) **District Level Committee:** Besides a District Level Steering-cum-Monitoring Committee for monitoring the MDM scheme, a District Level Committee under the Chairmanship of senior most Member of Parliament (MP) of the District has been constituted to monitor the scheme on quarterly basis. This Committee also monitors the implementation of SSA, RMSA and Saakshar Bharat programmes in the District.
- vi) **Periodic Returns:** The State Government/UT is also required to submit periodic returns to the Department of School Education and Literacy, GOI to provide information on (i) coverage of children and institutions, (ii) number of school days (iii) Progress in utilization of central assistance (iv) availability of necessary infrastructure in schools, (v) any untoward incident etc.,
- vii) **Monitoring by Institutions of Social Science Research:** Thirty eight Institutions of Social Science Research, had signed Memorandum of Understanding (MOU) with MHRD for monitoring the Mid-Day Meal Scheme for a period of two years with effect from 1st April, 2013 to 31st March, 2015. The status of reports of Monitoring Institutes are as under-

Sl. No.	Period	Number of Districts covered	Total number of Schools visited
1	01.04.2013 - 30.09.2013	48	1878
2	01.10.2013 - 31.03.2014	187	7313
3.	01.04.2014 - 31.03.2015	288	11300

- viii) **Grievance Redressal:** States and Union Territories are required to develop a dedicated mechanism for public grievance redressal, which should be widely publicized and made easily accessible. A State-wise details of complaints received from 2012-2015 and the action taken thereon, provided by the Department at page numbers 84 and 85 of the replies to Questionnaires is at ANNEXURES 6 and 7 respectively)
- ix) **State level Monitoring:** States and UT Administrations are also required to set up a Steering-cum-Monitoring Committee at the State level to oversee the implementation of the

Scheme. States/UTs have deployed independent institutions for the evaluation of the Scheme. A State-wise details regarding complaints received during each year from 2012-15, provided by the Department at page number 86 of the replies to Questionnaires is at ANNEXURE 8.

x) **National level Monitoring:-**

- a) **Empowered Committee** on Mid-Day Meal has been set up under the Chairmanship of Hon'ble Minister, Human Resource Development for monitoring the access, safety, hygiene and quality aspects in the implementation of MDMS; Review mechanisms in place to ensure effective monitoring and evaluation of the scheme; Mechanism in place for community participation in the scheme and its effective monitoring.
- b) Executive Council of the National Mission for Sarva Shiksha Abhiyan (SSA) headed by the Minister, Human Resource Development also reviews Mid-Day Meal Scheme.
- c) National Level Steering-cum-Monitoring Committee (NSMC), Programme Approval Board (PAB) under the Chairpersonship of Secretary (SE&L).
- d) National Meetings with Education Secretaries and Regional Review Meetings are also held to monitor implementation of MDMS.

xi) **Joint Review Missions** headed by Nutritional Experts/ Professors of Home Science Universities/Colleges and consisting of representatives of Ministry of HRD, representative of State Government, UNICEF, Office of Supreme Court Commissioner and Nodal officers from Monitoring Institutions have visited 46 States/UTs till 2014-15. In each State, 2 Districts were covered to assess nutritional indicators and actual implementation of the scheme at the ground level as per the defined Terms of Reference (ToRs). The report prepared by the Mission is shared with the concerned States for taking corrective action on the deficiencies reported in the implementation of the scheme and sending action taken note on the report. The collection of anthropometric data relating to Body Mass Index (BMI), level of malnutrition, stunting, wasting etc. has been collected for the first time. This would become a data base for measuring the impact of nutrition support under Mid-Day Meal on children. The 7th Joint Review Mission, which visited the States of Assam, Maharashtra, Telangana and West Bengal during the period 23rd March - 1st April 2015, was of the view that the management, implementation and monitoring of the MDMS is by and large satisfactory. The 8th Joint Review Mission has visited the States of

Chhattisgarh, Haryana, Jammu & Kashmir, Karnataka, Kerala and Sikkim during the period 27th November to 8th December, 2015 and its report is awaited.

xii) **Social Audit**

MHRD facilitated the Government of Andhra Pradesh to conduct social audit on MDMS on pilot basis in two districts viz. Khammam and Chittoor, by Society for Social Audit Accountability and Transparency (SSAAT), Hyderabad during 2012-13. To scale up this process in other States, a National Workshop on Social Audit was held in New Delhi on the 25th July, 2013. Thereafter Social Audit has been conducted/being conducted in two districts each on pilot basis in 9 States viz. Bihar, Karnataka, Madhya Pradesh, Maharashtra, Odisha, Punjab, Rajasthan, Tamil Nadu and Uttar Pradesh and its status are as follows: -.

States	Agency	Status
Bihar	Asian Development Research Institute (ADRI), Patna	Completed in Lakhisarai & Saran districts (2015). (in 46 schools) Report Submitted to State and MHRD.
Karnataka	Rural Development & PR	Completed in Bellary and Bijapur districts. Public hearing completed in the first week of October 2015 for both the districts. Report awaited.
Madhya Pradesh	State level Social audit committee under PR&D Dept	In Progress: 3 districts Ashok nagar , sheopur and Anuppur selected and consultation is going on.
Maharashtra	Indian Institute of Education, Pune	Completed: in Latur and Pune districts (2015). (in 40 schools) Report Submitted to State and MHRD
Odisha	Lokdrusti, Bhubaneshwar.	Completed in Naupada district (2015). (in 20 schools) Report awaited
Punjab	Punjab University	Completed in Ropar and Sangrur districts (2015). (in 80 schools) Report submitted to State and MHRD.
Rajasthan	Social Audit Cell	Completed in Baran district. Report submitted to State Govt(in 20 schools). In Dungarpur district social audit is in progress. Report awaited
Tamil Nadu	V.V. Vanniyaperumal College for Virudhanagar district & Mother Teresa college for Women for Madurai district	In progress: in Virudhanagar and Maduri districts. MOU has been signed with the agencies selected and the process was to commence in the month of November, 2015 in both the districts.

Uttar Pradesh	Giri institute of Development Studies.Lucknow	Completed in Shrawasti on the 25 th August, 2015 and in Barabanki in progress. Public hearing was scheduled for the 28 th September, 2015 in Barabanki but due to Local bodies elections it was been put on hold. Report awaited
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6. Impact of the Scheme

Many studies have shown that MDMS has helped in preventing classroom hunger; promoting school participation and fostering social equality and enhancing gender equity thereby facilitating overall healthy growth of children. The Office of the Supreme Court Commissioner undertakes extensive review of various welfare schemes through field visits. They have observed that the MDM is widely acknowledged as one of the more successful entitlement schemes of Government of India and has resulted in an increase in enrolment and retention of children in elementary classes.

7. Capacity Building of Cook-cum-Helpers through Training

Preparation of hygienic and wholesome meal under the MDMS is contingent upon the knowledge and skills of staff and cook-cum-helpers engaged for providing meals in the schools. The Self Help Groups and cook-cum-helpers, who are the pillars of the MDMS, mainly come from the deprived sections of the society, where they have limited information about nutrition, cooking processes, health and hygiene, preparation of raw grains and vegetables, recipes, serving skills etc. It is, therefore, essential that the capacity of the workforce at the field level is built on an ongoing basis. Ministry of Human Resource Development has, accordingly, assigned the task of conducting the training of cook-cum-helpers in collaboration with Hotel Management Institute, Food Craft Institutes and Food & Nutrition Institutes in the State Agricultural Universities.

8. Improvements in the scheme

In the last few years the Mid-Day Meal scheme has witnessed several improvements as indicated below:-

- a) The cooking cost has been revised from time to time.
- b) A provision for payment of honorarium @1000/- per month to cook-cum-helpers has been introduced with effect from 01.12.2009. The States/UTs have been advised to enhance this

honorarium by making additional contribution from their resources. 13 States are already making higher contribution from their resources for honorarium to cook-cum-helpers.

- c) Transportation assistance in the 11 Special Category States is being paid at par with the PDS rates prevalent in these States.
- d) Decentralization of payment of cost of food grains to FCI to the District level with effect from 01.04.2010.
- e) Memorandum of Understanding has been signed with 38 independent academic and research institutes for regular monitoring of the scheme. The Review Missions on MDMS have also monitored the scheme in twenty States/UTs in 2013-14 and 5 States in 2014-15 and submitted report for taking appropriate action.
- f) Re-imburement of additional expenditure incurred on the procurement of unsubsidized LPG cylinders during F.Ys 2012-13 and 2013-14.

9. Best Practices in MDMS : The following best practices in various States noted by the Department could be replicated to the best suitability to the prevailing local conditions: -

Name of State	Details
Andhra Pradesh	Introduced the Green Channel Scheme under which the Finance Department issues Budget Release Order (BRO) to the Administrative Department, which gives periodical distribution statement for the entire year to the implementing agencies so that the scheme is implemented without any hindrance throughout the year. Growing of vegetables in the kitchen gardens and serving them under mid-day meal is another best practice.
Bihar	Bal Sansad (Child Cabinet) is actively involved in the orderly distribution of mid-day meal.
Gujarat	Initiated the concept of public participation through "Tithi-Bhojan". The villagers sponsor sweets and food for children on various occasions and provide utensils for MDM Scheme.
Jharkhand	Bal Sansad (Child Cabinet) is actively involved in the orderly distribution of mid-day meal. School children's mothers association is called Saraswati Vahini. Two mothers of these associations are nominated as Sanyojika, who are actively involved in cooking and effective delivery of the food to the children. Dining Halls constructed in schools.
Karnataka	All schools have gas based cooking. Payment of ₹1,600 and ₹1,700 as honorarium to cook-cum-helpers and Head Cook respectively per month. Growing of vegetables in the kitchen gardens and serving them under mid-day meal is another best practice.
Kerala	Active participation of community in MDM. Cook-cum-helpers are paid

	honorarium @ ₹4,500 per month (₹200 per day up to enrolment of 100 students and ₹25 extra for addition of 100 students thereafter).
Odisha	Government of Odisha organised an Awareness Generation Mela for creating awareness. Egg is served twice a week.
Punjab	Cook-cum-helpers are paid honorarium @ ₹1,200 per month. Growing kitchen gardens in the school premises and serving the vegetables in the MDM.
Sikkim	Cook-cum-helpers are paid honorarium @ ₹1,500 per month. Growing kitchen gardens in the school premises and serving the vegetables in the MDM is also practiced.
Tamil Nadu	Variety meal introduced in two blocks of each district. Egg is served for five days a week. . Curry leaves and drum stick trees are grown in the school premises and added in the mid-day meal. Cook-cum-helpers are regular employees of the State Government and eligible for promotion.
Tripura	Construction of dining halls for eating MDM in the schools.
Uttarakhand	Mothers are appointed as Bhojan Mata and Sahayika in primary schools. Cook-cum-helpers are paid honorarium @ ₹1,500 per month
West Bengal	There are fish ponds in school premises. Payment of ₹ 1,500 as honorarium is made to cook-cum-helpers per month. Growing of vegetables in the kitchen gardens and serving them under mid-day meal is also practiced.
Chandigarh	Cook-cum-helpers are paid honorarium @ ₹ 1,872 per month
Dadra & Nagar Haveli	Cook-cum-helpers are paid honorarium @ ₹ 2,400 per month.
Lakshadweep	Cook-cum-helpers are paid honorarium @ ₹ 6,000 per month
Puducherry	In addition to the mid-day meal, Rajiv Gandhi Breakfast Scheme provides for a glass of hot milk and biscuits. The UT has three slabs for payment of honorarium to cook-cum-helpers @ ₹5,000, ₹6,000 and ₹ 9,000.

4.7 The Committee finds it heartening to note that a robust system of monitoring mechanism has been put in place by the Department to constantly monitor the execution of the Scheme. However, despite of this, the utilization of Funds need to improve further, especially given the fact that it has been enhanced this year.

4.8 The Committee notes that in order to ensure that good quality food is given to the Children, the first step would be to recognize the contributions of the cooks. This cannot be possible unless their services are recognized as such. The Committee finds the use of the word “Honorarium” improper and it gives the impression of some sort of a reward and not a commensurate compensation for the services rendered by him/her as a cook. Secondly, the amount is so meagre and the variation is so huge across different states that the Committee

finds it extremely unjustified and inadequate in the present inflationary scenario. The Committee recommends that the said compensation should be brought to at least the level of the MNREGA wages.

4.9 The Committee also notes that the total food grain allocation to all the states/UTs is 2883103.05 MTs whereas the Total of Lifting is only 1190098.03 MTs, which is less than 50 percent of the total allocation. Hence, this is a cause for concern and the Committee would like to know the reasons for the deficiency and what corrective action can be taken by the Department.

4.10 The Committee also notes that the maximum type of complaint received under this Scheme is on the Poor Quality of food. Hence, the Committee recommends that the Department should consider serving of pre-packaged Nutritious foods complying with the requirements of this scheme in combination with some local produce as Mid-day meals.

4.11 The Committee also notes that a good beginning has been made to make available LPG based cooking for this Scheme. However, more action needs to be done to increase its coverage. The Committee also recommends that the Department should consider adoption of Solar facilities for cooking purposes specially in the isolated areas, where connectivity is a major problem.

4.12 On a specific query by the Committee on the number of Madaras/Maqtabs covered under MDM, the Department informed that a total of 7263 Institutions covered and a total of 6,24,489 Children are covered under this Scheme.

V. SECONDARY EDUCATION

RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN (INTEGRATED):

5.1 Since universalisation of elementary education has become a Constitutional mandate, it is absolutely essential to push this vision forward to move towards universalisation of secondary education, which has already been achieved in a large number of developed Countries and several developing Countries. As part of the Central Government's commitment to make secondary education of good quality available, accessible and affordable to all young persons, the Government of India launched a centrally sponsored scheme in March 2009 to enhance access to secondary education and to improve its quality, called Rashtriya Madhyamik Shiksha Abhiyan (RMSA). The objective of the scheme is to achieve a gross enrolment ratio of more than 90% for classes IX-X by providing a secondary school at a reasonable distance from every habitation, to

improve quality of education imparted at secondary level by making all secondary schools conform to prescribed norms, to remove gender, socio-economic and disability barriers, universal access to secondary level education by 2017, i.e. by the end of 12th Five Year Plan and universal retention by 2020. The Central Government bears 60% of the project expenditure with 40% of the cost to be borne by State Governments *w.e.f.* 2015-16, except North-Eastern Region (NER) States and 03 Himalayan States of Jammu & Kashmir, Uttarakhand and Himachal Pradesh, for which the funding pattern is 90:10. The Scheme is 100% centrally funded for the UTs.

5.2 The allocation and Utilization of Funds for the last three years are as follows: -

Name of the Scheme	Year	BE	RE	Actuals
RMSA	2012-13	3124.00	3172.63	3171.62
	2013-14	3983.00	3123.00	3045.90
	2014-15	5000.00	3480.10	3398.19
	2015-16	3565.00	3565.00	3488.80
	2016-17	3700.00		

SUBSUMING OF OTHER SCHEMES UNDER RMSA

5.3 With a view to ensure efficient utilization of funds and greater coordination, other Centrally Sponsored Scheme of Secondary Education *i.e.*, ICT@School, Inclusive Education for the Disabled at Secondary Stage (IEDSS), Vocational Education (VE) and Girls Hostel (GH) have been subsumed under the existing RMSA scheme *w.e.f.* 2013-14. The subsuming of these schemes under the RMSA, would lead to significant financial savings and administrative rationalization of the provisions under the schemes, which would add to the fund availability under RMSA. On the other hand, since some of the interventions under these schemes extend to aided schools and also cover the higher secondary segment, their subsuming under RMSA will in effect provide for convergence based implementation of RMSA

5.4 The physical target and achievements till 2015-16 (Jan, 2016) under the various components of RMSA (Integrated) schemes are as under:

A. RMSA

Physical component	Target for 12 th FYP	Approval
Opening of new schools	1854	In 2012-13 to 2015-16 (Jan, 16) <i>i.e.</i> in four years total 2166 new schools have been approved.
Strengthening of existing schools	Gaps of all Secondary	From 2012-13 to 2015-16 (Jan, 16) <i>i.e.</i> in four years total 4670 schools have been approved for

	schools	Strengthening
Appointment of additional teachers	127000	12810 teachers for new secondary schools have been approved.

The year-wise new schools approved and status on becoming functional under RMSA is as under:

Year	Approved new secondary schools	Functional schools as on 31.1.16
2009-10	2430	2326
2010-11	3232	3050
2011-12	3771	3614
2012-13	0	0
2013-14	803	675
2014-15	272	230
2015-16	1091	183
Total	11599	10078

B. GIRLS HOSTEL

PHYSICAL TARGET	APPROVAL	FUNCTIONAL	GIRLS ADMITTED
Setting up of Girls Hostel in all the EBBs (3448)	2225	802	62450

C. ICT @ Schools

PHYSICAL TARGET	APPROVAL	FUNCTIONAL
ICT interventions coverage to all senior secondary and secondary schools	85125	63545

D. IEDSS

PHYSICAL TARGET	APPROVAL
All Children with special need (CWSN) to be covered	2.37 lakh CWSN have been covered under the component in 2015-16 (Jan, 2016)

E. VOCATIONAL EDUCATION

PHYSICAL TARGET	APPROVAL
All States to be covered	31 States covering 3654 schools have been supported

5.5 During the year 2015-16, out of budget provision of ₹3565 crore, an amount of ₹3212.17 crore has been released to 36 States and UTs till Feb, 2016 for construction of new school buildings, Girls Hostels and existing secondary schools for strengthening/ improvement of existing infrastructure, various recurring interventions such as school annual grant, minor repair grant, in-service training of teachers, salary of teachers and staff, learning enhancement programme, equity & ICT interventions, support to CWSN, vocational courses etc.

5.6 The Committee points out that out of 2225 girls hostels, only 802 have been made functional. The Committee feels that the Department should make efforts to construct more hostels for the girls so that the enrolment of girls increases. The Committee would like to point out that many girl students do not achieve higher secondary education studies due to lack of accommodation in schools. The unavailability of hostels for them hampers their studies and their accessibility to higher education. The Committee strongly recommends that the Department should construct these hostels at war footing.

5.7 On a specific query by the Committee, the Department has informed that the percentage of out of School Children is 2.92 percent in 2014 and the following table contains the data for Dropout rate of Girls and Children belonging to SC/ST at primary and upper primary level:

Dropout Rate	Primary Level	Upper Primary Level
All Girls	4.14	4.49
SC Children	4.1	4.4
ST Children	8.0	8.4

The Committee notes that dropout rates of the above Category Children are on the higher side and that of the ST Children are extremely high. The Committee, therefore, recommends that the Department should take urgent steps with the help of State Governments to ensure that the benefits of education reach to all Sections of the Society and especially the above Sections, who are totally dependent on the Government.

5.8 The Department, while responding to another query on the status of recruitment of Teachers, informed the Committee that at secondary Level, there are 99,902 secondary Schools, having a total sanctioned strength of 88,110 Headmasters and 7,70,927 teachers, out of which 59,052 HMs and 6,17,117 teachers posts are filled. Under RMSA , every school has 1 HM and 5 subject teachers and hence there are a total of 1,15,554 HM/Teachers against which, 73,911 HM/Teachers and the remaining 41,643 posts are vacant. Under SSA, 19.48 Lakh additional teachers posts are sanctioned till 2015-16, out of which 15.58 Lakh (79.98%) have been recruited till December, 2015. It was also informed that the Pupil-Teacher ratio is 27 at secondary Level. The Committee was also informed that Playgrounds are envisaged under RMSA and Schools not having them can use those of the neighbouring schools or community playgrounds, or funds can be contributed through Community, PRIs, MPLAD,

MLALAD as well as Ministry of Youth Affairs and Sports . The Department also noted a suggestion of the Committee to provide a mechanism for parent-Teacher meeting in Primary schools, though presently, there is a provision under school Management Committee (SMC). The Committee observes that this huge amount of vacancies would ultimately adversely affect the education of Children in the Country and recommends that urgent steps be taken by them in co-ordination with the State Governments to fill up these vacancies. The Committee directs the Department to submit a report on steps taken to fill up the vacancies and progress made in this regard.

VI. STRENGTHENING OF TEACHER TRAINING INSTITUTIONS

6.1 The Centrally Sponsored Scheme for Teacher Education was initiated in 1987 pursuant to the formulation of the National Policy of Education, 1986. The scheme has been revised for the 12th Five Year Plan with an approved outlay of ₹6308.45 crore to be shared between the Centre and the States in the ratio of 75:25 (90:10 for NER) till 31.03.15 and revised subsequently w.e.f 2015-16 to 60:40 between the Centre and the States (90:10 for the 8 North-Eastern and 3 Himalayan States i.e. Jammu & Kashmir, Uttarakhand & Himachal Pradesh) and 100% for Union Territories. The Scheme envisages to strengthen SCERTs, establish DIETs in all Districts created up to 31.03.2011, thereby increasing their numbers from existing 571 to 640; strengthen existing 106 to 121 Colleges of Teacher Education (CTEs) and up-grade existing Government secondary teacher education institutions into CTEs; strength existing 32 to 39 Institutes of Advanced Studies in Education (IASEs); up-grade Departments of Education in Universities as IASEs; and establish Block Institutes of Teacher Education (BITEs) in identified 196 SC/ST/Minority Concentration Districts.

6.2 The BE/RE allocations and the expenditure incurred in the last three years are as follows:-
(₹ in crores)

Year	BE	RE	Expenditure
2013-14	500.00	525.00	507.45
2014-15	550.50	500.00	499.86
2015-16	557.60	449.10	439.27 (as on 29.02.2016)
2016-17	480.00		

6.3 The Teacher Education Bureau is focusing on the following main components for improving the quality of teacher education:

- Preparation of the National Curriculum Framework of Teacher Education (NCFTE 2009)
- Formulation of the In-STEP program (India Support to Teacher Education Program) under which 110 teacher educators from the Eastern and North Eastern part of the country have undergone a 3 month fellowship at Arizona State University with the clear purpose of understanding issues related to teacher education
- Approval of establishment of 69 District Institutes of Education and Training (DIETs/DRCs), 15 Colleges of Teacher Education (CTEs), and 7 Institutes of Advanced Studies in Education (IASEs) around the country in year 2012-13 to 2015-16
- 23-States/ UTs have created separate cadre for teacher educators under the TE- Scheme
- As on 31.05.2015, there are 18,839 institutions recognized by NCTE for running teacher education courses with approval intake capacity of 14, 31,362 students
- National Council for Teacher Education (NCTE) revised Regulations was notified in November, 2014
- Under the CSS-Teacher Education 10 States in the country have re-organized/restructured their SCERT as on 30th April, 2015
- Joint Review Missions for Teacher Education consisting of experts in Teacher Education have been sent to 21 States from the year 2012-13 till 2014-15 to ensure effective implementation of the Centrally Sponsored Scheme for Teacher Education
- National workshop was conducted for the Directors of SCERTs/SIEs on 18th September, 2015 at India Habitat Center (IHC), New Delhi to review the implementation of Teacher Education Scheme, Focus on the Leadership role of the SCERT as the Academic Authority and Quality enhancer

6.4 The Committee was informed of the new activities/initiatives undertaken in this scheme which is given below:-

- (i) Enhanced use of E-Governance in Teacher Education by National Council for Teacher Education (NCTE) for better regulation of the sector.
- (ii) Accreditation for Teacher Education Institutions (TEIs) by National Council for Teacher Education for better management and improved quality of teacher education.
- (iii) Mapping of Teacher Education Institutions (TEIs) by NCTE to identify the gap areas effective future planning.

6.5 The Committee is happy to note the steps taken by the Department to enhance the quality of teacher's education. Better quality teachers will help in improving the quality of education as a whole. It is to be noted that the standard of teaching at the ground level is, however, a matter of grave concern. The situation is much more severe in rural areas where most of the children are not able to read or write upto V standard. The Committee feels that more serious and concerted efforts are required to be taken up by the Department so as to improve the quality of teaching especially in rural areas. The Committee also emphasises on the proper and full utilisation of the funds allocated for this scheme so that the objectives of the scheme may be achieved.

6.6 The Committee's attention was also drawn to the status of vacancy positions of academic posts in DIETs, CTEs, IASEs and SCERT. The following cumulative figures with respect to academic vacancies are as follows:-

Teacher Education Institutions (TEIs)	Academic Posts		
	Sanctioned Posts	Filled Posts	Percentage of Vacancy
DIETs	12172	7300	40.03
CTEs	1584	1051	33.65
IASEs	580	355	38.79
SCERT	695	493	29.06
Total	15031	9199	61.20

6.7 Status of vacancy position of academic posts in respect of some of the States/UTs in DIETs (as on 31.03.2015) is given below:-

State/UT	Sanctioned Posts	Filled Posts	Vacant Posts
Andhra Pradesh	340	135	205
Assam	572	323	249
Bihar	660	172	488

Chhattisgarh	346	163	183
Gujarat	598	381	217
Haryana	506	388	118
Jammu and Kashmir	534	366	168
Jharkhand	323	113	210
Madhya Pradesh	741	406	335
Maharashtra	363	203	160
Odisha	640	371	269
Punjab	322	209	113
Rajasthan	419	258	161
Tamil Nadu	725	497	228
Uttar Pradesh	2030	1150	880
Uttarakhand	325	202	123
West Bengal	289	56	233
Telangana	250	72	178

6.8 Status of vacancy position of academic posts in respect of some of the States/UTs in CTEs (as on 31.03.2015) is given below:-

State/UT	Sanctioned Posts	Filled Posts	Vacant Posts
Andhra Pradesh	51	39	12
Assam	136	120	16
Gujarat	111	63	48
Jharkhand	51	14	37
Karnataka	204	55	149
Madhya Pradesh	143	65	78
Nagaland	15	0	15
Tripura	15	1	14
Odisha	149	122	27
Rajasthan	294	282	12
Tamil Nadu	91	30	61
Uttar Pradesh	66	21	45
Telangana	91	30	61

6.9 Status of vacancy position of academic posts in respect of some of the States/UTs in IASEs (as on 31.03.2015) is given below:-

State/UT	Sanctioned Posts	Filled Posts	Vacant Posts
Andhra Pradesh	26	6	20
Assam	51	34	17
Karnataka	52	16	36
Madhya Pradesh	71	51	20
Odisha	52	28	24
Punjab	26	14	12
Uttar Pradesh	27	5	22
Uttarakhand	26	12	14

West Bengal	33	21	12
Telangana	31	10	21

6.10 The Committee observes that in most of the States, vacancy position with respect to DIETs is a matter of concern. Also, a large number of posts are lying vacant in CTEs and IASEs. In the States of Nagaland and Tripura, no seat has been filled up in CTEs. The vacancy position in the States of Bihar and Uttar Pradesh is exceptionally high. The Committee is of the view that if the said posts are not filled up on time, the quest for establishing quality education will remain a mere concept with no apparent results. Therefore, the Committee recommends that all the sanctioned posts need to be filled on a priority basis so that teacher education institutions can be strengthened. The Committee hopes that the Department would make concerted efforts to ensure fully functional DIETs, CTEs and IASEs for teacher education.

VII. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME (NMMSS)

7.1 As per Finance Minister's Budget Announcement of 2007-08, the Government of India launched a Centrally Sponsored National Means-cum-Merit Scholarship Scheme in 2008-09. One lakh scholarships of ₹ 6,000/- per annum(₹500/- per month) per student are awarded to the selected students each year in class IX and their continuation up to class XII for study in State Govt., Govt. aided and local body Schools. Students, whose parental income from all sources is not more than ₹1,50,000/- are eligible to avail scholarships. The objective of the scheme is to award scholarships to meritorious students of economically weaker sections to arrest their drop-out at class VIII and encourage them to continue in the secondary stage i.e. up to class XII. Scholarships are disbursed by State Bank of India directly by electronic transfer PFMS platforms into the bank accounts of students on quarterly basis.

7.2 The Committee was made to understand that a National Scholarship Portal (NSP) has been developed for online submission of proposals by the State/UT Governments under the scheme. It is likely to be made effective and fully operational during next financial year. With on-line submission of the proposals over NSP, timely submission of proposals for scholarships by the State Governments and their payment would be ensured. Inadequate funds would make National Scholarship Portal non-operational. The State / UT Governments have been advised to take

effective measures including wide publicity for NMMSS scholarships for availing the maximum benefits within the allotted quota under the scheme.

7.3 The allocations as well as expenditure for National Means-cum-Merit Scholarship Scheme with respect to the last three years are as follows:

(₹ in crores)

Year	BE	RE	Expenditure	Remarks on reasons for variation
2014-15	70.00	70.00	65.20	Out of BE of ₹ 70 crores, ₹7 crores was for scholarships for States in NER. An amount of ₹2.20 crores was the expenditure for NER States leaving an unspent balance of ₹4.80 crores. This was due to lack of viable proposals from NER States.
2013-14	70.00	95.00	88.72	Out of RE of ₹95.00 crores, ₹crores was for scholarships for States in NER. An amount of ₹0.72 crores was the expenditure for NER States leaving an unspent balance of ₹6.28 crores. This was due to lack of viable proposals from NER States.
2012-13	70.00	70.00	62.00	Out of BE of ₹70.00 crores, ₹7 crores was for scholarships for States in NER. An amount of ₹0.93 crores was the expenditure for NER States leaving an unspent balance of ₹6.07 crores. This was due to lack of viable proposals from NER States.

7.4 It was pointed out to the Committee that an amount of ₹128 crore was asked for BE 2015-16 to meet the requirement of funds for 2,05,000 scholarships under National Means-cum-Merit Scholarship Scheme (NMMSS). However, ₹70 crore was provided in BE 2015-16 which included ₹7 crore for States in NER and ₹2.50 crore for administrative expenses. Thus, the allocation for scholarships for States other than NER was ₹60.50 Crore, out of which ₹59.09 crore has been spent as on 14.03.2016 covering sanction of 98,498 scholarships. An amount of ₹0.98 crore has been the expenditure for NER states out of ₹7.00 crore covering sanction of 1628 scholarships. Thus, total expenditure under the scheme as on 14.03.2016 was ₹60.83 crore covering sanction of 1,00,126 scholarships. An additional amount of ₹115.15 crore over and above BE 2015-16 was requested for in third batch of Supplementary Demands for Grants 2015-16 for clearing the pending proposals containing 1,91,914 scholarships during the current financial year. BE for

2016-17 has been fixed at ₹35 crore, which is grossly inadequate to meet the requirement of funds for scholarships.

7.5 The Committee is sad to note there has not been full utilization of funds for the last three years. The objective of this Scheme is to award scholarships to the meritorious students of economically weaker sections so that they are able to pursue higher studies. It is imperative upon the Department that the funds for such an important scheme is utilised properly and meaningfully so that the benefits of the scheme reach the targeted beneficiaries. The Committee is of the view that the Department should approach the concerned authority so that more funds are allotted for this scheme. Further, the Committee observes that the Department should take steps to give the required publicity to this scheme so as to expand its outreach.

7.6 The Committee, in view of the huge mis-match between the projected requirement and the B.E. allocation of ₹35 Crore for 2016-17, would like to know how the Department is going to bridge this huge shortfall and what steps are being taken by them to ensure that this Scheme is not adversely affected.

VIII. NATIONAL SCHEME FOR INCENTIVE TO GIRL CHILD FOR SECONDARY EDUCATION

8.1 The Centrally Sponsored “National Scheme of Incentive to Girls for Secondary Education” was launched in May 2008 with the objective to establish an enabling environment to reduce the drop-outs and to promote the enrolment of girl children belonging mainly to SC/ST communities in secondary schools. According to the scheme, a sum of ₹3000/- is deposited in the name of the unmarried eligible girls as fixed deposit, who are entitled to withdraw it along with interest thereon on passing Xth Class and attaining 18 years of age . The scheme covers (i) all girls belonging to SC/ST communities, who pass Class VIII and (ii) all girls who pass VIII examination from Kasturba Gandhi Balika Vidyalayas (irrespective of whether they belong to SC/ST) and enrol in class IX in Government, Government-aided and local body schools. Canara Bank is the implementing agency for the scheme.

8.2 The BE, RE and actual expenditure under the scheme for the last three years are as under:-

(₹ in Crores)		
2013-14	2014-15	2015-16

BE	RE	Actual	BE	RE	Actual	BE	RE	Actual
100.00	100.00	94.12	100.00	100.00	94.23	100.00	112.00	79.34 (as on 29.02.2016)

An outlay of ₹45.00 crore has been allocated for the year 2016-17. Sanctions covering 3,12,736 girls from 17 States/UTs had been issued during 2014-15 involving an expenditure of ₹94.23 crores. Sanctions covering 2,63,451 girls from 12 States/UTs have so far been issued during 2015-16 involving an expenditure of ₹79.35 crores. The scholarships/ incentive amount are disbursed by the Banks directly through electronic transfer into the bank accounts of students through Public Financial Management System (PFMS).

8.3 When the Government of India is pursuing the mission for educating one of the most vulnerable sections of the society, viz., girl child, the Committee is dismayed to note that a meagre amount has been allocated for this scheme which would be grossly inadequate to fulfil the projected targets. The Committee is of the view that the Department should pursue this matter with the concerned authority so that the enough funds are allotted for this scheme. The Department should take up steps to ensure that the beneficiaries are not deprived of their right to education. The Committee would appreciate if the Department encourages the States/UTs to popularise the scheme amongst the weaker sections of the society to enhance its outreach and also ensure that funds are utilised to the full extent to achieve better results.

8.4 The Committee was informed that there is already an arrear of requirement amounting to ₹306.15 Crore till 2015-16. In addition, the projected requirement for the year 2016-17 is ₹129 Crore. Hence, there is a total requirement of ₹435 Crore, which cannot be met with the present allocation of ₹45 Crore. The Committee would, therefore, like to know how the Department is going to bridge this huge shortfall and what steps are being taken by them to ensure that this is not adversely affected.

IX. ADULT EDUCATION AND SKILL DEVELOPMENT (SAAKSHAR BHARAT)

9.1 Saakshar Bharat (SB), the new variant of the National Literacy Mission, was launched by the then Prime Minister, on 8th September, 2009. Initially, the scheme was in operation till the end of XI Five Year Plan i.e. upto 31.3.2012, now Saakshar Bharat programme has been extended for

XII Five Year Plan (2012-17). The programme aims to further accentuate Adult Education, especially for women in the age group of 15 years and above and other disadvantaged groups in rural areas of low literacy districts of different States/UT. It lays emphasis on quality.

9.2 The Department submitted that by the end of October, 2015, 1.54 lakh Adult Education Centres (AECs) are reported to have been set up; survey has been completed in 1.44 lakh Gram Panchayats; 10.39 crore learners have been identified; Teaching learning process has commenced in 45 lakh Literacy Centres. So far, about 4.98 crore learners appeared for biannual basic literacy assessment tests conducted by National Institute of Open Schooling (NIOS) so far. Around 3.65 crore learners (including 2.62 crore females), comprising of 86.5 lakh SCs, 46.5 lakh STs & 30.0 lakh Minorities have successfully passed the Assessment Tests under Basic Literacy up to March, 2015. In addition, around 1.22 crore learners have taken the assessment test held in August, 2015 and the result of this assessment test is under compilation.

9.3 The Committee's attention was drawn towards the budget allocations and expenditure under the scheme for the last three years, which are as follows:-

(₹ in crores)

2013-14			2014-15			2015-16		
BE	RE	Actual	BE	RE	Actual	BE	RE	Actual
572.00	354.00	297.28	450.00	371.35	358.25	450.00	360.00	259.09 (as on 29.02.2016)

9.4 The Committee appreciates the efforts taken by the Department in promoting adult education especially educating women belonging to rural areas. However, the Committee observes that the funds allocated under the scheme has been reduced at the RE stage. Also, the Department has not been able to utilise the funds to the full extent. The Committee feels that lower actual expenditure shows that the benefits of the scheme are not reaching the targeted beneficiaries. The Department also need to make sure that there are no implementation flaws. The Committee is of the view that the Department should put in place a structural mechanism to ensure that the benefits of the scheme reach all the targeted beneficiaries.

X. KENDRIYA VIDYALAYA SANGATHAN (KVS)

10.1 The scheme of Kendriya Vidyalaya Sangathan (KVS) was approved by Government of India in November 1962 to provide uninterrupted education to the wards of the transferable Central Government employees. Initially, 20 regimental schools were taken over as Central Schools during the academic session 1963-64. This number has now gone up to 1127 including 3 abroad (Kathmandu, Moscow and Tehran) as also 03 non-functional KVs, namely, Gulmarg at Tanmarg, J&K, KIOCL, Kudremukh, Karnataka and Bandri Sindri, Ajmer, Rajasthan as on 30.09.2015. 64 KVs are running in double shift.

10.2 The distribution of 1127 KVs, sector-wise is as under (as on 30.09.2015):-

Sl. No.	Sector	No. of KVs
1	Defence	351
2	Civil	639
3	Institutes of Higher Learning	29
4	Projects	108
	Total	1127

10.3 As on 30.09.2015, a total number of 12,09,138 students (6,77,351 boys and 5,31,787 girls) are studying in Kendriya Vidyalayas including enrolment of SC students 2,30,097 (19.03%), ST students 66525 (5.5%), OBC students 1,82,303(15.08%) and differently-abled students 3234(0.27%).

10.4 The Committee's attention has been drawn to the current status of Construction of KV school buildings:-

Description	Current Status
Total No. of KVs (with breakup of project/ civil/defence/IHL sectors)	1128
KVs in Permanent Buildings	711
KVs under construction	101
KVs which are under planning	65
KVs where land transfer formalities are yet to be completed	74
KVs where land is yet to be identified	37
KVs in project sector / IHL	137
KVs abroad (Moscow, Kathmandu and Tehran)	3

10.5 With regard to infrastructure under KVs, the following information was provided:-

Sl. No.	Description	Target during the Year 2015-16	Achievement 2015-16
01.	Sanction of new school building	25	20
02.	Completion of school building	26	10

03.	Construction of Additional Classrooms	20	03
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10.6 The reasons for the under-achievement of the set targets according to the Department are as given below:-

- (i) Shortage of fund under Plan Head for construction activities.
 - (a) Due to constraint of funds, Construction Agencies are not able to maintain the pace of progress and expedite the work within set target dates resulting delay in completion.
 - (b) On account of delay in completion proper infrastructure facilities cannot be provided to students and staff.
 - (c) Due to delay in completion cost overrun also occurs.
 - (d) Due to cost overrun escalation in cost.
 - (e) Contractual complications, arbitration cases etc.
 - (f) Audit objections on the part of delay in completion of work.
- (ii) Delay in transfer of land in favour of KVS by the sponsoring agency.
 - (a) On account of delay in transfer of land by sponsoring agency, KVS is not in a position to sanction the works of construction of school building.
- (iii) Dispute in land boundaries after the land is transferred in favour of KVS.
 - (a) The works get stopped.
 - (b) Time & cost overrun.
 - (c) Leads to contractual complications.

10.7 The Department mentioned that KVS had projected an amount of ₹537.00 Crore, for the financial year 2015-16 towards construction activities under Plan. The same was approved in the Works Committee Meeting held on 07.08.2015. Against this projection of funds under Plan, a sum of ₹330.00 Crore was allocated to meet out the expenditure. There is shortage of fund of ₹207.00 Crore for financial year 2015-16 (₹537.00 Crore - ₹330.00 Crore) under Plan Head in addition to ₹330.00 Crore which needs to be allocated to achieve the target and to maintain continuous pace of ongoing works. The non-release of funds to construction agencies on time is a matter of concern, as the same leads to cost and time over run as well as contractual complications. ₹1049.32 Crore is required to achieve the targets and to clear the committed liabilities to avoid cost/time over run, contractual complication etc.

10.8 The Committee notes that a large number of buildings have not been constructed. From the information mentioned above, 101 buildings are under construction, 65 KVs are under planning, 74 KVs land transfer formalities are yet to be completed and 37 KVs land is yet to be identified. Further, the achievements made during the year 2015-16 are not

satisfactory. Delayed construction of building has become a perennial problem. The Committee hopes that all procedural and administrative formalities are completed on time so that there are no delays in this regard. Regarding shortage of funds, the Committee is of the view that the Department should approach the concerned authority for disbursement of additional funds so that the pace of progress can be maintained. The Committee reiterates that the Department take up this issue on a priority basis so that construction of building can be fast-tracked.

10.9 On a specific query regarding the status of vacancy positions in Kendriya Vidyalayas, the Committee was informed that out of 45,057 sanctioned posts, 10,644 posts are lying vacant in different Kendriya Vidyalayas across the Country. Given below is the vacancy position for each category:-

Name of the Post	Sanctioned Post	Vacant Post
Principal	1081	252
Principal Gr.II/Vice Principal	476	133
Headmaster	714	262
PGTs	9993	2036
TGTs	16939	4293
Primary Teachers	14666	3492
PRT (Music)	1188	176

10.10 It was pointed out that the vacancies of teaching posts have been advertised in the Employment News dated 21-27 February, 2015 and 23-29 May, 2015 to be filled through direct recruitment for the years 2014-15 and 2015-16. The process of filling 90 posts of Principal has been completed. The written examination for filling these teaching posts has been conducted in a phased manner on 9.8.2015, 6.9.2015, 13.9.2015, 20.9.2015, 4.10.2015 and 11.10.2015. Due to leakage of question paper in the written examination for the post of PRT and LDC on 4.10.2015 and 11.10.2015 respectively the other examination scheduled in the month of Oct./Nov. 2015 were cancelled/postponed. The Board of Governors in its 103rd meeting held on 30.10.2015 decided to give the recruitment work to EdCIL & CBSE including the cancelled/postponed exams for the year 2014-15 and 2015-16. It has now been decided by KVS to give recruitment work to CBSE. The modalities in this regard are being finalized. Rest of the vacancies of teachers shall be filled up through Limited Departmental Examination by CBSE as per the Recruitment Rules and the matter is under process.

10.11 State/UT-wise vacancy position with respect to teaching staff in Kendriya Vidyalayas as on 01.02.2016 is as given below:-

STATE/UT	Vacancies of teaching staff in KVs
Andaman & Nicobar Islands (UT)	41
Andhra Pradesh	315
Arunachal Pradesh	195
Assam	789
Bihar	324
Chandigarh (UT)	16
Chhattisgarh	258
Dadra & Nagar Haveli (UT)	10
Daman & Diu (UT)	03
Delhi	175
Goa	67
Gujarat	240
Haryana	76
Himachal Pradesh	101
Jammu & Kashmir	383
Jharkhand	194
Karnataka	471
Kerala	340
Lakshadweep (UT)	11
Madhya Pradesh	629
Maharashtra	2094
Manipur	127
Meghalaya	110
Mizoram	45
Nagaland	81
Odisha	427
Puducherry (UT)	58
Punjab	290
Rajasthan	229
Sikkim	23
Tamil Nadu	553
Telangana	288
Tripura	125
Uttar Pradesh	611
Uttarakhand	269
West Bengal	676
Total	10644

10.12 The Committee is disappointed to note that there is a huge vacancy in terms of PGTs, TGTs and primary teachers. The Committee notes with serious concern that the problem of vacant posts has become a perennial problem. Despite the efforts made by the Department, the problem of vacancy continues to rise. Also, in some of the States like Maharashtra, West Bengal, Madhya Pradesh, Uttar Pradesh, Assam, Tamil Nadu, etc., the vacancies of teaching staff in KVs are exceptionally high. The Committee would like to be apprised about the reason why there has been a high vacancy in these States. The Committee hopes that all out efforts be made for expediting the process of recruitment of various posts so that the required teachers and other staff are put in place and the students are not made to suffer.

Kendriya Vidyalayas in North East Region

10.13 The Committee was made to understand that there are 104 Kendriya Vidyalayas in the North Eastern Region of India (including the State of Sikkim) with an enrolment of 75,803 (41,040 Boys and 34,763 Girls). Among 104 KVs in NE Region, 58 are in Civil, 22 are in Defence, 17 are in Project Sector and 7 are in Institutes of Higher Learning. Position of funds for Kendriya Vidyalayas located in NER including Sikkim by KVS is as under:-

(₹ in Lakh)

Year	Plan	Non-Plan
2011-12	3500.00	10368.91
2012-13	3500.00	11323.57
2013-14	3500.00	12017.78
2014-15	4703.00	12659.00
2015-16	1220.00	5783.00

10.14 The Committee notes that the allocation both plan and non-plan has been constantly increasing. However, for the year 2015-16, the allocation was drastically reduced. The Committee would like to know the reasons for such massive cut in the allocation. The Committee understands that the Kendriya Vidyalayas act as a beacon of hope in the NER, where there is a dearth of good Educational Institutions and every year, lakhs of students have to leave their States in search of good education. The Committee notes that the budgetary cut is a retrograde step in so far as the NER is concerned and more funds are required in order to strengthen the position of Kendriya Vidyalaya in NER. The Committee hopes that more funds are allotted in the current year so that the projected targets can be achieved on time.

XI. NAVODAYA VIDYALAYA SAMITI (NVS)

11.1 The National Policy on Education, 1986, envisaged setting up of pace setting residential Navodaya schools with an aim of providing excellence coupled with equity and social justice. Consequent to this, Navodaya Vidyalaya Samiti was registered as a Society, under the Society Registration Act XXI of 1860, with the objective to provide good quality modern education – including a strong component of inculcation of values, awareness of the environment, adventure activities and physical education – to the talented children predominantly from the rural areas without regard to their family’s socio-economic condition.

11.2 Statement showing the details of approved BE, RE and actual expenditure incurred by NVS for the last three years long with the BE of 2016-17 is s follows:-

(₹ in crores)

Year	NonPlan /Plan	BE	RE	Actual Expenditure	Reasons for Variation
2013-14	Non-Plan	498.29	496.05	570.20	Additional expenditure of ₹74.15 crore incurred over the approved RE is utilised mainly to meet the expenditure towards increase in Pay & Allowances of the Staff and other committees operational expenditure in respect of the field units of NVS.
	Plan	1250.00	1250.00	1368.93	Additional expenditure of ₹ 118.93 crore incurred over the approved BE/RE is utilised mainly to meet the operational expenditure of Vidyalayas established in the North-Eastern Region during the year.
2014-15	Non-Plan	538.40	538.40	555.55	Additional expenditure of ₹17.15 crore incurred over the approved RE is utilised mainly to meet the expenditure towards increase in Pay & Allowances of the Staff and other committees operational expenditure in respect of the field units of NVS.
	Plan	1500.00	1474.53	1527.13	Additional expenditure of ₹52.60 crore incurred over the approved BE/RE is utilised mainly to meet the operational expenditure of Vidyalayas established in the North-Eastern Region during the year.

2015-16	Non-Plan	511.00	511.00	511.00 (upto Feb., 2016)	The funds to an extent of approved BE/RE 2016-16 are anticipated to be utilised till 31.03.2016.
	Plan	1550.00	1774.14	1774.14 (upto Feb., 2016)	With respect to the approved RE of ₹1774.14 crore, the balance funds of ₹342.19 crore are yet to be released by the Ministry. However, the Funds to an extent of approved RE 2015-16 are anticipated to be utilised till 31.03.2016.
2016-17	Non-Plan	571.00	--	--	--
	Plan	1900.00	--	--	--

11.3 The Committee appreciates the efforts undertaken by the Department regarding full utilisation of the funds allocated for this scheme. The Committee hopes that such a trend continues in the years to come. Proper utilisation of funds can ensure achievement of the objectives laid out for this scheme. Thus, talented children from rural areas can enjoy quality education and provide them with the opportunities to develop their potential.

11.4 According to the Department, 576 Districts of the Country have been covered under the Navodaya Vidyalaya Scheme so far. The Navodaya Vidyalaya scheme envisages for opening of one Jawahar Navodaya Vidyalaya in each District of the Country. As on 31.05.2014, there were 68 uncovered districts, out of which, 6 Districts are having 100% urban population. Thus, the total number of uncovered Districts targeted for the opening of new JNVs are 62 (excluding Districts in the State of Tamil Nadu, which is yet to accept the JNV Scheme). A draft E.F.C. memorandum for opening of JNVs in the 62 uncovered Districts (as on 31.05.2014) is under consideration in the Ministry. The opening of new JNVs is further subject to a proposal made by the concerned state / UT Government offering 30 acres of suitable land, free of cost and sufficient temporary accommodation including other infrastructure like electricity, water etc., free of rent for accommodating 240 students and staffs for 3-4 years till the Samiti constructs its own building at permanent site. This will be further subject to availability of funds and requisite sanction of the Competent Authority. It was pointed out the Navodaya Vidyalaya Samiti has already requested the concerned State Governments to keep the required land and temporary accommodation ready so that the site may be inspected and finalized immediately once the proposal is approved by the Competent Authority. The best site available among the alternative sites offered by the concerned

State Government/ District Authorities will be selected for the JNVs by following the due procedure.

11.5 The Department also submitted that at present, 51 JNVs are functioning from temporary sites, out of which, the construction works of 39 JNVs are in progress and are expected to be completed within a period of 1 to 3 years. In case of 4 JNVs, the proposal to award the work under PPP mode was under consideration. A final view in the matter is yet to be taken. As regards the remaining 8 JNVs functioning from temporary sites, the land as assured at the time of sanctioning of the JNVs is yet to be provided by the concerned State/ UT to the Samiti. The construction work will be taken up immediately after allotment of land by the State Government.

11.6 The infrastructure position of the scheme is a cause of major concern for the Committee. The Committee observes that all procedural and administrative formalities with regard to construction work, identification of land, building plans etc. must be completed without further delay. The Department should also pursue the concerned State Governments so that adequate accommodation/land is provided to make the sanctioned JNVs functional. It is to be noted that the JNVs cater to the educational needs of children from rural/remote areas, traditionally lacking school facilities. The Committee recommends that the Department should take up the matter at hand on a priority basis so that the students are not deprived of their education.

11.7 The Department mentioned that as on 30.09.2015, a total number of 2,44,116 students (1,49,406 boys and 94,710 girls) are studying in JNVs including enrolment of SC students 61,596 (25.23%) and ST students 46,487 (19.04%). The academic performance of JNVs for the last three years is given in the following table:-

	2012-13		2013-14		2014-15	
Class	X	XII	X	XII	X	XII
Pass Percentage	99.73	96.14	99.80	97.67	99.72	96.91

11.8 For improving the quality of education in the JNVs, the steps being taken include imparting training to teachers, improving access through ICT, encouraging participation of students in national level competitions and counselling through house masters in quality improvement. In addition, remedial classes are also organized for needy students and enrichment classes for improving academic performance of gifted students. Students of JNVs are also given proper guidance in career counselling through trained teachers and outside resource persons.

11.9 The Committee takes note of the efforts taken by the Department to ensure good education to the students especially those coming from the rural and socially backward regions. The Committee is of the view that serious efforts are needed to be taken up so that outreach of the scheme can be spread to every part of the Nation. It is imperative that the standard of schooling system be improved mainly in the tribal, rural and border areas. The Department should ensure that every child has a right to full time elementary education of satisfactory and equitable quality in school which satisfies certain essential norms and standards.

RECOMMENDATIONS/OBSERVATIONS AT A GLANCE

II. BUDGETARY ALLOCATION

The Committee notes that there is a great scope for the growth of this Department provided it is commensurate with the enhanced allocation. But the ground reality appears to be just opposite as is evident from the decreasing allocation particularly when compared to the GDP growth of the country. It is still less than 0.5% of the GDP. The Committee wishes that it should at least reach that level in the first instance and later be raised further. Education being the basic foundation of the future of the Country deserves to be given its due place, the Committee feels. (Para 2.2)

The Committee feels that this is the right impetus to propel to the three flagship schemes of the Department and it should now focus on utilizing these funds to its maximum. (Para 2.4)

The Committee notes that there has been a drastic cut in allocation of other schemes, which is a cause for concern and the Department should introspect as to whether such a cut would not hamper in achieving the objectives of these schemes. (Para 2.7)

The Committee finds that the plan allocation grew by 8.03 and 4.37 per cents in 2013-14 and 2014-15 respectively. However, in the year 2015-16 the plan allocation has been reduced by a whopping 24.68 per cent on account of a greater devolution of funds to the States in pursuance of the recommendation of the 14th Finance Commission. This year, there is a nominal increase of 2.46 percent in the plan allocation of the Department. The Committee hopes that greater devolution of funds to the States in pursuance of the recommendation of the 14th Finance Commission will positively add to the funds earmarked for the segment of school education and literacy. (Para 2.9)

The Committee recommends that Department should introspect on its performance over the long term, which has revealed some areas for concern and other areas, which it can proudly showcase as a definite success and draw lessons from them which can be replicated in other schemes, especially in different parts of the Country, where their performance are lacking. (Para 2.12)

CHANGE IN FUNDING PATTERN

The Committee, in the new scenario, feels that Department will have to be extra vigilant on its Schemes and their implementation by the States as now more responsibility has now been shifted to the States and the broader principles based on which, the schemes were framed, could go slacking at the execution level. However, on the brighter side, the Committee feels that Department would now be more free and detached from the executing agencies and hence could focus more on the critical analysis or finding solutions to factors adversely affecting the implementation of its on-going schemes. (Para 2.14)

The Committee notes that there is a dichotomy of shortage of fund allocations on one hand and under-utilization of funds on the other hand. The Committee notes that the Department has compiled detailed information regarding the under-utilization of allocations made under different heads and also the reasons thereof (ITEM XI of Background Material for Examination of Demands For Grants 2016-17 of the Department of School Education and Literacy) and one of the reasons cited therein, which stands out as being the most common is the Under-utilization of Funds under NER/ NER Component. The Committee feels that the Department needs to find a solution to ensure that funds meant for the region are utilized timely and optimally, given the fact this is one of the most backward and isolated corner of the Country and education and social welfare activities, coming under the purview of this Department, would perhaps one day establish as the solution to the problems ailing the NER. The Committee also recommends that since the Department has identified the reasons for the under-utilization of Funds for these Schemes, it should make concerted efforts to address these issues and optimally utilize the allocated funds, if the desired goals for various schemes were to be achieved. (Para 2.17)

Monitoring of Execution of Schemes and Fund Utilization

The Committee appreciates the various mechanisms devised by the Department to monitor the problem of non-execution of Schemes, which is manifested in the under-utilization of Funds meant for them. The Committee also notes that certain Schemes like MDMS, RMSA, KVS and NVS have done exceptionally well in executing its tasks. The Committee, therefore, recommends that the Department should learn from the experiences gathered from these Schemes and efforts should be put in right earnest to replicate them in the other Schemes as well. (Para 2.19)

The Committee notes that the number of pending Utilization Certificates (UCs), has increase from 1191 last year to presently 1819 UCs, though its value has decreased from ₹15479.12 crore to ₹ 9494.17 crore. (OUTCOME BUDGET Pg.78) Nonetheless, the Committee feels that pending UCs remain a major cause for concern, which is hampering the execution of various Schemes of the Department. (Para 2.20)

III. ELEMENTARY EDUCATION

The Committee notes that Fund Release during this Financial Year has seen a considerable drop despite the RE being much lower than last year. The Committee also notes that the Department has indicated that there are no instances of under-utilization of Funds in SSA during the last three years, (Page 58 of Background Material for Examination of Demands For Grants 2016-17 of the Department of School Education and Literacy) except against the allocations meant for NER, mainly due to lower expenditure and non-transferability to other heads. Clearly, the Department needs to strengthen the scheme in the NER on a war footing and bring it to the level of other Flagship Schemes like MDMS and RMSA, which are also executed in the NER too. (Para 3.3)

The Committee notes that there are still a huge number of vacancies in the number of Teachers under this Scheme which will affect the States where the vacancies exist. The Committee, therefore, recommends that the Department should pursue the matter with the concerned State Governments in the right earnest to fill up these vacancies at the earliest. (Para 3.10)

The Committee is aware that despite the good work done by the Department to improve the universal access of Children to the Elementary Education System, there is still around 60 Lakh Children, who are “OUT OF SCHOOL”. The Committee is aware of the proposal to give specific targets to the States to enrol these Children under the SSA and recommends that the Department must come up with such innovative and out of the Box solutions to improve the reach of the SSA. (Para 3.11)

The Committee appreciates the work done by the Department in connection with gender sensitization and recommends that this should be replicated in other states also.

(Para 3.12)

The Committee is happy to note that under this scheme so many toilets have been constructed in schools. The Committee has been getting reports that many of the toilets constructed are not functional. There has to be availability of water supplied to these toilets. Another area of concern is the upkeep and cleanliness of these toilets. The Committee recommends that the Department should ensure that toilets constructed by them and under CSR should be functional with proper water supply and cleanliness.

(Para 3.13)

The Committee notes that the percentage of Toilets constructed with private funding (CSR) is too meagre and hence, it recommends that the Department should actively pursue with the Private Corporates for generous contributions for such a noble cause.

(Para 3.14)

The Committee notes that more work needs to be done to improve the infrastructure, especially in those areas/States, where there is a high level of infrastructure disparity, including border and tribal areas and the NER.

(Para 3.18)

The Committee, during its study visits, found that many of the Schools do not have adequate lighting, drinking water and toilet facilities, especially in those areas, which are far-off and inaccessible. The Committee understands that toilet facilities are being covered under Swachh Bharat Abhiyan. The Committee, therefore, recommends that the Department should consider installation of Solar lighting facilities as well as drinking water facilities under CSR in addition to Government Funding.

(Para 3.19)

The Committee recommends that the Department should put in place a good monitoring mechanism to ensure that the infrastructures like Classroom, Toilets etc., that have been constructed should be as per specification and should comfortably accommodate all the students. The Department must also put in place mechanisms to ensure that these facilities remain functional and clean e.g., availability of water, lighting etc., should be ensured.

(Para 3.20)

The Committee notes that there have been news reports of Private Schools not complying with the requirements of Section 12(1) (c) of the RTE Act. Hence, the Committee recommends that the Department carry out a ground assessment of such schools across the Country so as to ensure that the responsibilities of the schools towards the society are not only met but also help the Children belonging to the EWS to break the shackles of poverty and get a chance to catch up with the society at large. (Para 3.22)

IV. NATIONAL PROGRAMME OF MID-DAY MEAL IN SCHOOLS

The Committee finds it heartening to note that a robust system of monitoring mechanism has been put in place by the Department to constantly monitor the execution of the Scheme. However, despite of this, the utilization of Funds need to improve further, especially given the fact that it has been enhanced this year. (Para 4.7)

The Committee notes that in order to ensure that good quality food is given to the Children, the first step would be to recognize the contributions of the cooks. This cannot be possible unless their services are recognized as such. The Committee finds the use of the word “Honorarium” improper and it gives the impression of some sort of a reward and not a commensurate compensation for the services rendered by him/her as a cook. Secondly, the amount is so meagre and the variation is so huge across different states that the Committee finds it extremely unjustified and inadequate in the present inflationary scenario. The Committee recommends that the said compensation should be brought to at least the level of the MNREGA wages. (Para 4.8)

The Committee also notes that the total food grain allocation to all the states/UTs is 2883103.05 MTs whereas the Total of Lifting is only 1190098.03 MTs, which is less than 50 percent of the total allocation. Hence, this is a cause for concern and the Committee would like to know the reasons for the deficiency and what corrective action can be taken by the Department. (Para 4.9)

The Committee also notes that the maximum type of complaint received under this Scheme is on the Poor Quality of food. Hence, the Committee recommends that the Department should consider serving of pre-packaged Nutritious foods complying with the

requirements of this scheme in combination with some local produce as Mid-day meals.

(Para 4.10)

The Committee also notes that a good beginning has been made to make available LPG based cooking for this Scheme. However, more action needs to be done to increase its coverage. The Committee also recommends that the Department should consider adoption of Solar facilities for cooking purposes specially in the isolated areas, where connectivity is a major problem.

(Para 4.11)

On a specific query by the Committee on the number of Madarasas/Maqtabs covered under MDM, the Department informed that a total of 7263 Institutions covered and a total of 6,24,489 Children are covered under this Scheme.

(Para 4.12)

V. SECONDARY EDUCATION

The Committee points out that out of 2225 girls hostels, only 802 have been made functional. The Committee feels that the Department should make efforts to construct more hostels for the girls so that the enrolment of girls increases. The Committee would like to point out that many girl students do not achieve higher secondary education studies due to lack of accommodation in schools. The unavailability of hostels for them hampers their studies and their accessibility to higher education. The Committee strongly recommends that the Department should construct these hostels at war footing.

(Para 5.5)

On a specific query by the Committee, the Department has informed that the percentage of out of School Children is 2.92 percent in 2014 and the following table contains the data for Dropout rate of Girls and Children belonging to SC/ST at primary and upper primary level:

Dropout Rate	Primary Level	Upper Primary Level
All Girls	4.14	4.49
SC Children	4.1	4.4
ST Children	8.0	8.4

The Committee notes that dropout rates of the above Category Children are on the higher side and that of the ST Children are extremely high. The Committee, therefore, recommends that the Department should take urgent steps with the help of State Governments to ensure that the benefits of education reach to all Sections of the Society and especially the above Sections, who are totally dependent on the Government.

(Para 5.6)

The Department, while responding to another query on the status of recruitment of Teachers, informed the Committee that at secondary Level, there are 99,902 secondary Schools, having a total sanctioned strength of 88,110 Headmasters and 7,70,927 teachers, out of which 59,052 HMs and 6,17,117 teachers posts are filled. Under RMSA , every school has 1 HM and 5 subject teachers and hence there are a total of 1,15,554 HM/Teachers against which, 73,911 HM/Teachers and the remaining 41,643 posts are vacant. Under SSA, 19.48 Lakh additional teachers posts are sanctioned till 2015-16, out of which 15.58 Lakh (79.98%) have been recruited till December, 2015. It was also informed that the Pupil-Teacher ratio is 27 at secondary Level. The Committee was also informed that Playgrounds are envisaged under RMSA and Schools not having them can use those of the neighbouring schools or community playgrounds, or funds can be contributed through Community, PRIs, MPLAD, MLALAD as well as Ministry of Youth Affairs and Sports . The Department also noted a suggestion of the Committee to provide a mechanism for parent-Teacher meeting in Primary schools, though presently, there is a provision under school Management Committee (SMC). The Committee observes that this huge amount of vacancies would ultimately adversely affect the education of Children in the Country and recommends that urgent steps be taken by them in co-ordination with the State Governments to fill up these vacancies. The Committee directs the Department to submit a report on steps taken to fill up the vacancies and progress made in this regard. (Para 5.7)

VI. STRENGTHENING OF TEACHER TRAINING INSTITUTIONS

The Committee is happy to note the steps taken by the Department to enhance the quality of teacher's education. Better quality teachers will help in improving the quality of education as a whole. It is to be noted that the standard of teaching at the ground level is, however, a matter of grave concern. The situation is much more severe in rural areas where most of the children are not able to read or write upto V standard. The Committee feels that more serious and concerted efforts are required to be taken up by the Department so as to improve the quality of teaching especially in rural areas. The Committee also emphasises on the proper and full utilisation of the funds allocated for this scheme so that the objectives of the scheme may be achieved. (Para 6.5)

The Committee observes that in most of the States, vacancy position with respect to DIETs is a matter of concern. Also, a large number of posts are lying vacant in CTEs and IASEs. In the States of Nagaland and Tripura, no seat has been filled up in CTEs. The vacancy position in the States of Bihar and Uttar Pradesh is exceptionally high. The Committee is of the view that if the said posts are not filled up on time, the quest for establishing quality education will remain a mere concept with no apparent results. Therefore, the Committee recommends that all the sanctioned posts need to be filled on a priority basis so that teacher education institutions can be strengthened. The Committee hopes that the Department would make concerted efforts to ensure fully functional DIETs, CTEs and IASEs for teacher education. (Para 6.10)

VII. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME (NMMSS)

The Committee is sad to note there has not been full utilization of funds for the last three years. The objective of this Scheme is to award scholarships to the meritorious students of economically weaker sections so that they are able to pursue higher studies. It is imperative upon the Department that the funds for such an important scheme is utilised properly and meaningfully so that the benefits of the scheme reach the targeted beneficiaries. The Committee is of the view that the Department should approach the concerned authority so that more funds are allotted for this scheme. Further, the Committee observes that the Department should take steps to give the required publicity to this scheme so as to expand its outreach. (Para 7.5)

The Committee, in view of the huge mis-match between the projected requirement and the B.E. allocation of ₹35 Crore for 2016-17, would like to know how the Department is going to bridge this huge shortfall and what steps are being taken by them to ensure that this Scheme is not adversely affected. (Para 7.6)

VIII. NATIONAL SCHEME FOR INCENTIVE TO GIRL CHILD FOR SECONDARY EDUCATION

When the Government of India is pursuing the mission for educating one of the most vulnerable sections of the society, viz., girl child, the Committee is dismayed to note that a meagre amount has been allocated for this scheme which would be grossly inadequate to fulfil the projected targets. The Committee is of the view that the Department should pursue

this matter with the concerned authority so that the enough funds are allotted for this scheme. The Department should take up steps to ensure that the beneficiaries are not deprived of their right to education. The Committee would appreciate if the Department encourages the States/UTs to popularise the scheme amongst the weaker sections of the society to enhance its outreach and also ensure that funds are utilised to the full extent to achieve better results. (Para 8.3)

The Committee was informed that there is already an arrear of requirement amounting to ₹306.15 Crore till 2015-16. In addition, the projected requirement for the year 2016-17 is ₹129 Crore. Hence, there is a total requirement of ₹435 Crore, which cannot be met with the present allocation of ₹45 Crore. The Committee would, therefore, like to know how the Department is going to bridge this huge shortfall and what steps are being taken by them to ensure that this is not adversely affected. (Para 8.4)

IX. ADULT EDUCATION AND SKILL DEVELOPMENT (SAAKSHAR BHARAT)

The Committee appreciates the efforts taken by the Department in promoting adult education especially educating women belonging to rural areas. However, the Committee observes that the funds allocated under the scheme has been reduced at the RE stage. Also, the Department has not been able to utilise the funds to the full extent. The Committee feels that lower actual expenditure shows that the benefits of the scheme are not reaching the targeted beneficiaries. The Department also need to make sure that there are no implementation flaws. The Committee is of the view that the Department should put in place a structural mechanism to ensure that the benefits of the scheme reach all the targeted beneficiaries. (Para 9.4)

X. KENDRIYA VIDYALAYA SANGATHAN (KVS)

The Committee notes that a large number of buildings have not been constructed. From the information mentioned above, 101 buildings are under construction, 65 KVs are under planning, 74 KVs land transfer formalities are yet to be completed and 37 KVs land is yet to be identified. Further, the achievements made during the year 2015-16 are not satisfactory. Delayed construction of building has become a perennial problem. The

Committee hopes that all procedural and administrative formalities are completed on time so that there are no delays in this regard. Regarding shortage of funds, the Committee is of the view that the Department should approach the concerned authority for disbursal of additional funds so that the pace of progress can be maintained. The Committee reiterates that the Department take up this issue on a priority basis so that construction of building can be fast-tracked.

(Para 10.8)

The Committee is disappointed to note that there is a huge vacancy in terms of PGTs, TGTs and primary teachers. The Committee notes with serious concern that the problem of vacant posts has become a perennial problem. Despite the efforts made by the Department, the problem of vacancy continues to rise. Also, in some of the States like Maharashtra, West Bengal, Madhya Pradesh, Uttar Pradesh, Assam, Tamil Nadu, etc., the vacancies of teaching staff in KVs are exceptionally high. The Committee would like to be apprised about the reason why there has been a high vacancy in these States. The Committee hopes that all out efforts be made for expediting the process of recruitment of various posts so that the required teachers and other staff are put in place and the students are not made to suffer.

(Para 10.12)

The Committee notes that the allocation both plan and non-plan has been constantly increasing. However, for the year 2015-16, the allocation was drastically reduced. The Committee would like to know the reasons for such massive cut in the allocation. The Committee understands that the Kendriya Vidyalayas act as a beacon of hope in the NER, where there is a dearth of good Educational Institutions and every year, lakhs of students have to leave their States in search of good education. The Committee notes that the budgetary cut is a retrograde step in so far as the NER is concerned and more funds are required in order to strengthen the position of Kendriya Vidyalaya in NER. The Committee hopes that more funds are allotted in the current year so that the projected targets can be achieved on time.

(Para 10.14)

XI. NAVODAYA VIDYALAYA SAMITI (NVS)

The Committee appreciates the efforts undertaken by the Department regarding full utilisation of the funds allocated for this scheme. The Committee hopes that such a trend continues in the years to come. Proper utilisation of funds can ensure achievement of the objectives laid out for this scheme. Thus, talented children from rural areas can enjoy

quality education and provide them with the opportunities to develop their potential.

(Para 11.3)

The infrastructure position of the scheme is a cause of major concern for the Committee. The Committee observes that all procedural and administrative formalities with regard to construction work, identification of land, building plans etc. must be completed without further delay. The Department should also pursue the concerned State Governments so that adequate accommodation/land is provided to make the sanctioned JNVs functional. It is to be noted that the JNVs cater to the educational needs of children from rural/remote areas, traditionally lacking school facilities. The Committee recommends that the Department should take up the matter at hand on a priority basis so that the students are not deprived of their education.

(Para 11.6)

The Committee takes note of the efforts taken by the Department to ensure good education to the students especially those coming from the rural and socially backward regions. The Committee is of the view that serious efforts are needed to be taken up so that outreach of the scheme can be spread to every part of the Nation. It is imperative that the standard of schooling system be improved mainly in the tribal, rural and border areas. The Department should ensure that every child has a right to full time elementary education of satisfactory and equitable quality in school which satisfies certain essential norms and standards.

(Para 11.9)

MINUTES
