



सत्यमेव जयते

**PARLIAMENT OF INDIA
RAJYA SABHA**

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

TWO HUNDRED FIFTY THIRD REPORT

**Demands for Grants 2013-14 (Demand No. 57) of the
Department of School Education and Literacy (Ministry of
Human Resource Development)**

(Presented to the Rajya Sabha on 25th April, 2013)

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



**Rajya Sabha Secretariat, New Delhi
May, 2013/Vaisakha, 1935 (Saka)**

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

1. Shri Oscar Fernandes — *Chairman*

RAJYA SABHA

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

LOK SABHA

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

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

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

(ii)

SECRETARIAT

Shrimati Vandana Garg, *Additional Secretary*

Shri N.S. Walia, *Director*

Shri Arun Sharma, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

Shrimati Harshita Shankar, *Assistant Director*

PREFACE

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorised by the Committee to present the Report on its behalf, do hereby present this Two Hundred Fifty-third Report of the Committee on the Demands for Grants (Demand No. 57) of the Department of School Education and Literacy for the year 2013-14.

2. The Committee considered the various documents and relevant papers received from the Department of School Education and Literacy and also heard the Secretary and other Officials of that Department on the said Demands for Grants in its meeting held on 25th March, 2013.

3. The Committee considered the Draft Report and adopted the same in its meeting held on the 22nd April, 2013.

NEW DELHI;
April 22, 2013

Vaisakha 2, 1935 (Saka)

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

ABBREVIATIONS

1.	SSA	Sarva Shiksha Abhiyan
2.	MDM	Mid Day Meal
3.	RTE	Right to Education
4.	RMSA	Rashtriya Madhyamik Shiksha Abhiyan
5.	JNVs	Jawahar Navodaya Vidyalayas
6.	NMMSS	National Means-cum-Merit Scholarship Scheme
7.	IVRS	Interactive Voice Response System
8.	BITEs	Block Institutes of Teacher Education
9.	NVS	Navodaya Vidyalaya Samiti
10.	KVS	Kendriya Vidyalaya Sangathan
11.	NCERT	National Council for Education, Research and Training
12.	SFD	Special Focus Districts
13.	MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
14.	MPLAD	Member of Parliament Local Area Development
15.	NER	North Eastern Region
16.	JRM	Joint Review Mission
17.	KGBVs	Kasturba Gandhi Balika Vidyalayas
18.	NPEGEL	National Programme for Education of Girls at Elementary Level
19.	EBBs	Educationally Backward Blocks
20.	NCTE	National Council for Teacher Education
21.	CBSE	Central Board of Secondary Education
22.	TETs	Teacher Eligibility Tests
23.	CET	Common Eligibility Test
24.	IGNOU	Indira Gandhi National Open University
25.	EGS	Education Guarantee Scheme
26.	AIE	Alternative and Innovative Education
27.	NCLPs	National Child Labour Projects
28.	NRHM	National Rural Health Mission
29.	DIETs	District Institutes of Education and Training
30.	IASEs	Institutes of Advanced Study in Education
31.	NPE	National Policy on Education
32.	PPP	Public-Private Partnership
33.	TEAB	Teacher Education Approval Board
34.	EOI	Expression of Interest
35.	RFQ	Request for Qualification
36.	SCERT	State Council for Education, Research and Training
37.	SIET	State Institute of Educational Technology
38.	STETs	State Teachers Eligibility Tests
39.	UGC	University Grants Commission
40.	TEIs	Teachers Education Institutions
41.	TGT	Trained Graduate Teachers
42.	PGT	Post Graduate Teachers
43.	CCEA	Cabinet Committee on Economic Affairs
44.	NVEQF	National Vocational Education Qualification Frameworks
45.	SRCs	State Resource Centres
46.	JSSs	Jan Shikshan Sansthan
47.	ASER	Annual Status of Education Report

REPORT

I. INTRODUCTION

1.1 The Department of School Education and Literacy is responsible for the promotion and development of elementary education, secondary education and adult education. With a view to ensure universal access, retention and improving the quality of elementary education with special emphasis on the education of girls and disadvantaged groups, the Department has launched ambitious flagship programmes of SSA and MDM. To ensure that every child in the age group of 6-14 years is provided with compulsory elementary education upto class VIII, the Department has also implemented the Right of Children to Free and Compulsory Education Act, 2009 *w.e.f* 1 April, 2010. The enactment of the Act implies that every child has a right to elementary education of satisfactory and equitable quality in a formal school which conforms to certain essential norms and standards under the RTE Act. The Department has also launched another ambitious scheme Rashtriya Madhyamik Shiksha Abhiyan with an objective to enhance access to secondary education and improve its quality. The Department has also initiated and implemented schemes to augment and vocationalize secondary education and to make adult education programme a mass movement.

1.2 The Secretary, Department of School Education and Literacy while making a presentation on Demands for Grants, 2013-14 informed the Committee that 90 per cent of the allocated budget of the Department goes to its three major schemes *i.e.* SSA/RTE, MDM and Rashtriya Madhyamik Shiksha Abhiyan. It was also informed that the Department has 27 schemes of which 10 are Central and 17 centrally sponsored schemes. The Secretary further submitted that for the year 2013-14, the Department has been allocated ₹49,659.00 crore which is ₹3690.00 crore more than the previous year's BE allocation and ₹6930.00 crore more than the RE allocation of 2012-13. There is an increase of ₹3840.00 crore for the three schemes of SSA/RTE, MDM and RMSA. For the remaining 24 schemes, there is reduction of ₹150.00 crore in the allocation.

1.3 The Secretary then dwelt upon the substantive progress made under the SSA/RTE. It was informed that a number of small States have complied with 100 per cent norms and that there were seven States which have reached 90 per cent compliance. Access and equity was being ensured by giving priority in funding for SC, ST and minority concentration districts and by sanctioning 60 per cent of infrastructure in such districts. Excluded groups like urban, homeless children located in hilly/forest areas and other areas were being covered by setting up of residential schools at these places.

1.4 Among the problem areas, the Secretary listed a number of variables such as girls toilet, boys toilet, water and the provisions of ramp etc. under the RTE schedule that remained to be complied with. Retention of Scheduled Tribe children and girls and the problem of drop out were said to be major hindrances. The Committee was also given an idea about other Schemes of the Department. Status and achievement of RMSA, revamping of teacher education, training of untrained teachers, Jawahar Navodaya Vidyalayas, Kendriya Vidyalayas, National Means-cum-Merit Scholarship Scheme and adult education was also given.

II. BUDGETARY ALLOCATION

2.1 The plan allocation for the Department of School Education and Literacy is ₹49,659.00 crore in BE 2013-14 which is ₹3690.00 crore more than the BE of 2012-13 and ₹6930.00 crore more over the RE of 2012-13. The Committee was informed that the Department has projected the requirement of ₹85,237.07 crore for the year 2013-14.

2.2 The break-up of the plan allocation for some important schemes of the Department for the years 2012-13 and 2013-14 is as follows:

(₹ in crores)

Schemes	2012-13 RE	2013-14 BE	Increase/decrease	% increase over RE of 2012-13
Elementary Education				
SSA/RTE	23645.00	27258.00	(+) 3613.00	15.23
MDM	11500.00	13215.00	(+) 1715.00	14.91
Secondary Education				
RMSA	3172.63	3983.00	(+) 810.37	
KVs	350.00	350.00	–	25.54
NVs	1250.00	1250.00	–	
Teacher Education	398.00	500.00	(+) 102.00	25.62
Adult Education	506.00	683.00	(+) 177.00	34.98

2.3 The Committee observes that all the schemes/sectors of the Department have been allocated higher funds except Kendriya Vidyalayas and the Navodaya Vidyalayas where the funds have remained static. In terms of percentage increase, the maximum is in Adult Education followed by Teacher Education, RMSA, SSA and MDM Scheme. Out of the total allocation of ₹49,659.00 crore, an amount of ₹4899.40 crore has been earmarked for North-Eastern Areas (NER). The two flagship programmes of the Department *i.e.* SSA/RTE and Mid-Day-Meal Scheme have got the total budgetary provision of ₹40,473.00 crore which is 81.50 per cent of the total plan budget of 2013-14.

2.4 The Committee was informed that enhanced allocation for combined SSA/RTE programme was on account of universalizing access to elementary education, opening of 7849 primary and 5832 upper primary schools, recruitment of 19.7 lakh teachers and improving access, enrolment, retention and quality of elementary education. The increase in the outlay for MDM Scheme was on account of extension of MDM Scheme to unaided private schools in tribal, scheduled caste and minority dominated districts, covering the children studying pre-primary classes located in the premises of primary schools, integration of IVRS with MDM to monitor the Scheme, revisions in the cooking cost, transport assistance to Non-NER States, honorarium to cook-cum-helpers etc. Out of the allocation of ₹3983.00 crore for RMSA, an amount of ₹2783.00 crore has been earmarked for civil works and remaining amount of ₹1200.00 crore for implementation of various recurring activities. The action plan for RMSA, included one thousand new schools to be made functional, two thousand schools capacity with respect to infrastructure to be strengthened and imparting training to five lakh teachers and 50,000 Head Masters. Allocation for Teacher Education has been enhanced for implementing the revised Scheme of Teacher Education during the Twelfth Plan. The components of the revised scheme would include modification in centre-state financial sharing pattern, continuation of support to SCERTs/SIEs, CTEs, IASEs and Block Institutes of Teacher Education (BITEs) for augmenting Teacher Education capacity in SC/ST and minority concentration areas, professional development of teacher educators, technology in teacher education, Public-private partnership in teacher education and monitoring mechanism.

2.5 The Committee observes that against the projected requirement of ₹85,237.07 crore for the year 2013-14, the Department has been provided with an allocation of ₹49,659 crore only which comes to around 58.25 per cent of the actual demand of the Department. The Committee was informed by the Department that there has been a wide gap in the projected requirement of funds and the funds that have been actually allocated to the Department in plan allocation 2013-14. A perusal of demand and actual allocation for some of the major schemes of the Department may be useful:-

(₹ in crores)

Name of the Scheme	Demand projected to Planning Commission for 2013-14	Allocation for 2013-14	Gap/Shortfall
Sarva Shiksha Abhiyan (SSA)	50,000.00	27,258.00	22742.00
Mid Day Meal (MDM)	18,574.24	13,215.00	5359.24
Rashtriya Madhyamik Shiksha Abhiyan (RMSA)	6,000.00	3983.00	2017.00
Navodaya Vidyalaya Samiti	2,391.56	1250.00	1141.56
Adult Education	1,111.00	683.00	428.00
Teacher Education	1,500.00	500.00	1000.00
Kendriya Vidyalaya Sangathan	1,509.87	350.00	1159.87
Others	4150.40	2420.00	1730.40
TOTAL	85,237.07	49,659.00	35,578.07

2.6 **Given the fact that the implementation of SSA/RTE programme and other schemes of the Department require greater allocation of funds, the Committee is constrained to observe that there has been a wide gap in demand of the Department and actual allocation. The Committee apprehends that inadequacy of funds would compel the Department to cut down or withdraw from some Schemes and would also lead to hindrances in the implementation of the SSA/RTE Programme which entails specific time-frames.**

2.7 The Committee observes that during 2011-12, while plan allocation under the major heads, *i.e.* Elementary Education, Secondary Education and Adult Education remained the same at the RE stage, optimum utilization was reported by the end of the year. However, the position is quite different with regard to 2012-13. Under all the three major heads, plan allocation had to be reduced at the RE stage and by the end of the third quarter of the year, expenditure reported shows a considerable shortfall when compared even with the reduced allocation at the RE stage. There are many other schemes/programmes of the Department where even the allocated funds have remained under-utilized. The following details are self-revealing:-

(₹ in crores)

Schemes	2011-12			2012-13		
	BE	RE on 31/03/2012	Actuals as	BE	RE on 31/12/2012	Actuals as
1	2	3	4	5	6	7
Strengthening of Teachers Training Institutions	500.00	376.50	365.24	500.00	292.00	126.98

1	2	3	4	5	6	7
National Bal Bhawan Society	14.00	14.00	3.65	14.00	5.45	0.83
Scheme for providing Quality Education in Madaras	150.00	150.00	139.53	175.00	195.00	133.10
Scheme for Infrastructure Development in Minority Institutions	50.00	50.00	48.44	50.00	28.39	18.49
NCERT	25.00	25.00	21.79	15.00	11.70	6.75
KVS	–	–	–	350.00	350.00	262.50
NVS	–	–	–	1250.00	1250.00	937.51
Information and Communication Technology in Schools	500.00	500.00	495.72	350.00	350.00	275.73
Inclusive Education for the Disabled at Secondary School	100.00	100.00	83.16	70.00	28.05	4.95
Vocationalization of Education	25.00	25.00	16.50	100.00	80.00	56.37
National Scheme for Incentive to Girls for Secondary Education	–	–	–	100.00	100.00	87.73
Construction of Running of Girls Hostels for the students of Secondary and Higher Secondary Schools	250.00	249.95	194.70	450.00	327.00	230.90
National Means-cum-Merit Scholarship Scheme	60.00	70.00	62.69	70.00	70.00	50.99
RMSA	–	–	–	3124.00	3172.63	2268.41
Scheme for Setting up 6000 Model Schools at Block level as Benchmark of Excellence	1200.00	1200.00	1088.39	1080.00	750.00	450.24
Appointment of language teachers	–	–	–	3.80	1.91	0.00

1	2	3	4	5	6	7
Adult Education and Skill Development	488.50	487.80	468.12	590.00	420.89	261.55
Support to non-governmental organizations in the field of Adult Education	100.00	100.00	96.13	105.00	80.44	45.79

2.8 The Committee observes that the factors responsible for under-utilization of funds under the above mentioned schemes are required to be addressed on an urgent basis as some of these schemes cater to very essential specific needs of students, particularly girl students and those representing marginalized sections. The Department has to make concerted efforts in this regard. Committee's observation rests on the premise that huge mobilization of funds is required for implementation of the SSA/RTE programme during the Twelfth Plan, if the prescribed time lines mandated under the RTE Act are to be met. The Committee has been highlighting the trend of funds remaining under-utilized year after year in some of the core areas where any laxity can lead to unacceptable positions. Being the nodal Department for School Education and Literacy, responsibility of the Department is not only to get the required funds allocated but also to ensure their optimum and judicious utilization.

Pending Utilization Certificates and availability of Unspent Balances

2.9 The problem of pending Utilization Certificates and availability of unspent balances with the implementing agencies has been an area of major concern for the Committee. The Committee, through its Reports has been drawing the attention of the Department towards this trend continuing for a long time. As per the information made available by the Department, there are 2592 Utilization Certificates amounting to ₹4462.96 crore pending as on 31st March, 2012. Similar is the position with regard to unspent balances available with the State Governments/UTs and other implementing agencies. As on 30th September, 2012 unspent balances of ₹12,030.55 crore were available. What is more surprising is that while unspent balances available with State Governments/UTs amounted to ₹3398.66 crore, funds available as unspent balances with other implementing agencies were as high as ₹8631.89 crore.

2.10 The Committee is fully aware of the fact that various schemes of the Department are implemented in accordance with the Annual Action Plan. Pending Utilization Certificates are indicative of the non-adherence of the financial norms for the schemes and availability of unspent balances indicate that targeted beneficiaries are not being covered fully. The Committee reiterates that the Department has to be more vigilant in realizing its fiscal responsibility. The Department should initiate steps for liquidating old pending Utilization Certificates expeditiously and making the implementing agencies liable for the same. The Department should also pursue the issue of unspent balances with the State Governments to ensure that the allocated funds are utilized optimally and judiciously. Besides, the Committee would like to be apprised of the latest State-wise figures of outstanding Utilization Certificates and also the details of the States and the schemes having the maximum amount of unspent balances. Details of unspent balances available with State Governments/UTs and the other implementing agencies (State-wise and Scheme-wise) may also be provided. The Committee would like to point out that the very fact that unspent balances are available indicates that funds could not be utilized as per the Action Plan for

different schemes thus leaving the physical targets unachieved. The Committee once again emphatically states that factors responsible for funds remaining unutilized need to be identified so as to take remedial measures accordingly. The Committee would also appreciate if the matter of unspent balances is taken up with the implementing agencies, both Government and private so as to understand the problems at the ground level.

III. ENROLMENT, RETENTION AND DROP OUT

3.1 With RTE Act, 2009 envisaging a class I to VIII compulsory cycle of schooling for every child in the age group of 6-14 years, optimal enrolment and retention are two major parameters that acquire utmost importance. These two vital parameters were the objectives of SSA Programme also. For enrolment and retention to remain at optimal levels, it is necessary that drop out rate remains at lowest minimum level. The DISE data reveals the following figures regarding the GER and NER at primary and upper primary levels for the year 2011-12:-

Class	Gross Enrolment Ratio (GER)	Net Enrolment Ratio (NER)
Primary	118.9%	99.8%
Upper Primary	86.5%	67.0%

The Committee is happy to note that the country has almost achieved the goal of universal access at primary level and there is considerable improvement both in GER and NER at upper primary level. However, at upper primary level, both GER and NER show decline with NER showing a more sharper decline. NER of 67.0 per cent reflects that more than 30 per cent children drop out of the schools by the time they reach class VIII. Thus, maintaining optimum GER and NER at upper primary level is still a challenge for the Department. The Committee was informed that a number of factors such as non-availability of schools in neighbourhood, poor school infrastructure, non-availability of adequate number of teachers, economic deprivation, seasonal migration and other socio-cultural barriers were responsible for declining GER and low NER at upper primary level. The Committee however, feels that notwithstanding these constraints, the gains of universal access at primary level are being negated considerably by sliding GER and NER at upper primary level. The Committee was also given to understand that low NER at upper primary level was also due to incomplete coverage of private schools including a large number of schools affiliated to CBSE. Further, there were eleven States where class VIII was part of secondary schools, thus low NER in these States was due to non coverage of secondary schools. Besides in few States such as Haryana, Kerala, Delhi, Jharkhand, Andhra Pradesh Assam etc., there were a large number of unrecognized schools. It was given to understand that efforts were being made to integrate systems and cover all schools for the purpose of data collection.

3.2 **The Committee is not fully convinced by the reasoning of the Department for the sliding NER at upper primary level. There may be some variations for the purpose of statistics/data collection but the fact remains that the problem of drop out is still a daunting one. The Committee would like to draw the attention of the Department to the three most crucial parameters of SSA-RTE, i.e. availability of neighbourhood schools, proper school infrastructure and having required number of teachers are being pursued vigorously in mission mode earlier under SSA and now under RTE. As per the data available in this regard considerable progress is being made. However, in view of data relating to GER and NER especially for upper primary schools, the Committee apprehends that things might not be the same as being projected at the ground level. The Committee is of the view that the Department should make State-specific assessment about the GER and NER at upper**

primary level. Only then the exact position at the ground level would emerge and effective remedial measures can be initiated. The Committee also feels that the Department needs to take up with the CBSE and other Boards governing private schools to come up with the details of GER and NER at primary and upper primary level students studying in their schools. The Committee is aware that in some States, there are a large number of unrecognized schools. The Committee fails to understand as to how unrecognized schools can be allowed to operate. It would be appropriate if this crucial issue is taken up with the concerned State Governments and wherever feasible, unrecognized schools, subject to their fulfillment of RTE criteria are duly recognized. This area cannot be ignored as the future of our children is involved.

3.3 The Committee is also of the view that the overall gross and net enrolment ratio data does not reflect the large scale regional disparities with regard to enrolment, retention and drop out rates across the country. This fact is borne out by the provisional drop out rates for 2010-11 in the following States/UTs for all categories of boys and girls which are self revealing:-

Sl. No	State/UT	Class I-V			Class I-VIII		
		Boys	Girls	Total	Boys	Girls	Total
1.	Meghalaya	61.0	55.7	58.4	72.5	68.3	70.4
2.	Rajasthan	49.9	51.5	50.6	49.2	58.1	53.3
3.	Manipur	46.1	45.3	45.7	51.7	53.9	52.8
4.	Arunachal Pradesh	43.8	42.1	43.0	51.7	49.1	50.5
5.	Assam	33.2	26.4	29.0	49.8	58.2	54.0
6.	Bihar	39.2	30.7	35.7	58.5	58.0	58.3
7.	Chhattisgarh	29.7	32.2	31.0	47.7	49.0	48.3
8.	Gujarat	36.9	6.6	25.7	44.6	49.4	46.7
9.	Jharkhand	31.0	25.6	28.4	48.4	49.4	45.1
10.	Madhya Pradesh	33.5	25.0	29.5	34.0	41.2	30.7
11.	Mizoram	37.1	38.7	37.9	37.5	27.0	36.7
12.	Nagaland	40.1	39.8	39.9	45.2	45.6	45.4
13.	Odisha	-	-	-	54.4	55.6	55.0
14.	Sikkim	-	-	-	50.6	34.3	42.8
15.	Tripura	31.9	30.3	31.1	50.2	45.9	48.2
16.	Uttar Pradesh	33.5	34.8	34.1	49.3	50.2	49.7
17.	Uttarakhand	33.5	32.2	32.9	33.7	29.3	31.6
18.	West Bengal	-	-	-	50.4	47.7	49.1
19.	Dadra & Nagar Haveli	-	-	-	27.4	40.2	33.7
	India	28.7	25.1	27.0	40.3	41.0	40.6

From the data, it is evident that drop out rates are alarmingly high ranging between 50 to 70 per cent in the North Eastern States of Meghalaya, Manipur, Arunachal Pradesh, Assam and Nagaland for all categories of students in classes I to V and I to VIII respectively. Among the other North Eastern States *viz.* Mizoram, Sikkim and Tripura, drop out rates in class I to VIII are 36.7, 42.8 and 48.2 respectively. Situation in other States/UTs like Rajasthan, Odisha, Uttar Pradesh, Bihar, Uttarakhand, West Bengal and Dadra and Nagar Haveli is no better with the drop out rates ranging between 30 to 50 per cent.

3.4 The Committee takes note of the grim position of drop out rates in these States/UTs and observes that if the over all drop out rate of students is so high in a number of States/UTs then what would be the position of SCs, STs, Minorities and other deprived sections of the society which have been on the margins of the education system of the country. The Committee would like the Department to evolve area, community and problem specific interventions and strategies to overcome the problem of drop outs if it really wants to reduce the drop out rate by 2 per cent point in 2013-14.

3.5 With regard to gender and social parity, the Committee has been informed that as per the DISE 2011-12, the gender parity at primary and upper primary level is 0.94 and 0.95 respectively. There has been improvement in the proportion of children from socially disadvantaged groups being enrolled in the schools. The following figures have been provided by the Department as share of social groups in proportion to their population being enrolled at different stages in 2011-12:—

Category	(Share in Population)	Primary	Upper Primary	Elementary
SC	(16.20)	20.09	19.14	19.80
ST	(8.20)	11.40	9.86	10.92

According to the Department there has been improvement in the proportion of children from socially disadvantaged groups in schools. 20.09 per cent SC and 11.40 per cent ST children were enrolled at primary level in 2011-12. At upper primary level in 2011-12, 19.14 per cent SC and 9.86 per cent ST children were enrolled which is more than their share in the population as a whole. **The Committee appreciates the greater proportion of enrollment of the SC/ST children in schools. The Committee hopes that the initiative of the Department would continue in future also.**

3.6 The Committee is somewhat disappointed to find that the position is altogether different when one looks at the overall drop out rates of SC/ST students indicated below:—

2010-11	Class I-V	Class I-VIII
All Students	27.00	40.60
SC Students	26.70	43.30
ST Students	35.60	55.00

It is evident that the drop out rates for all categories of students is still very high with ST students dropping out by 55 per cent followed by SC students 43.30 per cent and all category students 40.60 per cent in class I to VIII. This is inspite of the fact that SSA and other interventions have been in place since 2001-02. This high rate of drop out ranging from 40 to 55 per cent conclusively proves that the retention of children at the elementary school level for all categories of students and especially SC and ST students is still a challenging task. With the enforcement of Right to Education Act with many child-friendly provisions such as opening of

new schools, additional teachers, improving school infrastructure, provisioning of additional subject specific teachers, provisions for uniforms, free text books, learning in mother tongue, prohibition of corporal punishment, mental harassment, detention and expulsion, it was expected that retention would be enhanced greatly but high drop out rates present a different picture all together.

3.7 The Committee would appreciate if the Department makes concerted efforts to identify the reasons for high drop out rates among SC, ST Students and take corrective/remedial steps to bring and retain these students within the elementary cycle of schooling till its completion. Further, the Department should take up this issue with the respective State/UT Governments where drop out rate of SC/ST students is very high and should also initiate specific steps to improve retention rate. Further, in States/UTs specific interventions may also be adopted on an urgent basis if the Department really wishes to minimize the drop out rate among these categories so as to have any impact on overall drop out rate.

3.8 With regard to Special Focus Districts (SFD) having concentration of SC and ST population, the Committee notes that the special interventions of the Department are yet to yield positive results. On a specific query in this regard, the Department listed a number of initiatives under SSA for improving enrolment and retention rates of SC/ST children in SFD. Some of these initiatives included residential schools and hostels, (438 hostels sanctioned so far under SSA), bridge material in tribal languages, dormitories to cover children who drop out due to migration, special training for out of school children for admission into age appropriate classes. The Department admitted that though there is a marginal drop in the drop out rate of SC children at primary level from 29.30 in 2009-10 to 26.70 in 2010-11 as per SES 2010-11, in case of ST children it has increased partially at primary level from 34.50 in 2009-10 to 35.60 per cent in 2010-11. On a specific query regarding the steps taken to slow down the drop out rate of SC/ST children, the Department listed the following interventions under RTE/SSA:-

- increase in access of primary and upper primary schools;
- strengthening school infrastructure;
- improving pupil teacher ratios;
- every school has to have at least 2 teachers;
- States/UTs to fill vacancies as per RTE mandate;
- States to redeploy teacher to maintain school wise PTR before the next academic session;
- sanction given for opening of 39502 primary schools and 11952 upper primary school;
- construction of 30743 primary schools and 10367 upper primary school;
- 6,97,511 additional classrooms;
- 4,04,439 toilets;
- 31,119 drinking water facilities;
- 7,51,433 teachers; and
- provisions for free text books, uniforms etc.

3.9 The Committee appreciates the specific interventions of the Department. However it feels that mere sanctioning and creating facilities may not make any impact unless it is

followed by focused strategies to bring SC, ST and other disadvantaged children to schooling fold and retain them there. The Committee hopes that the Department would take concerted steps to achieve this. The Committee strongly feels that inspite of so many initiatives taken by the Department through various components under SSA/RTE initiative there is a need for sensitizing the parents of SC/ST students about their positive impact. Gram Panchayats and community representatives can be easily involved in bringing SC/ST students to schools.

3.10 According to the Department, there are 29 lakh out of school children as per state reports upto March, 2012. The highest number of Out of School children are in Uttar Pradesh (34 per cent), followed by Bihar (17 per cent), Rajasthan (12 per cent), West Bengal (9 per cent), Odisha (5 per cent), Madhya Pradesh (4 per cent) and Assam (3 per cent). Other States have 16 per cent out of school children. It is believed that a majority of the out of school children belong to the disadvantaged communities *viz* scheduled castes, scheduled tribes, muslims, migrants, children with special needs, urban deprived children, working children, children in other difficult circumstances *i.e* those living in difficult terrain, children from displaced families and areas affected by civil strife. Committee's attention was drawn to the fact that while discussing the issue of social access and equity, the tendency was to confine it to broad categories like SC, ST, Muslims, Girls etc. However, social realities were for too complex and there were groups within these groups which were for more disadvantaged. The Working Group Report on Twelfth Plan proposes a number of interventions to cover out of school children within the schooling fold. Upgradation of EGS centres to regular schools, provision for residential schools and special training for age appropriate admission of out of school children are among those interventions. The Committee, while appreciating the above initiatives would like to draw the attention to the very critical observation made in the Working Group Report on Twelfth Plan which States the following:-

- 34.12 per cent physically or mentally challenged children were found to be out of schools in IMRB 2009 Survey;
- Neither school system nor other institutional mechanism are equipped or geared to address the challenging needs of mentally disabled children who are most disadvantaged, both socially and educationally in the system;
- Close to 12 per cent of ST boys in rural areas are involved in labour force with major chunk engaged in agricultural work or as casual labour;
- In case of rural ST girls the situation is stark. Their participation is higher than that of boys in both agricultural labour and in casual labour;
- Close to 10 per cent rural ST boys and girls are without the care and support of family; and
- More ST children contribute in subsistence tasks and labour within the family in comparison to other marginalized groups.

3.11 **The above observations reflect a stark reality of the Indian education system. The Committee observes that of all the disadvantaged groups, physically and mentally challenged and ST children continue to be the worst hit. However, as per the latest feedback from the Department, as a result of household surveys and special surveys conducted by a eleven States, 32.71 lakh children with special needs have been identified. Out of these, 28.22 lakh children with special needs (86.27% of those identified) are enrolled in schools. Further, 1.12 lakh children with special needs are being covered**

through School Readiness Programme in 23 States/UTs and 1.29 lakh children with special needs are being provided home-based education in 28 States/UTs. The Committee appreciates the commendable progress made in respect of the most under-privileged segment of our children. Committee's attention has been drawn by a very appreciable initiative made by Kerala SSA by opening 14 Autism Centres in 2009. At present, there are 42 such centres operational in the State, covering 959 Children. Besides, improving upon the problems faced by such children, these centres have led to a strong linkage between the special education teachers of the Centre and the teachers of the regular school where such children are mainstreamed. The Committee strongly feels that example of Kerala SSA needs to be followed by other States. The Department being the nodal authority can play the role of co-ordinator and motivators in such matters. As for the other marginalized groups the Committee would appreciate if the Department adopts a flexible approach and takes concerted efforts to reach out to the out of school children especially in the light of the Department's resolve to reduce the percentage of out of school children by two per cent point in the year 2013-14.

IV. SARVA SHIKSHA ABHIYAN/RIGHT TO EDUCATION

4.1 Sarva Shiksha Abhiyan, a major initiative of the Department aimed at achieving universalization of elementary education with focus on universal access, retention, social and gender parity and quality improvement in elementary education was launched in 2001-02. SSA covers all States and Union Territories and reaches out to an estimated 19.4 crore children in 12.3 lakh habitations. Over the years, this flagship programme has contributed significantly in the universalization of elementary education. With the enforcement of the Right of Children to Free and Compulsory Education Act, 2009 *w.e.f.* 1 April, 2010, SSA framework of Implementation and Norms for Interventions has since been revised to correspond to the provisions of the RTE Act. The Committee has been given to understand that by the middle of the Twelfth Plan, a new modality of implementation of RTE Act would be ready to replace SSA. As the RTE Act confers a permanent right to free and compulsory education of equitable quality on the children of India for all times to come, it requires the education system to work in a unified manner. It is, therefore, necessary to put in place systems and mechanisms for a shift from SSA project based approach to RTE.

4.2 The Department has listed the following cumulative achievements under SSA upto September, 2012:-

- opening of 3,52,816 new primary and upper primary schools;
- construction of 2,84,032 school buildings;
- construction of 14,42,867 additional classrooms;
- provision of 2,17,820 drinking water facilities;
- construction of 6,18,089 toilets;
- supply of free textbooks to 8.32 crore children during first half of 2012-13;
- appointment of 12.48 lakh teachers;
- in science training to 18.64 lakh teachers during first half of 2012-13.

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

Items	Cumulative sanctions since inception of SSA	Out of cumulative sanctions, sanctions since RTE Act	Cumulative completed and in-progress till 31/12/2012
Primary School buildings	1,95,005	30,808	1,82,373 (93.52%)
Upper Primary School buildings	1,09,451	10,644	1,05,749 (96.62%)
Additional Class Rooms	17,91,860	6,88,385	16,93,599 (94.52%)
Drinking water	2,29,840	31,678	2,20,035 (95.73%)
Toilets	8,53,624	5,18,700	6,56,551 (76.91%)
Teachers	19,82,904	7,00,475	12,86,344 (64.87%)

4.4 Further, all the States/UTs have notified the State RTE rules. States/UTs took steps to issue several notifications reiterating the child centred provisions of the RTE Act. 34 States/UTs issued notifications prohibiting corporal punishment and mental harassment; 32 States/UTs issued notifications prohibiting screening for admission, capitation fee, expulsion and detention, 33 States/UTs issued notification banning board examinations till completion of elementary education, all the 35 States/UTs notified academic authority under the RTE Act. The Committee appreciates all these initiatives of the Department. However, based on ground realities there are certain areas in the implementation of the RTE Act which require serious considerations. These problem areas in the implementation of the Act are as under:-

Funding and Fund sharing pattern for SSA/RTE programmes

4.5 Mobilizing adequate funds for implementing combined SSA/RTE Programme and fund sharing pattern between the Centre and the States has been an area of concern for the Committee.

4.6 The Committee feels that inadequacy of funds is bound to hamper the implementation of the provisions of RTE norms and standards in the States/UTs. For SSA/RTE Programme alone, the Department had raised the demand for ₹50,000.00 crore against which ₹27,258.00 crore have been provided. The Department has itself admitted that the allocation for SSA in BE 2013-14 is substantially lower than the requirement. The States have been pressing for higher level of support from the Central Government. Many interventions which are an integral part of the SSA are being deferred by the States in view of the fund shortage. The Central Government has been impressing upon the States to fund many of these activities through convergence with other programmes such as MGNREGRA, Total Sanitation Campaign and MPLAD and MLALADS Fund. However, in spite of these efforts, shortage of funds is a major constraint in the implementation of SSA/RTE.

4.7 With regard to the fund sharing pattern between the Centre and the States/UTs, the revised fund sharing pattern of 63:35 for non-NER States/UTs and 90:10 for NER (North Eastern Region) which came into force *w.e.f.* 2010-11 would continue. On a specific query regarding the States ability to contribute their share for SSA-RTE, it was informed that 18 States/UTs have released excess State share amounting to ₹2519.10 crore as on 31 December, 2012. These States/UTs were Andaman & Nicobar Islands, Assam, Chandigarh, Dadra & Nagar Haveli, Daman & Diu, Goa, Gujarat, Haryana, J&K, Jharkhand, Karnataka, Kerala, Lakshadweep, Madhya Pradesh, Nagaland, Puducherry, Rajasthan and Uttarakhand. However, 16 States/UTs *i.e.* Andhra Pradesh, Bihar, Chandigarh, Himachal Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Odisha, Punjab,

Sikkim, Tamil Nadu, Tripura, Uttar Pradesh and West Bengal had backlog of State share amounting to ₹1812.48 crore as on 31st December, 2012. It was expected that these States would meet the requirement of State share by the end of the financial year. The Committee, however, feels that the backlog of State share to the tune of ₹1812.48 crore in respect of 16 States/UTs indicates that almost half of the States/UTs are not in a position to make even 35 per cent contribution towards implementation of SSA/RTE. In such a situation, how the various activities under SSA/RTE would be carried out in almost half of the States/UTs is beyond the imagination of the Committee.

4.8 That there has always been fund crunch and skewed allocation for SSA/RTE is clearly borne out by the trend of outlays and expenditure for SSA/RTE during the entire Eleventh Plan period which is as under:

Approved outlays and Expenditure

Year	BE	Expenditure
2007-08	13171.00	11480.75
2008-09	13100.00	12642.75
2009-10	13100.00	12826.23
2010-11	19838.23	19636.53
2011-12	21000.00	14284.00
TOTAL	80209.23	70870.76

It is evident that adequate resources were not provided for the elementary education sector in the first three years of the Eleventh Plan. The approved outlay for SSA in the Eleventh Plan was ₹71,000 crore of which ₹39,371 crore representing 55 per cent of the overall outlay was provided in the first three years. With the RTE enactment in 2010-11, the Government approved an outlay of ₹2.31 lakh crore over a period of five years during 2010-11 to 2014-15. During the last two years of the Eleventh Plan, ₹50824 crore was required against which ₹40,838, crore was provided. Thus, the total funds provided in the Eleventh Plan period finally came to ₹78,000.00 crore, a figure not much higher than the original approved outlay of ₹71,000.00 crore but significantly short of the funds required for implementation of the RTE-SSA programme during 2010-15 *i.e.* ₹2.31 lakh crore. Further, between 40 to 50 per cent allocation was made during the last two years of the Eleventh Plan, putting a question mark on the mandates to be achieved under SSA/RTE. As per the Working Group Report on Elementary Education and Literacy for Twelfth Plan during the first three years, an amount of ₹1,46,825.00 crore would be required as costs towards implementation of RTE/SSA. **The Committee would appreciate if instead of skewed allocations, the required amount is made available in an evenly spread manner during the entire Twelfth Plan period.**

4.9 The Committee feels that RTE/SSA Programme, largely being a Central Government initiative, it is incumbent upon the Government to mobilize adequate resources to achieve the time line mandates of the RTE Act. It is a known fact that States have been pressing for higher funds for implementing RTE Act mandates and fund shortage is leading to deferring of those mandates. Under the RTE, certain activities were required to be completed by the 31st March, 2013 *viz.* establishment of neighbourhood schools, provision of school infrastructure and provision of teachers as per the prescribed PTR, stipulated working days and instruction hours and establishment of School Management Committees. It is believed that almost all the States/UTs have

failed to fulfill these mandates. This speaks volumes about the commitment of the respective Governments about the universalization of quality elementary education for all. It also indicates lack of committed implementation of the Scheme by the Central Government and States/UTs Governments.

4.10 Further, non-adherence to RTE mandates has led to a situation where private and unrecognized schools across the country face the prospects of closure. What would be the fate of the children studying in those schools could well be imagined. The prospect has acquired a serious connotation as it has been indicated that the Department is not in favour of extending the March 31, 2013 deadline of RTE compliance.

4.11 That the fund shortage leads not only to delay in fulfilling the prescribed mandates only but also to other shortcomings is clearly borne out by the findings/observations of the Joint Review Mission (JRM) held in January, 2013 to study the impact and achievement of RTE/SSA with respect to seven States. Some observations of the JRM in respect of those States are as indicated below:–

- | | |
|--------------------------|--|
| Odisha | <ul style="list-style-type: none"> – Identifying more children remaining out of school-house hold survey needed. – Monitoring tool based more on physical infrastructure and does not focus on learning levels |
| Arunachal Pradesh | <ul style="list-style-type: none"> – Only 34% of total outlay available as second installment has not gone from GOI due to short release of State share – School grants/teacher grants shown as disbursed but not reached schools – Text book supply from private publishers delayed |
| Andhra Pradesh | <ul style="list-style-type: none"> – Non-adherence to State guidelines for Residential Special Training Centres – Non-availability of TLM in schools – Regular and efficient monitoring for all activities – Audit Reports need to be followed up |
| Delhi | <ul style="list-style-type: none"> – No procurement plan, even at State office – Lack of co-ordination between multiple departments involved in school administration – Names of children who drop out in mid-session are not removed from enrolment list. – Need for evaluation for teachers' effectiveness in class rooms by SCERT |
| Maharashtra | <ul style="list-style-type: none"> – Need to compare findings on learning outcomes from national assessment such as NAs and independent data such as ASER – Priority to be given for providing residential hostels |
| Mizoram | <ul style="list-style-type: none"> – Late release of funds to the State by GOI |
| Uttar Pradesh | <ul style="list-style-type: none"> – Lack of social accounting in respect of civil works – Decline in enrolment in Government schools |

4.12 The Committee feels that if there are shortcomings in the implementation of SSA/RTE parameters in States like Andhra Pradesh, Delhi and Maharashtra which comparatively are developed States what would be the status of implementation of SSA/RTE in States which are not so developed, could well be imagined. Shortcomings as listed above give a clear idea that they relate not only to the core areas of this mega policy initiative but also to certain very pertinent procedural aspects. The Committee believes that these issues must have been taken up with the concerned State Governments and required follow-up action already initiated. The Committee understands that there must be State-specific problem-areas and also avoidable communication-gap at the central level leading to these shortfalls emerging. The Committee would appreciate if all these issues are analysed by the Department in consultation with the concerned State Governments and remedial steps taken accordingly. The Committee would also like to be enlightened about the follow-up action taken on the findings of the Joint Review Mission.

Infrastructure Development under RTE/SSA

4.13 The Committee was informed of the following cumulative achievements with regard to the creation of infrastructure facilities under RTE/SSA upto 31 December, 2012.

Items	Completion %
Primary Schools	93.5%
Upper Primary Schools	96.6%
Additional Classrooms	94.5%
Drinking Water	95.7%
Toilet facilities	76.9%

4.14 The Committee appreciates the overall achievements under each infrastructure variable. However, it still feels that impressive cumulative achievements may not be reflecting the ground realities. A specific query with regard to achievement level of fully completed infrastructure components under RTE/SSA reveals considerable gaps when compared with completed and in-progress status as indicated below:-

Components	Target	Achievements (completed and in progress)	Percentage	Achievements (completed)	Percentage
Primary Schools	1,95,003	1,82,373	93.52%	1,65,297	84.77%
Upper Primary Schools	1,09,451	1,05,749	96.62%	98,130	89.66%
Additional Classrooms	17,91,860	16,93,599	94.52%	13,78,016	76.90%
Drinking Water	2,29,840	2,20,035	95.73%	2,13,408	92.85%
Toilet Facilities	8,53,624	6,56,551	76.91%	5,42,826	63.59%

The Committee is constrained to observe that achievement level under SSA/RTE cannot be considered that impressive when details of fully completed components are taken into account. The Committee would like to point out that the position becomes more worrisome if State specific achievements levels are taken into account. Figures relating to the following States depict a very discouraging scenario:-

Sl. No.	States/UTs	Primary Schools			Upper Primary Schools			Additional Classrooms		
		Target	Completion	% Completion	Target	Completion	% Completion	Target	Completion	% Completion
1.	Lakshadweep	7	0	0.00	2	1	50.00	25	7	28.0
2.	Bihar	17,466	11,184	64.03	-	-	-	2,63,225	1,56,156	59.32
3.	Himachal Pradesh	88	8	9.09	27	0	0.00	-	-	-
4.	J&K	10,624	7135	67.16	-	-	-	23,159	7987	34.49
5.	Karnataka	-	-	-	11	0	0.00	-	-	-
6.	Kerala	517	222	42.94	12	0	0.00	-	-	-
7.	Manipur	944	399	42.27	214	61	28.50	3664	1460	39.58
8.	West Bengal	10083	5750	57.03	4814	1174	24.39	-	-	-
9.	Andaman & Nicobar Islands	41	4	9.76	-	-	-	-	-	-

Sl. No.	States/UTs	Drinking Water			Toilets		
		Target	Completion	% Completion	Target	Completion	% Completion
1.	Jammu & Kashmir	2745	549	20.00	20073	235	1.17
2.	Maharashtra	-	-	-	34461	12338	35.80
3.	Manipur	-	-	-	5001	1043	20.86
4.	Odisha	-	-	-	79,931	15065	18.85
5.	West Bengal	-	-	-	62,702	26,921	42.83
6.	Dadra & Nagar Haveli	91	33	36.26	387	64	16.54
7.	Daman & Diu	-	-	-	161	53	32.92
8.	Lakshadweep	30	3	10.00	40	1	2.50

4.15 From the above data, it is evident that inspite of the impressive cumulative achievement, there are wide-spread disparities at regional level in the targets and achievement of various infrastructure variables under SSA/RTE programme. Himachal Pradesh, Andaman Nicobar and Lakshadweep show dismal performance with regard to construction of primary schools. Further, Kerala, Manipur, Nagaland and Puducherry show less than 50 per cent achievements in construction of primary schools. Again with regard to targets and completion percentage of upper primary schools, Himachal Pradesh, Kerala, Karnataka and Puducherry registered zero

percentage completion with Manipur, Meghalaya, Sikkim and West Bengal registering 28.50, 29.31, 47.27 and 24.39 percentage completion respectively which is even below 50 per cent achievement. Situation is no better with regard to drinking water facilities in Lakshadweep, Jammu & Kashmir and Dadra & Nagar Haveli where completion percentage is even less than 40 per cent. Creation of toilet facilities shows worst completion percentage in Jammu & Kashmir followed by Lakshadweep, Dadra & Nagar Haveli, Odisha, Nagaland, Daman & Diu, Maharashtra, Chhattisgarh and Arunachal Pradesh. Further, on a perusal of the data provided by the Department regarding the status of major component of infrastructural facilities as on 31.12.2012 it emerges that Lakshadweep, Manipur, Jammu & Kashmir, Dadra & Nagar Haveli and West Bengal lag far behind the cumulative achievements in respect of construction of primary and upper primary schools, additional classrooms, drinking water and toilet facilities whereas in some of the States such as Bihar, Meghalaya, Nagaland, Odisha and Chhattisgarh, completion percentage of various categories of facilities was much below the cumulative achievements. Given the fact that creation of infrastructural facilities were required to be completed by the 31st March, 2013 as per the RTE norms, it is evident that this important parameter has been missed by a number of States/UTs.

4.16 The Committee would like the Department to take up the issue of infrastructure creation with dismal and slow performing States/UTs on priority basis, be they nonavailability of land, procedural clearances, technical expertise or policy initiatives. The Committee would like to reiterate that all the schools must be run as per the mandate of RTE with proper infrastructure, having sufficient classrooms, drinking, sanitation facilities, boundary walls, playground and library. Inadequacy of infrastructural facilities should be viewed seriously and the Department should play a more pro-active role in persuading the States/UTs in creating the required infrastructural facilities in a timebound manner.

4.17 Section 12(1)(c) of the RTE Act, 2009 provides that at least 25 per cent of the seats in class I (or pre-primary, if that is the entry class) shall be reserved in private unaided schools for admission to children belonging to weaker sections and disadvantaged groups, as notified. The Committee observes that so far only 13 States have admitted such children. Besides that, 10 States have also notified the reimbursement norms for the admission and education of children in this category. The Committee feels that this is the most crucial component under the RTE Act which ensures quality education to the most vulnerable of our children. The Committee is not very happy with the status of implementation of this component. Only less than half of the States are reported to have complied with this mandatory requirement under the RTE Act. The Committee strongly feels that all the schools in all the States/UTs have to ensure compliance of this mandatory requirement under the RTE Act. The Committee, accordingly, recommends that the Department has to take up this matter with all the remaining States/UTs and ensure that all the schools fall in line by complying with this mandatory requirement. The Committee would also like to point out that an effective monitoring mechanism will have to be in place for this purpose. Action in this direction may, accordingly, be taken.

Quality of Education under RTE/SSA

4.18 One of the major goals of RTE/SSA is to provide elementary education of equitable quality to every child. According to the Department, the RTE Act lays down norms for infrastructure, pupil teacher ratio and other components such as formation of School Management Committees (SMCs) to involve parents in the management of the schools. These initiatives are expected to improve the quality of education imparted to the children. There have been several other steps initiated by the Department to bring about quality changes in schooling at the elementary level. Some of these other initiatives include:-

- more child friendly and inclusive schools as per the National curriculum Framework (NCF) 2005 prepared by NCERT. States have been urged to renew their own State curriculum in the light of NCF 2005 recommendations. 16 States so far have renewed their curriculum based on NCF 2005, 9 States have followed the curriculum of NCERT, 3 states have followed the curriculum of neighbouring States, 2 States are in the process of renewing textbook, to make them more activity-based, child-friendly and sensitive environment towards marginalized groups including girls;
- all children are provided free textbooks up to class VIII;
- States making efforts to move towards more continuous and comprehensive modes of assessment (CCE). 25 States are developing their own module for implementation of CCE as well as modules for teachers training to implement CCE;
- NCERT has developed 5 subject specific sourcebooks to support teachers in implementing continuous assessment;
- to meet the shortage of teachers in elementary schools, 19.82 lakh additional teacher posts have been sanctioned under SSA upto 2012-13 of this, 12.42 lakh posts are reported to be filled up;
- as RTE mandates appointment of those teachers only who are able to clear TET, CBSE has conducted three rounds of TETs and 25 States have also conducted TETs;
- 2.3 lakh part-time instructors have also been sanctioned under SSA;
- under SSA there is a provision for annual 20 days training for in service teachers and 30 days induction training for freshly trained recruits; and
- 6720 Block Resource Centres (BRCs) and 75,799 Cluster Resource Centres (RCs) have been set up till September 2012 to provide decentralization academic support, training and supervision to teachers and schools. There are subject-specific Resource Persons placed at each BRC and CRC.

4.19 With these concerted efforts, it was expected that the standard and quality of education being imparted in the schools would improve considerably. However, ground realities indicate a different picture and inspite of all these efforts, the learning outcomes of the majority of children continue to be an area of serious concern. NCERT's Learning Achievement Survey of round I and II reveal the following figures:–

Class	Language		Maths		EVS/Science		Social Science	
	Round I	Round II	Round I	Round II	Round I	Round II	Round I	Round II
Class III	58.25	61.89	63.12	67.84	–	–	–	–
Class V	46.51	48.46	58.87	60.31	50.30	42.19	–	–
Class VII	30.50	40.38	54.24	57.35	37.78	42.86	34.04	44.73
Class VIII	39.17	42.57	53.86	56.49	41.30	42.71	46.19	47.89

4.20 From the above data, it is evident that by the time students come to class VIII their performance in languages, Mathematics and EVS/Science declines. Further except Mathematics, where the pass percentage is 50 plus in Round II in class VIII in other subjects *i.e.* language, EVS/ Science and social sciences the pass percentage is much below 50 in Round II in class VIII.

Committee's attention was also drawn to the findings of Annual Status of Education Report (ASER) Rural-2012 reflecting the following findings:-

- In 2010 nationally, 46.3 per cent of all children in Std. V could not read Std. II level text. This proportion increased to 51.8 per cent in 2011 and further to 53.2 per cent in 2012. For Std. V children enrolled in government schools, the percentage of children unable to read Std. II level text has increased from 49.3 per cent (2010) to 56.2 per cent (2011) to 58.3 per cent (2012).
- The percentage of all children enrolled in Std. III who cannot read a Std. I level text has increased steadily from 53.4 per cent (2009) to 54.4 per cent (2010) to 59.7 per cent (2011) to 61.3 per cent in 2012. For children enrolled in government schools, this figure has increased from 57.6 per cent in 2010 to 64.8 per cent in 2011 to 67.7 per cent in 2012.
- In 2010, of all children enrolled in Std. V, 29.1 per cent could not solve simple two digit subtraction problems with borrowing. This proportion increased to 39 per cent in 2011 and further to 46.5 per cent in 2012. Barring Andhra Pradesh, Karnataka and Kerala, every major State shows signs of a substantial drop in arithmetic learning levels.
- The proportion of all children enrolled in Std. V who could not do division problems has increased from 63.8 per cent in 2010 to 72.4 per cent in 2011 to 75.2 per cent in 2012. In rural India as a whole, two years ago about two thirds of all children in Std. V could not do simple division. In 2012 this number is close to three fourths.

4.21 The above findings put a question mark on the quality of education being imparted to children. It also reflects that inspite of a number of initiatives taken by the Department under RTE/SSA, learning outcomes for a majority of children do not show much improvement. The Committee would like to state that concerted efforts may be required to ensure that a minimum set of cognitive skills are acquired by all children during eight years of elementary education. This would require, besides the existing initiatives of the Department, availability of trained teachers, good curriculum and innovative pedagogy. Teacher absenteeism and lack of accountability should also be addressed so as to ensure quality education for all children at elementary level to make their basic education foundation strong.

4.22 Further, the Committee doubts about the policy of automatic upgradation from class I to VIII under RTE, especially in view of findings of NCERT Learning Achievement Survey of Round I and II. One must not forget that the main objective of SSA/RTE is to ensure the right of every child to have elementary education of satisfactory and equitable quality of education which satisfies certain essential norms and standards. The Committee feels that a student may not be motivated to work hard to learn if he/she is aware that his promotion to the next grade is guaranteed. A child may not be mature enough to understand the implications of his being required to sit for formal examination from class IX onwards and obtain the minimum benchmarks. Further, even the teachers, parents, peer groups may not always make efforts to motivate the child to have quality education, thus denying the student an opportunity to learn through the process and be prepared with cognitive faculties to take on to higher grade examination. In the light of the above, the Committee would like the Department to rethink on its policy of automatic promotion upto class VIII.

Initiatives towards Girls Education under RTE/SSA

4.23 Bridging gender gap has been one of the main thrust areas of RTE/SSA Programme. There

are 35 districts in the country where gender gap is above 10 per cent at primary level and 20 per cent at upper primary level. According to the Department, significant measures have been initiated under RTE/SSA towards promoting girl education. These provisions include recruitment of additional teachers, providing for an innovative fund per district, which can be utilized for need-based interventions to ensure better attendance and retention of girls, encouraging States to provide for gender-sensitive teaching-learning material including textbooks, incorporating gender modules in training programmes for teachers, conducting intensive community mobilization programmes to sensitize the community to the importance of girl education, providing separate toilets for girls, provisions for KGBVs at upper primary level, activities under NPEGEL and increase in the number of women teachers.

Kasturba Gandhi Balika Vidyalayas (KGBVs)

4.24 Kasturba Gandhi Balika Vidyalaya is a scheme for setting up residential schools at upper primary level for girls belonging mainly to SC, ST, OBC and muslim communities. KGBVs are set up in the areas of scattered habitations where schools are at a great distance posing challenge to the security of girls. KGBVs mainly reach out to adolescent girls who are unable to go to regular schools, out of school girls in the 10+ age group who are unable to complete primary school, younger girls of migratory populations in difficult areas of scattered habitations who do not qualify for primary/upper primary schools. KGBVs provide for minimum reservation of 75 per cent seats for girls from SC, ST, OBC and minority communities and 25 per cent for girls belonging to below poverty line. Out of 3609 sanctioned KGBVs, 3528 *i.e.* 98 per cent are reported to be functional as on 31.12.2012. These KGBVs have been sanctioned mostly in educationally backward blocks of the country and around 3.68 lakh girls are enrolled in them. Out of 3609 sanctioned KGBVs, 544 fall under 88 Muslim concentration districts (SDF) enrolling 24.5 per cent Muslim girls, 325 fall under 61 SC special focus districts enrolling 46.5 per cent SC girls and 508 fall under 109 ST Special focus districts enrolling 69.5 per cent ST girls. However, there are 81 KGBVs which are yet to be operationalized. The Scheme of KGBVs is being implemented in 27 States/UTs.

4.25 **The Committee notes that as per the overall enrolment figures, SC Girls enrolment is 28.88 per cent, ST Girls Enrolment is 26.30, OBC Girls Enrolment is 25.84 per cent, Minority Girls Enrolment is 9.18 per cent and BPL Girls Enrolment is 9.81 per cent. Thus, total enrolment percentage of SC/ST/OBC and Minority Girls is exceeding the minimum reservation of 75 per cent seats for these categories and BPL Girl Enrolment touching only the 9.81 per cent level. Another trend of enrolment emerging from the data based on SC/ST/Muslim Districts and LWE Districts is that in Muslim Concentration Districts having 533 operational KGBVs, enrolment of Muslim Girls is only 25.25%. That clearly shows that in the remaining 1711 operational KGBVs, their presence is simply not registered which is confirmed by overall enrolment percentage of 9.18 per cent Minority Girls. It also means that in SC/ST Concentration Districts, Muslim girls are not coming forward to join KGBVs. Another area of concern for the Committee is girls from economically weaker families not availing of this facility as envisaged under the Scheme. The Committee is of the view that public awareness about the benefits of the KGBV Scheme needs to be increased. Gram panchayats and local community leaders can also be easily involved in this exercise.**

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

4.26 NPEGEL Programme is being implemented in educationally backward blocks (EBB) and addresses the needs of girls who are 'in' as well as 'out' of school. It also reaches out to girls who are enrolled in school but do not attend school regularly. NPEGEL places responsibilities on the teachers to recognize vulnerable girls, provide them with support services and prevent them from dropping out. Under the Scheme, training and counseling to girls on gender/life skill education

is provided. The programme ensures targeted resources through a variety of strategies *i.e.* girls toilets, bicycles, bridge courses, gender sensitization of teachers etc. The programme works through village level women and community groups. At present 4.12 crore girls in 442 districts have been covered under NPEGEL. 41,779 Model cluster Schools and 2065 ECCE Centres are operational under the scheme.

4.27 On a specific query regarding the impact of specific interventions under KGBVs and NPEGEL Programmes resulting into some positive outcomes on girls' education, the Department submitted that girl's education under KGBVs and NPEGEL has registered positive outcomes. Both KGBVs and NPEGEL Programmes are expected to work in tandem to complement efforts under SSA to ensure inclusion of all girls and provide them quality education. While NPEGEL is designed to work through the day schools, KGBV establishes residential schooling facilities for the girls in remote areas that are un-served by upper primary schools or in areas with educational disadvantage amongst certain social groups. With regard to KGBVs, Committee's attention was drawn to the fact that they were only upto class VIII, thereafter, in the absence of further schooling facilities, girls were being denied opportunity to study for higher classes. However, many States have been expanding KGBVs to classes IX to XII. **Accordingly, the Committee, taking note of the above facts, recommends greater expansion of both KGBVs and NPEGEL programme.**

Teacher Recruitment and Training under RTE/SSA

4.28 There are approximately 45 lakh teachers positions in government, local body and aided schools across the country. Pursuant to enactment of the Right to Education Act, upto 2012-13 a total of 19.82 lakh posts of teachers have been sanctioned under SSA for elementary classes. Of 19.82 lakh posts of teachers 12.86 lakh posts have been filled upto 31.12.2012 leaving 6.96 lakh posts vacant including around 3 lakh posts at primary level. According to the information furnished by the Department, the maximum vacancies were in the State of Bihar (2,05,378) followed by Uttar Pradesh (1,59,087), Madhya Pradesh (79,110), West Bengal(61,623), Jharkhand (38,422), Gujarat (27,258) and Maharashtra (26,704). Rajasthan, Andhra Pradesh, Chhattisgarh and Odisha are the other States having higher number of teachers vacancies.

4.29 **Given the fact that RTE norms require the pupil teacher ratio to be 27:1, existence of such a large number of vacancies is a cause of serious concern for the committee. The Committee would like the Department to find out the factors responsible for such a large number of vacant posts in co-ordination with the respective State Governments. The Committee would further recommend to the Department to ensure filling up of all existing teacher vacancies in the States/UTs, if qualitative expansion of elementary education is to be achieved. The Committee would like to emphasize that there should remain no gap between the number of teachers required and teachers recruited, not only in the underperforming States/UTs but also in all other States/UTs. A mission mode approach should be applied in recruiting targeted number of teachers. This may also be reviewed on periodic basis in co-ordination with the States/UTs.**

4.30 Committee's attention was also drawn to the recruitment of para teachers and their eligibility criteria in some of the States/UTs. On a specific query in this regard to the Department, it was informed that under SSA, additional teacher posts were sanctioned by the States/UTs as per their rules/procedure. These may be regular posts or any other mode such as para teachers. On the eligibility criteria for para teachers, the response of the Department was that Section 23 of the RTE Act lays down qualifications for appointment and conditions of services of teachers. The National Council for Teacher Education (NCTE) has laid down the conditions for eligibility for appointment as a teacher. SSA supports the States by providing additional funding for teachers required to maintain the pupil teacher ratio. States may decide their own criteria for conditions of service for

para teachers or regular teachers. However, they all have to adhere to the qualifications laid down by the NCTE. **The Committee would like to observe that as far as possible only regular teacher posts should be created and filled up strictly in accordance with the RTE norms and NCTE qualifications. Appointment and continuance of para teachers in place of regular teachers would compromise the quality aspect of elementary education. Accordingly, the Committee would like the Department to take up this issue with the States/UTs where practice of engaging para teachers is continuing.**

4.31 **The Committee takes note of the fact that after RTE, it is mandatory that only those people may be appointed as teachers who are able to clear Teacher Eligibility Tests (TETs). The Committee was informed that CBSE had conducted three rounds of TETs. 25 States had also conducted TET. The Committee is surprised to note that very discouraging results have come out of the TETs conducted by CBSE as indicated below:**

	Paper-I			Paper-II		
	Appeared	Qualified	% Qualified	Appeared	Qualified	% Qualified
June, 2011	5,99,754	54,748	9.13%	5,68,490	43,171	7.59%
Jan., 2012	4,00,775	21,402	5.34%	5,84,477	37,561	6.43%
Nov., 2012	2,71,351	2,481	0.91%	5,24,432	2,368	0.45%

It is quite disturbing to note that percentage of candidates qualifying in the third round has drastically come down when compared with the Ist round of TET. Not only, this, not all the candidates have appeared in both Paper I and Paper II. The Committee fails to understand as to how the candidates not appearing for Paper I can be allowed to sit for Paper II. With CET being Mandatory under RTE and there being acute shortage of teachers, situation is quite grim. Drastic steps are required to be taken on an urgent basis. Only then, it can be ensured that adequate number of qualified teachers are in place. The Committee would appreciate if analysis of three rounds of CET conducted by CBSE is made and problem-areas identified and remedial steps taken accordingly.

4.32 Professional training of teachers has been another area of concern for the Committee for quite some time. It was informed that in 2012-13, 38.24 lakh teachers have been approved by the Department for in-service training and 2.45 lakh teachers for induction training. Further, 2.38 lakh untrained teachers have been targeted to be trained under SSA. All training programmes cover pedagogical issues aimed at improving teaching learning transactions in classrooms and learning process in schools. Then, there is distance education programmes which provide technical and academic support in designing, developing, producing and delivering distance learning inputs and materials for training of untrained teachers in the States. The Department had several rounds of consultations with the State Governments to develop a strategy for enabling teachers to acquire professional qualifications through the Open Distance Learning Mode and seek approval of NCTE. The NCTE has given permission to the States of Uttar Pradesh, Madhya Pradesh, Bihar and Orissa for training of the untrained teachers through SCERT, Lucknow and IGNOU respectively. **The Committee appreciates the efforts of the Department in this regard. However, the Committee would like the Department to furnish State-wise data regarding the number of professionally untrained teachers and the status of their training to the Committee.**

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

5.1 The National Programme of Mid-Day-Meal in Schools covers all children studying in Classes I-VIII in Government, Government-aided and Local Body Schools, Education Guarantee

Scheme (EGS) and Alternative and Innovative Education (AIE) centres supported under SSA including Madarsas and Maqtabas as well as children under National Child Labour Projects (NCLP). Mid-Day-Meal has a significant impact on enrolment and attendance of children. It also acts as a regular source of “supplementary nutrition” for children and facilitates their healthy growth. During the year 2012-13, the programme reached out to 10.54 crore children in 12.43 lakh institutions across the country. A number of studies conducted by independent agencies indicate that the scheme has played a major role in universalization of primary education by (i) increasing enrollment and attendance (ii) reducing drop out rate and (iii) preventing class-room hunger, under-nourishment of the children. Under the scheme, hot cooked meal is provided to children of primary level with 450 calories and 12 grams of protein and to the children of upper primary level with 700 calories with 20 grams of protein having adequate quantities of micronutrients in convergence with National Rural Health Mission (NRHM). The Scheme is implemented by the States Governments/UT Administrations. The cost of the scheme is shared between the Centre and the States on 75:25 basis. For the North Eastern States, the sharing pattern is 90:10.

The following new components have been proposed to be added to the Scheme during the Twelfth Plan:-

- extension of MDMS to unaided private schools in tribal, scheduled castes and minority dominated districts;
- covering the children studying pre-primary classes located in the premises of primary schools;
- integration of IVRS with MDM MIS to monitor the scheme on real time basis through community participation;
- capacity building of the stakeholders;
- social audit of the scheme;
- community participation and Grievance redressal;
- scientific innovation; and setting up of Model Kitchen-cum training centre in each State/UT.

Besides the above new components, existing components have also been revised as indicated below:-

- revision of cooking cost based on MDM price index;
- revision of transportation assistance to Non-NER States @ ₹150 per quintal from existing ₹75 per quintal;
- revision of honorarium of cook-cum-helpers from ₹1000 to ₹1500 during 2013-14 and 2014-15, ₹2000 during 2015-16 and 2016-17;
- revision of MME rates @ 3 per cent of the total recurring central assistance for cost of foodgrains, cooking cost, transportation assistance; and
- revision of norms for central assistance for procurement of kitchen devices for new schools and replacement of kitchen devices after 5 years of their sanction.

5.2 Committee's attention was also drawn towards some new initiatives under the Scheme during the year 2012. A new MDM website was launched in January, 2012 and a web enabled MIS portal was launched in June, 2012. States/UTs would feed annual data in the portal for about 11.20 lakh schools. Further, the Planning Commission has recommended inclusion of children in private unaided schools in 109 Scheduled Tribes, 61 Scheduled Castes and 121 minority concentration districts under MDM scheme in a phased manner. **The Committee appreciates the initiatives of the Department.**

Fund Utilization under MDM Scheme

5.3 During the Eleventh Plan period, a total budget allocation of ₹48,000.00 crore was made for MDMS, out of which ₹38,491.00 crore have been spent. That the fund utilization during the entire Eleventh Plan period under the MDM Scheme have been underutilized is indicated by the trend of expenditure during the last five years. The following figures are self-explanatory:—

(₹ in crores)						
Component	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
Budget allocation	6678.00	8000.00	7359.15	9440.00	10380.0	11937
Total Exp.	58.35.44	6688.02	6988.02	9128.44	9901.9	10207
(upto 28/02/2013)						

The Committee notes that there has always been gap in allocation of funds and their utilization since the year 2007-08. For the year 2012-13, for which figures upto 28.2.2013 have been provided, utilization figures are much below the optimum level. Under utilization of funds for any scheme indicates that the benefits of the scheme are not reaching the intended beneficiaries. The Committee would appreciate if the Department co-ordinates with the State Governments/UTs for optimum utilization of funds meant for the welfare of small children.

Lifting of foodgrains

5.4 As per the information made available by the Department, some of the States/UTs have been lifting less than their share of allocated foodgrains and in case of some other States/UTs, utilization percentage is quite low. During the year 2012-13, the following States lifted less than 59 per cent of allocated foodgrains:—

State	% Lifting
Assam	49%
Bihar	58%
Haryana	54%
Maharashtra	54%
West Bengal	46%

Similarly, the following States/UTs showed less than 60 per cent utilization of foodgrains under the MDM scheme:—

States/UTs	% Utilization
Assam	53%
Chhattisgarh	58%
Gujarat	58%
Jharkhand	57%
Karnataka	49%
Rajasthan	58%
Sikkim	46%
West Bengal	47%
Chandigarh	46%
Puducherry	57%

The above data clearly indicates that the States of Assam, Bihar, Haryana, Maharashtra and West Bengal have been lifting less than their share of allocated foodgrains. Further, four States/UT viz. Karnataka, Sikkim, West Bengal, Chandigarh have been utilizing less than 50 per cent of the allocated foodgrains. Seven States/UTs have been utilizing less than 60 per cent of their allocated share of foodgrains. Effectively it means that substantial quantum of foodgrains remains un-utilized with a number of States/UTs. **The Committee feels that under utilization of foodgrains dilutes the very purpose of the Scheme. The Committee would like the Department to identify the state specific reasons in all the States/UTs where utilization percentage has been below 60 per cent and to take immediate corrective measures in this regard.**

5.5 On a specific query regarding many States having opening balance of foodgrains in the beginning of the year and also showing very unsatisfactory level of utilization, it was informed that the allocation of foodgrains under the Scheme was done on the basis of number of children and working days approved by the PAB based on the performance of the States/UTs upto third quarter of the preceding year. **If such meticulous planning is done before approving the number of children and working days in a year, the Committee fails to comprehend factors that lead to availability of balance foodgrains remaining with the States/UTs. The Committee would appreciate if this issue is also taken up with the concerned State Governments. Either there are some grey areas in the projected requirement of foodgrains or all the targeting students are not getting meals. Either way, it is a fit case for making an analysis and taking corrective measures.**

5.6 Committee's attention was also drawn to the ten poor performing States/UTs in respect of percentage utilization of foodgrains *vis-a-vis* allocation during the year 2012-13. These ten States/UTs were Tripura, Assam, Jharkhand, Puducherry, Delhi, Rajasthan, Haryana, Bihar, Sikkim and Chandigarh. **The Committee would like to be apprised of the follow-up action taken in respect of these particular States/UTs.**

Infrastructure under MDM Scheme

5.7 Regarding the construction of Kitchen cum-Stores, it was informed that out of 9,55,479 Kitchen cum-Stores sanctioned over a period of 2006-07 to 2012-13, only 5,99,768 *i.e.* 63 per cent have been constructed. Further, 1,06,678 stores (11 per cent) are said to be under construction and 2,49,033 which comes to 28 per cent are yet to be constructed. With regard to construction of Kitchen cum-Stores, position about following States is self-revealing:-

State	Sanctioned	Constructed	In progress	Not yet started
1	2	3	4	5
Andhara Pradesh	75,283	3077 (4%)	2887 (4%)	69,319 (92%)
Bihar	65,977	36,886 (56%)	13,157 (20%)	15,934 (24%)
Chandigarh	10	0 (0%)	7 (70%)	3 (30%)
Haryana	11,483	5417 (47%)	2706 (24%)	3360 (29%)
Jharkhand	39,001	12,546 (32%)	0 (0%)	26,455 (68%)
Kerala	2450	318 (13%)	484 (20%)	1648 (67%)
Maharashtra	65,783	18,364 (28%)	1250 (3%)	46,169 (70%)
Manipur	3053	1174 (38%)	0 (0%)	1879 (62%)

1	2	3	4	5
Meghalaya	9491	5148 (54%)	1898 (20%)	2445 (26%)
Odisha	63,152	33,404 (40%)	24,818 (36%)	10,930 (16%)
Tamil Nadu	14,340	4275 (30%)	6941 (40%)	3124 (22%)
Uttarakhand	13,628	6151 (45%)	4431 (33%)	3046 (22%)

5.8 The Committee would like to point out that this parameter was supposed to be completed by the 31st March, 2013 under the mandate of the RTE Act. Backlog and slow progress in the construction of Kitchen-cum-Stores is a cause for serious concern for the Committee. Availability of Kitchen-cum-Stores is the very basic requirement of the MDM Scheme. Proper Kitchen-cum-Stores have to be in place. Only then, it can be ensured that students are being served good quality meal as mandated under the Scheme. The Committee would like to be apprised of the reasons for such a slow pace of construction of stores. The details of monitoring mechanism for ensuring timely completion may also be provided. The Committee would recommend State-specific follow-up action for completing construction of Kitchen-cum-Stores in these States.

Quality of Food

5.9 Quality of food being served to children in the schools has always been an area of concern for the Committee. Committee's attention has been drawn to a number of complaints being received and reported in the media regarding the poor quality of food being served to the children in the schools or food being cooked in unhygienic conditions. In spite of a number of steps initiated by the Department for monitoring the quality of food, the reports of poor quality have been coming up every now and then. Recent media report indicated that even in Delhi, quality of food being served in schools was found to be wanting in the norms and standards prescribed under the Scheme. If the situation is such in the Capital of the country, what would be the position in interiors could well be imagined. **In this regard, the Committee would like to draw the attention of the Department to the Working Group Report's suggestions of roping in Food and Nutrition Board in providing training to the teachers and cook-cum-helpers, visit by Health Department Staff to schools for monitoring of MDM, training of cook-cum-helpers, regular monitoring for food safety, samples to be sent to accredited laboratories and school health card for children for effective implementation of the MDM scheme. The Committee would also like the Department to explore the feasibility of providing packaged nutritious food in conformity with the norms and standards of MDM Scheme to the children. This may be done initially on pilot basis in some selected districts to ascertain its viability.**

5.10 The Committee in its earlier Report had emphasized the need for inclusion of children in private unaided schools in SC/ST and Minority concentration districts under the MDM Scheme. The Committee is happy to note that the Planning Commission has recommended that children in private unaided schools in 109 ST, 61 SC and 121 Minority Concentration districts also be covered under the MDM Scheme in a phased manner. The Committee would appreciate if this initiative is carried forward in right earnest.

5.11 The Committee takes note of some very pertinent findings of the Evaluation Study of MDMS by the Planning Commission:

- The programme has resulted in the diversion of the attention of teachers and students on activities related to it, rather than towards teaching and learning activities which results in loss of studies;

- **In general, visible shortage of basic infrastructural facilities and manpower were noted;**
- **Most of the States did not follow the guidelines of Government of India to deliver foodgrains at the school point by PDS dealer, thereby resulting in the leakage of foodgrains. There have been instances, where due to long supply chain, foodgrain supplied got adulterated and pilfered.**
- **While cooked MDM Scheme seems to have contributed to an increase in the attendance in schools across the country, it does not seem to have any significant impact on fresh enrolments in sample schools.**

The Committee is of the view that the above findings should act as an eye-opener both for the Central Government and all categories of implementing agencies. The Committee recommends that based on the above shortfalls noticed in the Evaluation Study, corrective measures are initiated at the earliest. It would be appropriate if all the gap areas are taken up with the concerned State Governments, their limitations taken note of and required action taken accordingly.

5.12 Committee's attention has been drawn to some very encouraging best practices initiated by State Governments/UT of Karnataka, Bihar, Jharkhand, Uttarakhand, Andhra Pradesh, West Bengal, Punjab, Gujarat, Tamil Nadu, Puducherry and NE States. Following initiatives are worth-mentioning:-

- Bal Sansad (Child Cabinet) is actively involved in the orderly distribution of mid-day meal;
- Mothers actively involved in cooking and effective delivery of food to children;
- Growing Kitchen Gardens in the school premises and using them for MDM;
- Sweets and food being sponsored by villagers.

The Committee strongly feels that these initiatives can be easily adopted by schools in other States. The Department can easily motivate the other States by sharing such information with them. The Committee would appreciate if some kind of Web Portal is developed where such inputs can be easily put up by the concerned schools. This would go a long way in bringing out quality improvement in the impact of MDM Scheme.

VI. TEACHER EDUCATION

6.1 The Centrally Sponsored Scheme of Restructuring and Reorganization of Teacher Education was initiated in 1987 pursuant to the formulation of the National Policy on Education, 1986. The National Policy on Education (NEP) envisaged teacher education as a continuous process with pre-service and in-service training being its inseparable components. It emphasized the significance and need for a decentralized system for the professional preparation of teachers, and it was in this context that District Institutes of Education and Training (DIETs), Colleges of Teacher Education (CTEs) and Institutes of Advanced Study in Education (IASEs) were established.

6.2 The Scheme continued with modifications during the VIII, IX, and X Five Year Plan periods. The Scheme has been revised in March, 2012 for the Twelfth five year Plan. The main components of the revised scheme are as under:

- modification in Centre-State financial sharing pattern; from the existing 100 per cent central assistance to sharing pattern in the ratio of 75:25 for all States/UTs (90:10 for NER States, including Sikkim).

- continuation of support to SCERTs/SIEs
- continuation of support to CTEs and establishment of new CTEs.
- continuation of support to IASEs and establishment of new IASEs
- continuation of support to DIETs, restructuring and establishment of new DIETs.
- establishment of Block Institutes of Teacher Education (BITEs) for augmenting teacher Education capacity in SC/ST and minority concentration areas.
- professional development of Teacher Educators
- technology in Teacher Education
- Public-Private Partnership (PPP) in teacher Education
- monitoring mechanism

6.3 The Committee was informed that consequent upon the revision of the Scheme, the meetings of Teacher Education Approval Board (TEAB) in respect of 26 States/UTs have already taken place for implementing the Scheme in 2012-13. The enhanced allocation under the Scheme is proposed to be utilized for strengthening of SCERTs, strengthening and expansion of DIETs, CTEs and IASEs for establishment of Block Institutes of Teacher Education (BITE) in 196 identified Minority/SC/ST concentration districts, professional development of Teacher Educators, introducing technology in Teacher Education Institutes and strengthening of the monitoring mechanism.

6.4 **The Committee notes that as on 31.4.2012, 571 DIETs, 106 CTEs and 32 IASEs have been sanctioned covering 599 districts in various States/UTs of which 555 DIETs, 104 CTEs and 31 IASEs are functional. The Committee hopes that the remaining sanctioned DIETs, CTEs and IASEs would be made functional expeditiously. The Committee was further informed that the Government has sanctioned 35 DIETs, 11 CTEs and 3 IASEs during 2012-13 under Teacher Education Scheme. The Committee hopes these institutions would be made functional in the current year itself so that teacher education is strengthened as envisaged during the Twelfth Plan.**

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

Institution	Total no. of posts sanctioned	Total number of posts filled	Total number of post vacant
DIETs	12073	7460	4607
CTEs	1615	1123	482
IASEs	484	312	172

Individual vacancy position in respect of some of the States/UTs in DIETs is as indicated below:-

States/UTs	Sanctioned Posts	Filled up Posts	Vacant Posts
1	2	3	4
Andhra Pradesh	610	181	429

1	2	3	4
Assam	548	363	175
Chhattisgarh	326	169	157
Gujarat	621	394	227
Haryana	536	360	176
Jammu & Kashmir	620	353	267
Karnataka	680	551	129
Madhya Pradesh	741	488	253
Maharashtra	374	198	180
Odisha	587	179	408
Punjab	322	188	134
Rajasthan	546	351	195
Tamil Nadu	722	515	207
Uttar Pradesh	2030	1150	880
West Bengal	224	56	168
Jharkhand	510	221	289
Delhi	196	79	117

Status of vacancy position in CTEs in case of some of the States is as under:-

State	Sanctioned Posts	Filled up Posts	Vacant Posts
Assam	98	69	19
Andhra Pradesh	110	44	66
Haryana	211	155	56
Madhya Pradesh	163	95	68
Manipur	160	100	60
Odisha	138	60	78
Rajasthan	181	158	23
Uttar Pradesh	22	7	15
Jharkhand	57	14	43

Similar figures are there for vacancy position in IASEs in some States:

State	Sanctioned Posts	Filled up Posts	Vacant Posts
Andhra Pradesh	70	32	38
Madhya Pradesh	55	42	13
Odisha	54	20	34
Uttar Pradesh	27	7	20
West Bengal	28	10	18

6.6 The above data reflects that in some of the States/UTs, there are a large number of posts that have been lying vacant in DIETs, CTEs and IASEs. Situation is particularly discouraging in the States of Andhra Pradesh, Haryana, Madhya Pradesh, Odisha and Uttar Pradesh where vacancies exist in all the teacher education institutions. Position is no better in a number of other States/UTs with regard to vacancies. **The Committee has been making observations in its previous reports also about the vacant positions in the teacher education institutions. It has been the Committee's concerted opinion that teacher education institutions would not be strengthened unless all the sanctioned academic as well as non-academic posts have been filled up. The Committee reiterates its recommendation that if 40 to 60 per cent of posts are lying vacant in teacher education institutions, then the Department's claims of their being fully functional and strengthened teacher education institutions, cannot be taken seriously. The Committee hopes that with the revised Scheme of Teacher Education and enhanced funds fully functional DIETs, CTEs, IASEs and SCERTs would come up expeditiously.**

6.7 On a specific query about the reasons for continuance of such a large number of vacancies, the Committee was informed that one of the reasons for such a position may be due to placement of pay scales of faculty of these institutions on par with State Government officers, like Assistant Directors/Deputy/Joint Directors and not having UGC pay scales. However, in the revised Scheme of Teacher Education, in the Guidelines circulated to all State Governments and UT Administrations, they have been advised that in case of Lecturers, Principals etc. of STETs being not placed in the UGC or General College pay scales but on par with State Government officers. State Governments may attempt to increase them and bring them on par with the scales applicable in General Colleges. The States were further advised that any revision in the pay scales by way of upgradations, central assistance will be available to the extent of States/UTs' additional liability created on this account. **The Committee, while appreciating this development, would like to point out that the Department will have to persistently pursue this matter with State Governments so as to ensure improvement in the service conditions of teacher educators.**

6.8 Committee's attention has also been drawn towards the trend of expenditure under the Scheme *vis-a-vis* budget estimates, revised estimates and actual expenditure during the last two years which reveals the following:-

(₹ in crores)

2011-12			2012-13		
BE	RE	Actuals as on 31.3.2012	BE	RE	Actuals as on 31.12.2012
500.00	376.50	365.24	500.00	292.00	126.98

The Committee is not happy with the overall expenditure trend under the scheme. Only 1/3rd of the BE allocation is being utilized. The Committee would like to be apprised of the factors responsible for under-utilization of funds under the Scheme, especially in the context that revised Scheme of Teacher Education would require greater funds in the coming years and if funds remain unutilized in the previous years, it would be difficult for the Department to justify its demand for higher funds. The Committee was informed that the Department has constituted ten Joint Review Missions consisting of eminent education experts to review the status of progress and to consider issues related to programme planning, implementation, monitoring and evaluation with respect to each of the programmatic interventions under the Scheme in respect of each level of institution. The findings of Bihar JRM indicate very positive developments, which include setting up of a road map for having a new cadre of Teacher Educators, identifying 500 qualified persons

from the School System as Teacher Educators for TEIs, tieing up with Azim Premji Foundation for the capacity building of the newly identified teacher educators and of Heads of DIETs. The Committee hopes that results of the remaining nine JRMs would also reveal similar encouraging findings. All the JRM reviews should be persistently pursued with State Governments for the required follow-up action.

VII. NATIONAL BAL BHAWAN

7.1 National Bal Bhawan's mission is to provide opportunities to children for enhancing their creativity through a spectrum of activities imparted by non-formal methodology in the areas of Creative Art, Creative Writing, Creative Performance, Physical Education, Scientific Innovations, Photography, Home Management and Museum Techniques. National Bal Bhawan has been contributing to enhancing, sustaining and nurturing creativity amongst children in the age group of 5-16 years.

7.2 The Committee observes that funds allocated for National Bal Bhawan for the last four years have remained under-utilized:

(₹ in crore)

2009-10		2010-11		2011-12		2012-13	
BE	Actuals	BE	Actuals	BE	Actuals	BE	Actuals (upto 28.2.13)
13.30	7.84	14.25	9.09	14.00	36.65	14.00	3.56

7.3 When asked to clarify the reasons for this trend of utilization of funds, the Committee was informed that during 2009-10, against the allocation of ₹13.30 crore, a sum of only ₹6.30 crore was released by the Department. Although ₹5.00 crore was earmarked for strengthening and uplifting of Bal Bhawans, no funds were released for the purpose. Due to non-release of required funds for regular programmes/activities, an excess expenditure of ₹1.44 crore was made. Although cheques were issued during 2009-10, they can be encashed out of the funds received during 2010-11. With regard to 2010-11, although there was a provision of ₹5.00 crore for strengthening of State affiliated Bal Bhawans, only ₹56.42 lakhs could be released due to incomplete/ineligible project-proposals. During 2011-12 also, funds amounting to ₹5.00 crore for strengthening the State affiliated Bal Bhawan remained unspent due to incomplete/ineligible proposals.

The Committee takes note of the fact that utilization status of allocated funds for some very crucial activities of Bal Bhawan during 2011-12 shows a very discouraging position as indicated below:-

Particulars	Allocation	Actuals	Reasons
1	2	3	4
Museum Activities/Museum Exhibition/Gallery	5.00	00.73	All the activities had been conducted/organized after ensuring strict economy and also utilized the existing available resource (Old Stock).
Bal Shree Scheme Camp (Outdoor/Indoor)	66.00	49.59	Local level, Zonal level programme of Bal Shree camp were held with the financial year. However, the National level Bal Shree programme scheduled to be held in 2011-12 was actually held in 2012-13.

1	2	3	4
Training Programme/Work Shop	5.00	1.74	Expenditure based on actual need based requirement.
Education for All	5.00	1.54	Actual expenditure made on the basis of participation of the children and their TADA claims.
Material for Children Activities including Regular Programme	15.00	00.35	For the purpose of keeping economy, the left over store items of earlier years were used as per actual requirement.
Performing Arts	3.00	00.02	The excess items available in Bal Kendra Section were provided to the Performing Art section as per their requirement.

The Committee observes that the National Bal Bhawan movement from its humble beginning in 1956 till the present time has spread across the country. There are 179 Bal Bhawans and Bal Bhawan Kendras operating in the country. The Committee is of the view that every effort has to be made to sustain the Bal Bhawan movement. Along with the existing programmes, steps may also be taken to go for new ideas so that our children are given every opportunity to develop creative thinking through non-formal educational activities, thereby instilling in them confidence, self-reliance, a secular attitude and love for value resulting in our country becoming enriched and stronger. The Committee also notes that there has always been a gap in the allocation and utilization of funds which indicates that the benefits of the Scheme are not reaching the intended beneficiaries. Not only this, the Committee finds that inspite of funds remaining grossly under-utilized physical targets have some how always been accomplished. The Committee would appreciate if the Department ensures that the activities of the Bal Bhawans are carried out strictly as per the Action Plan. There is a need for having an effective monitoring mechanism so as to ensure that all the programmes of Bal Bhawan are carried out as envisaged.

VIII. KENDRIYA VIDYALAYA SANGATHAN

8.1 There are as on 31.10.2012, 1092 Kendriya Vidyalayas out of which 1089 are functional, including 3 KVs abroad viz. Kathmandu, Moscow and Tehran. Out of 1089 functional Kendriya Vidyalayas, 351 are in Defence, 606 in Civil Sector, 23 in the institutes of higher learning sector and 109 in projects sector. 49 Kendriya Vidyalayas are running in double shift. Upto 10.10.2012, 11,24,337 students have been studying in Kendriya Vidyalayas.

8.2 The Committee notes that 31 KVs have been declared as smart schools in which ICT infrastructure has been created. As on 31.7.2012, ICT infrastructure in Kendriya Vidyalayas includes a scheme of e-class rooms in 50 KVs located in 10 different regions 726 small schools have been provided with multimedia device set.

8.3 With regard to infrastructure under KVS, the following information was provided to the Committee:-

Description	As on 1.6.2012	As on 1.3.2013
Kendriya Vidyalaya where school/building is under construction.	58	58
Kendriya Vidyalaya where school/building is under planning.	32	34
Kendriya Vidyalaya where land identified but awaiting lease deed in favour of Kendriya Vidyalayas.	92	107
Kendriya Vidyalayas for which land is yet to be identified.	97	69

From the information made available, it is evident that 58 buildings are under construction and building plans are under process in respect of 34 KVs. In case of 107 KVs, land has been identified but lease in favour of KVs was awaited and for 69 KVs, land is yet to be identified. It was informed that all 58 buildings (including 12 schools/buildings sanctioned during 2012-13) would be completed in the next one to two years. Procedural difficulties relating to transfer of title of land in favour of KVs in respect of 107 KVs was cited as the reason for delay.

8.4 The following reasons were cited as constraints in identification of land in respect of 69 KVs:

- Sponsoring Authorities themselves do not have the title of land, to be transferred to KVs, in their name/are not authorized to sub-lease the land to KVS (especially in respect of KVs established on the sponsorship of Ministry of Home Affairs and Ministry of Defence.
- Land initially agreed to at the time of opening of school by the Sponsoring Authority sometime found not suitable for the construction of school building due to encumbrances in the form of encroachment, passing of HT line, high development cost like filling and cutting etc. and sometimes comes under forest land involving cutting trees and approval of Ministry of Environment and Forests.
- The extent of land area proposed for allotment of land found significantly less than KVs norms and is not adequate enough to establish/construct permanent school building as per KVs School Building Norms.

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

8.6 On a specific query about status of post of teachers in Kendriya Vidyalayas, the Committee was informed that 6719 posts of teacher were lying vacant against 45,210 sanctioned posts of teachers. The Committee finds that category-wise status of vacant posts reveals that position is really bad with regard to PGT teachers as indicated below:

	Sanctioned Posts	Vacant Posts
PGT Teachers	9486	1648
TGT Teachers	15,178	2780
Others	16,860	2074

The Committee has been given to understand that the main reasons for vacant posts in Kendriya Vidyalayas are due to teachers' recruitment, registration, termination, sanction of additional posts due to consequential increase and additional sections and death of teachers etc. The Committee observes that most of these relate to routine matters which can very well be anticipated much in advance so as to start the recruitment process at the right time. The Committee observes that the recruitment process for the year 2011-12 has been completed and PGT and TGT (Misc.) *i.e.* Physical and Health Education, Art Education and Work Experience have already been posted. However, Primary Teachers and TGTs could not be posted as the process of operation of select panel is sub-judice. **The Committee observes that it will take quite sometime for getting the process for recruitment against vacancies for teachers for 2012-13 and 2013-14 completed. It is also not known as to how much time would be taken to decide the process of operation of select panel for Primary Teachers and TGTs. The Committee can only emphasize that all efforts may be made to get the process of recruitment of various categories of teachers expedited so that required teachers are in place and students are not made to suffer.**

IX. NAVODAYA VIDYALAYA SAMITI

9.1 The Navodaya Vidyalaya Samiti, an autonomous organization under the Ministry of Human Resource Development runs Jawahar Navodaya Vidyalayas. These Vidyalayas are fully residential, co-educational institutions, providing education upto senior secondary stage. As on date, the Samiti has sanctioned Jawahar Navodaya Vidyalayas for 576 districts out of which 570 are functional. In addition, the Samiti has sanctioned 20 Jawahar Navodaya Vidyalayas in districts having large concentration of SC/ST population out of which 16 JNVs are functional. Thus, the total functional JNVs as on 18.2.2013 are 586 (570+16) against 596 (576+20) sanctioned JNVs.

9.2 It has been informed that out of the 586 functional JNVs, 77 are functioning from temporary sites. In respect of 59 JNVs, the construction of permanent buildings is under progress. There are 18 JNVs where construction work has not been started. Of these, construction of 5 JNVs will be taken up on PPP mode and for remaining 13 JNVs land/suitable land has not been provided by the concerned district authorities. Of the 77 JNVs functioning from temporary sites, maximum are in West Bengal (9) followed by Arunachal Pradesh and Bihar (8 each), Odisha (7), Assam and Nagaland (6 each), Jharkhand (4) and Himachal Pradesh (3). On a specific query regarding all functional JNVs being fully equipped with required infrastructure, the response of the Department was that all the 586 functional JNVs operating from permanent/temporary buildings are fully equipped with the required Infrastructure. Utmost care is being taken in each JNV so that there is no lapse in any part of the services. **The Committee is not convinced with the reply of the Department so far as 77 JNVs functioning from temporary sites is concerned and observes that a school must be run with proper infrastructure *i.e.* permanent building and other allied facilities if educational needs of the children are to be fulfilled in true sense. The Committee, accordingly, recommends that procedural bottlenecks with regard to construction work, identification of land, building plans etc. must be removed on priority basis so that all the sanctioned JNVs start functioning from permanent buildings with proper infrastructure.**

9.3 Committee's attention was also drawn to the number of teaching and nonteaching staff vacancies in the JNVs. As on 31.12.2012, 88 positions of principals and vice-principals, 2223 posts of PGT, TGT and other in various subjects and 1606 posts of nonteaching staff were lying vacant. **The Committee feels that such a large number of teaching and non-teaching posts lying vacant is a cause of serious concern. Since the JNVs cater to rural areas, the Committee would appreciate if steps are taken to ensure that all the posts are filled up expeditiously so as to ensure quality education to children of rural India.**

9.4 Committee's attention was also drawn to the academic performance of NVs *vis-à-vis* CBSE which indicated better pass percentage for the students of Navodaya Vidyalayas. Figures for the last three years reveal the following:

Year	Class X		Class XII	
	NVS	CBSE	NVS	CBSE
2010	98.55%	89.28%	95.32%	79.87%
2011	99.52%	96.61%	96.86%	80.88%
2012	99.58%	98.19%	95.96%	80.19%

The Committee taking into account the academic performance of the students of JNVs which has been remarkable and even better than the CBSE pass percentage, would suggest expansion of the scheme to each block of the country. The Committee is of concerted opinion that if this possibility is explored, it would improve the condition of the schooling system in rural India tremendously.

X. INFORMATION AND COMMUNICATION TECHNOLOGY (ICT) IN SCHOOLS

10.1 The Centrally sponsored Scheme of Information and Communication Technology (ICT) in schools was launched in December, 2004 and revised in 2010, to impart computer literacy and promote computer enabled learning by use of ICT in teaching in Government and Government aided secondary and higher secondary schools with emphasis on educationally backward areas with concentration of SC/ST/Minority/weaker sections. Uptill now, 97,007 schools have been covered under the scheme including 63 smart schools. Separate allocation for SC/ST has been started under the Scheme from the financial year 2011-12.

10.2 The Committee notes the following figures of funds released and schools approved under ICT in schools Scheme during 2010-11 and 2011-12 for some of the States/UTs:-

(₹ in lakhs)

State/UT	2010-11		2011-12	
	Funds Released	Schools Approved	Funds Released	Schools Approved
1	2	3	4	5
Andhra Pradesh	6600.00	4031	6923.50	0
Arunachal Pradesh	165.82	24	584.37	0
Daman & Diu	14.40	6	18.75	0
Delhi	399.00	0	639.98	100
Goa	432.00	0	—	—
Gujarat	6915.57	0	5107.64	0
Haryana	—	—	1617.00	0
Karnataka	—	—	6229.48	0
Kerala	2600.00	0	5562.00	0

1	2	3	4	5
Madhya Pradesh	–	–	0.00	2000
Maharashtra	–	–	0.00	5000
Nagaland	–	–	542.67	0
Odisha	–	–	4000.00	0
Puduchhery	–	–	0.00	182
Punjab	4603.00	494	2890.00	0
Tripura	–	–	927.72	0
West Bengal	–	–	3646.83	0

10.3 The Committee notes that during the year 2011-12, in respect of 12 States/UTs viz. Andhra Pradesh, Arunachal Pradesh, Daman & Diu, Gujarat, Haryana, Karnataka, Kerala, Nagaland, Odisha, Punjab, Tripura and West Bengal, even though funds have been released, not even a single school has been approved to be covered under the Scheme. Interestingly, in Madhya Pradesh, Maharashtra and Puducherry, no funds have been released during 2011-12, though schools have been approved under the Scheme. Further, no funds have been released in a number of States/UTs in the years 2010-11 and 2011-12. Not only this, States/UTs like Bihar, Chandigarh, Chhattisgarh, J&K, Jharkhand, Lakshadweep, Madhya Pradesh, Maharashtra and Puducherry, no funds have been released during 2010-11 and 2011-12. During 2012-13, an expenditure of ₹349.7 crore has been incurred upto 14.3.2013, indicating approval of large number of schools also. The Committee is constrained to observe that the above details only indicate wide-spread regional disparities in the implementation of this Scheme. Not only this, it is not clear as to exact quantum of funds utilized against specific number of schools covered so far. The Committee is of the view that an effective monitoring mechanism needs to be put in place at all level so as to ensure fulfillment of physical targets. **The Committee is not happy by the overall implementation pattern of the Scheme and apprehends that it would only lead to greater urban-rural e-divide and also e-divide amongst students of various socio-economic groups and regions.**

10.4 The Committee also notes that the Scheme has been allocated less than the projected demands/requirement of the funds. Against a projected requirement of ₹2200.00 crore only ₹350.00 crore was allocated in 2012-13 and against the projected requirement of ₹6000.00 crore in 2013-14 only Rs. 350.00 crore have been allocated under the Scheme. The Committee feels that this amount is grossly inadequate for this Scheme and may hamper the implementation of the Scheme that aims to cover every school under ICT with priority to educationally backward blocks and areas with concentration of SC/ST/Minority/Weaker Sections. **In the light of the above the Committee urges the Department to mobilize adequate resources for the Scheme and also to co-ordinate with the States/UTs for enhancing the pace of progress under the Scheme.**

XI. RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN

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

Targets	Achievements
Opening 11,000 new secondary schools	9636 new secondary schools approved out of which 8139 schools were functional till date.
Strengthening of 44,000 existing secondary schools	34,311 schools were approved for strengthening.
Appointment of 55,000 teachers for new schools	59,560 teachers approved against which 19,019 teachers are recruited.
Appointment of additional 1.79 lakh secondary teachers	40,017 additional teachers were approved against which 17,666 teachers were recruited.

11.2 A perusal of the targets and achievements under RMSA during the entire Eleventh Plan indicates that the achievements have not been optimum as compared to targets. In case of opening of new schools, out of 11,000 schools, only 9636 new schools could be sanctioned. 44,000 existing schools were supposed to be strengthened, of which only 34,311 could be strengthened. Again 1.79 lakh additional teachers were to be appointed, however, only 40017 teachers could be appointed and number of teachers recruited was only 17,666. It was clarified though that 55,974 teachers have also been sanctioned in new secondary schools. However, again only 19,019 teachers have been recruited so far. The Committee observes that the appointment of additional teachers target was way below the optimum mark. **The Committee feels that the gap in the targets and achievements is indicative of bottlenecks in the implementation of the scheme and recommends that efforts should be made to identify those bottlenecks and taking of remedial measures for expeditious implementation of the Scheme.**

11.3 Committee's attention was also drawn to the physical and financial targets achieved in 2012-13. These included construction of 454 new secondary school buildings, commencement of the construction work in respect of 2313 new schools, infrastructure improvement *i.e.* 2550 additional class rooms, 1346 science laboratories, 1295 libraries in respect of existing secondary schools and deployment of 36000 teachers approved under RMSA. **The Committee appreciates the efforts of the Department.**

11.4 The Committee also notes the trend of allocation and expenditure in respect of RMSA scheme for the last two years as indicated below:-

(₹ in crores)					
2011-12			2012-13		
BE	RE	Actuals as on 31.3.2012	BE	RE	Actuals as on 31.12.2012
2423.90	2423.90	2499.81	3124.00	3172.63	2268.41

The Committee finds that there is a gap between allocation and actual expenditure under the Scheme during the year 2012-13. The Committee would like to be apprised of the reasons for this gap in the context that for the year 2013-14, against the projected requirement of ₹6,000.00 crore, an allocation of ₹3983.00 crore in BE has been made. The Committee further observes that RMSA is an ambitious scheme aimed at sustaining the optimum enrolment at elementary school to secondary school level, there should not only be optimum utilization of funds but also optimum required allocation of funds. The Committee would also like the Department to have focussed

strategies in co-ordination with the States/UTs Governments for smooth implementation of the Scheme.

11.5 The Committee notes that currently, the grants-in-aid schools are assisted under RMSA only for in-service training of teachers. The Committee finds that the Government has already initiated the proposal to revise certain norms of RMSA including coverage of Government-aided schools under Integrated RMSA but excluding infrastructure support/care interventions. The Committee welcomes the addition of new component under RMSA and hopes that the same will be implemented at the earliest.

XII. SCHEME FOR SETTING UP OF 600 MODEL SCHOOLS AT BLOCK LEVEL AS BENCHMARK OF EXCELLENCE

12.1 The Scheme for setting up of 6000 Model schools at Block level, at the rate of one school per block as benchmark of excellence, was launched in November, 2008. The Scheme was to be implemented in two Models viz. (i) 3500 schools were to be set up in Educationally Backward Blocks (EBBs) through States/UTs and (ii) 2,500 schools were to be set up under Public Private Partnership mode in Blocks that are not educationally backward. In the first phase, only the component for setting up model schools in EEBs through States/UTs Government was taken up. However, from April, 2012, implementation of Public-Private Partnership component of the Scheme has also been initiated.

12.2 The sharing pattern under the Scheme during the Eleventh Plan was 75:25 between the Centre and the State Governments for both recurring and non-recurring costs. The sharing plan for the Twelfth Plan has been envisaged to be 50:50. The Committee has been informed that for the financial year 2012-13, the sharing pattern of 75:25 has continued. In the special category States, the sharing pattern would be 90:10.

12.3 With regard to physical targets under the Scheme, the Committee was informed that out of 3500 model schools in EEBs, 2266 model schools in 22 States have been approved. Out of these 2266 approved schools, financial sanction has been accorded for setting up of 1925 model schools in 21 States and an amount of ₹2456.05 crore of central share has been released. Further, 473 model schools have also been made functional in 8 States and recurring grants amounting to ₹64.46 crore has also been released. With regard to 2500 model schools under PPP mode which was to be implemented from 2012-13, it was informed that the Ministry has initiated the process by inviting Expression of Interest (EOI) and Request for Qualification (RFQ) in 2012. Presently, the proposals were being screened.

12.4 In the BE of 2012-13, ₹1080.00 crore were provided for the Scheme which was decreased substantially at RE stage to ₹750.00 crore, while the actual expenditure as on 31.12.2012 was only ₹450.24 crore. The Committee notes that the funds allocated for the Scheme remained grossly under-utilized. An allocation of ₹1000.00 crore has been provided for the Scheme in BE 2013-14.

12.5 The Committee observes that the pace of setting up of model schools is quite slow. Two, three problem areas that are visible in the implementation of the scheme are nonavailability of land, difficulty relating to civil work in the States with hilly and difficult terrain and non-receipt of viable proposals from the States/UTs. The Committee recommends to the Department to co-ordinate with the States/UTs in a concerted manner for setting up of these model schools.

XIII. NATIONAL SCHEME OF INCENTIVE TO GIRL CHILD FOR SECONDARY EDUCATION

13.1 The centrally sponsored Scheme "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 out rate and to promote the enrolment of girl child belonging mainly to SC/ST communities in secondary schools. Under 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 attaining 18 years of age and passing 10th class. The Scheme covers (i) all girls belonging to SC/ST communities who pass class VIII and (ii) all girls who pass class VIII examination from KGBVs, irrespective of they belonging to SC/ST, and enroll in class IX in Government, Government-aided and local body schools. The scheme has 100 per cent funding by the Central Government.

13.2 The BE and RE allocation for the Scheme during 2012-13 was ₹100.00 crore. However, actual utilization of funds as on 31.12.2012 was ₹87.73 crore. The reasons given by the Department for funds remaining under-utilized was that the funds could not be utilized fully due to category-wise distribution of funds and lack of viable proposals from North-Eastern States. For the year 2013-14 ₹100.00 crore BE allocation is made for the Scheme.

13.3 The Committee observes that the Scheme is aimed at promoting enrolment of girls belonging to weaker sections of the society at secondary school level and also to reduce their drop out rate at secondary and higher stage. The Department should pursue with the State Governments/UT Administrations to make maximum use of the Scheme. The Committee would appreciate if the Department encourages the States/UTs to popularize the scheme amongst the weaker sections of the society.

XIV. CONSTRUCTION AND RUNNING OF GIRLS' HOSTEL FOR STUDENTS OF SECONDARY AND HIGHER SECONDARY SCHOOLS

14.1 The Scheme was launched in 2008-09 and is being implemented from 2009-10. The Scheme envisages construction of a hostel with the capacity of 100 girls in each of the 3479 Educationally Backward Blocks of the country. The girl students in the age group of 14-18 years in classes IX to XII belonging to SC, ST, OBC, Minority Community and BPL families form the target group of the Scheme. The hostels would preferably be constructed within the campus of KGBV or in the compound of a secondary/higher secondary school.

14.2 The Committee notes that the Scheme was revised on the 9th March, 2012 with enhanced cost norms, honorarium for hostel warden, food and lodging norms etc. Accordingly, all the State Governments were requested in June, 2011 to furnish revised project proposals including for the hostels already approved in 2009-10 and 2010-11. Revised proposals have been received from Assam, Andhra Pradesh, Bihar, Chhattisgarh, Maharashtra, Meghalaya, Nagaland, Karnataka, Tamil Nadu and Uttarakhand. Revised proposals are awaited from Haryana, Himachal Pradesh and Tripura. No proposal has been received from Kerala, Manipur and Dadra & Nagar Haveli. From the remaining States, revised proposals received have been found to be incomplete/ not in conformity with the Scheme norms.

14.3 The Committee observes that the Scheme is yet to take off. The only progress made so far is that out of 3479 Hostels to be built, number of hostels approved by Project Approval Boards is 1925 and against this figure only 958 hostels have been sanctioned. The maximum number of hostels *i.e.* 355 have been sanctioned for Andhra Pradesh, followed by 156 Hostels for Rajasthan. Not only this, out of 958 hostels sanctioned, only 585 Hostels are as per the revised rates.

14.4 From the details made available to the Committee, it is quite clear that not even a single Hostel has been constructed so far. In other words, the scheme virtually remains on paper. The Committee observes that originally the target was to cover all the EBB within the Eleventh Plan period and accordingly ₹2000.00 crore was duly allocated by the Planning Commission. However, surprisingly, the Scheme which was initiated in the second year of the Eleventh Plan remained unimplemented as it took the entire plan period to get the various

norms revised. The second year of the Twelfth Plan has already begun, but revised proposals from quite a few States are still awaited. The Committee does not have much hope about the Hostels coming up by the end of the Twelfth Plan. The Committee views this pace of progress of a Scheme meant for girl students from educationally backward areas with great concern. This Scheme has to be implemented in a mission mode, constraints notwithstanding.

XV. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME

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

15.2 The BE, RE and actual expenditure under the Scheme for the last two years are as under:–

(₹ in crores)

2011-12			2012-13		
BE	RE	Actuals as on 31.3.2012	BE	RE	Actuals as on 28.2.2013
60.00	70.00	62.69	70.00	70.00	61.53

The Committee notes that the funds have always remained under-utilized in this Scheme, indicating that the benefits of the Scheme have not been reaching to the intended beneficiaries. Out of an allocation of ₹70.00 crore in 2012-13, only ₹61.53 crore could be utilized up to 28.2.2013. A total of 1,01670 scholarships were sanctioned during the year. Regarding the reasons for under-utilization of funds, it was informed that viable proposals containing sufficient number of students for disbursement of scholarships were not received from North-Eastern States. The BE allocation for the Scheme in the year 2013-14 has been kept at ₹70.00 crore. The target for 2013-14 is to disburse about 2.16 lakh scholarships to meritorious students (fresh + renewal) passing out of class VIII and renewal of scholarship to students of earlier academic year.

15.3 The Committee was informed that all the States/UTs including the States in North- Eastern Region except Lakshadweep have taken the benefit of the Scheme since its launch. According to the information made available to Committee for the year 2012-13, following States/UTs had the minimum numbers of students covered under the scheme:–

States/UTs	Number of Students
Rajasthan	01
Daman & Diu	30
Andaman & Nicobar	66
Jammu & Kashmir	67
Chhattisgarh	160
Puducherry	283
Goa	734
Delhi	922

From the above, it is clear that in 8 States/UTs, less than 1000 students are covered under the Scheme. Maharashtra with 28128 students had the maximum number of students covered under the scheme followed by Andhra Pradesh 12,122, West Bengal 10,863, Uttar Pradesh 9198, Orissa 9978, Kerala 5998, Karnataka 5668, Madhya Pradesh 3880, Haryana 3288 and Punjab with 5110 students. The above details only indicate that all the States/UTs have not been taking full benefit of the Scheme. The Committee feels that there appears to be a lack of interest on the part of the States/UTs in the Scheme. The Committee feels that the Department needs to play a pro-active role in giving wide publicity to the Scheme to expand its outreach.

XVI. VOCATIONALIZATION OF HIGHER SECONDARY EDUCATION

16.1 The centrally sponsored Scheme “Vocationalization of Secondary Education” was launched in 1988. Since, the inception of the Scheme, 9619 schools with about 21,000 sections have been created with an intake capacity of about 10.03 lakh students. About 150 vocational courses were being offered. However, the proportionate share of vocational students *vis-à-vis* total enrolment at the higher secondary stage remained at 4 to 8 per cent and only 28 per cent of the vocational pass outs were employed/self employed. The Scheme has been revised and the revised Scheme “Vocationalization of Higher Secondary Education” was approved by the Cabinet Committee on Economic Affairs (CCEA) on 15.09.2011. The revised Scheme envisages strengthening of vocational education at the secondary stage that would contribute in the national target of 500 million skilled manpower by 2022. The other components of the revised Scheme included enhancing employability of youth through competency based modular vocational courses, introduction of vocational courses in new schools and strengthening of vocational courses in the existing schools, encouragement to other relevant institutions involved in skill development *i.e.* industrial training institutes, polytechnics, skill development centres to participate in the Scheme, including children belonging to special focus groups *i.e.* SC/ST/OBC, BPL and minority children and children with special needs under the Scheme and encouraging the States to set up State Boards for Vocational Education.

16.2 The Committee notes that the BE and Re allocation for the Scheme in 2011-12 was ₹25.00 crore, out of which only ₹16.50 crore could be exhausted upto 31.03.2012. For the year 2012-13, BE allocation was ₹100.00 crore which was reduced to ₹80.00 crore at RE stage. However, in 2012-13 also, only ₹56.37 crore could be utilized upto 31.12.2012. Evidently, for both the years *i.e.* 2011-12 and 2012-13, utilization of allocated funds was not at the optimum level. For the year 2013-14, BE allocation of ₹80.10 crore has been provided. **The Committee hopes that this year there would be optimum utilization of funds.**

16.3 Committee’s attention was also drawn to the following physical targets set for the year 2013-14:–

- 170 new schools to be covered under the Scheme;
- 450 schools to be covered under PPP mode;
- 340 teachers to be provided induction training; and
- Development of 300 competency based curriculum.

It has also been informed that under the Scheme, three pilots have been approved in Haryana, West Bengal and Assam. The pilot in Haryana has been launched on 3 September, 2012 whereas pilots in West Bengal and Assam would be launched in next academic session. An Executive Order has also been issued on 3.9.2012 regarding implementation of NVEQF.

Proposals from 10 States were received during 2012-13 out of which proposals from 5 States have been approved by PAB for introduction of Vocational Education in 540 schools.

16.4 The Committee appreciates the above developments and hopes that streamlining of vocational education as per NVEQF would afford opportunities of employability to students. Uptil now, only focus has been on the academic qualifications for gaining employment. However, with the Vocational Education also getting required impetus, it would provide channels of employment for the youth of the country.

XVII. ADULT EDUCATION AND SKILL DEVELOPMENT SCHEME

17.1 The National Literacy Mission Scheme has been recast as “Saakshar Bharat” and made operational *w.e.f.* 1st October, 2009. Initially, the Scheme was in operation till 31st March, 2013 but now it has been extended and included in the Twelfth Plan. Saakshar Bharat envisages the following:–

- (i) achieve 80 per cent literacy by 2017;
- (ii) minimize regional disparities in literacy;
- (iii) reduce gender gap in literacy; and
- (iv) provide skill development training, continuing education and life long learning opportunities to adults.

17.2 Saakshar Bharat is confined to the districts having adult female literacy rate of 50 per cent or less as per census of 2001. 410 districts covered under criteria have been identified in 25 States and one Union Territory. Besides, 35 districts affected with worst left wing extremism are also to be covered under the Scheme irrespective of their adult female literacy rate. Prime focus of Saakshar Bharat is women but the programme does not exclude men from its ambit. The Programme is to be implemented through Panchayati Raj Institutions.

17.3 According to the Department, upto 31.12.2012, the following were the achievements of Saakshar Bharat Mission:–

- programme sanctioned in 372 out of 410 targeted districts of 25 States and one Union Territory;
- 1,00,524 Adult Education Centres have been set up;
- Survey has been completed in 94,483 Gram Panchayats;
- 6,69,84,443 learners have been identified;
- Teaching learning process has commenced in 11,38,088 Literacy Centres; and
- 144 lakh learners have been certified as literate through assessment by the National Institute of Open Schooling, New Delhi.

Committee’s attention was also drawn to the result of the assessment tests conducted by NLMA in collaboration with NIOS to assess the proficiency levels of functional literacy skills attained by the learners and to recognize the level of achievement at basic literacy level through certification. It was informed that the assessment test held on 18th March, 2012 showed that 80,20,950 learners out of 1,06,97,557 *i.e.* about 72.98 per cent were declared successful. The result of the second assessment test conducted on 26th August, 2012 was being compiled by NIOS.

17.4 The Committee appreciates the outcomes of the Saakshar Bharat Programme under the Adult Education and Skill Development Scheme. The Committee would like to

recommend greater expansion and periodic evaluation of the Scheme along with the strengthening of monitoring mechanism under the Scheme.

17.5 Committee's attention was also drawn to the budget allocation and expenditure under the Scheme for the year 2012-13, the details of which are as under:-

(₹ in crores)

BE	RE	Actuals as on 31.12.2012
590.00	420.89	261.55

The Committee notes that the allocated BE of ₹590.00 crore for 2012-13 was reduced to ₹420.89 crore at RE stage. The actual expenditure, however, was ₹261.55 crore which comes to around only 62 per cent of RE of 2012-13. The BE allocation for the Scheme for the year 2013-14 has been kept at ₹572.00 crore. On a specific query in this regard, the Department informed that as per requirement of recurring grant (honorarium to Preraks and Programme cost) for 1,61,911 AECs under Continuing Education, an amount of ₹1214.33 crore was required. ₹3.63 crore was required towards payment of honorarium to Coordinators engaged at SLMA/ZP/BP levels. For these two activities, Central Share comes to ₹919.48 crore. However, considering the fact that out of ₹1.62 lakh targeted AECs only 1.06 lakh AECs (65.43%) have been set up, an amount of ₹601.62 crore was required during 2013-14 on actual basis. Hence if all other activities were left untouched during 2013-14, still BE 2013-14 *i.e.* ₹572.00 crore was not sufficient for coverage of recurring activities of Adult Education and Skill Development Scheme (Saakshar Bharat Programme). **The Committee is of the view that sufficient funds should be allocated under the Scheme so that the benefit of the Scheme reaches the intended beneficiaries and also the Scheme is implemented smoothly.**

Support to Non-Governmental Organizations in the field of Adult Education Scheme

17.6 In order to promote adult education and skill development through the voluntary sector, support to Voluntary Agencies is being extended through two schemes, namely, (i) Assistance to Voluntary Agencies in the field of Adult Education and (ii) Jan Shikshan Sansthan. With Effect from 1st April, 2009, both these schemes have been merged and a modified scheme, namely, "Scheme of Support to Voluntary Agencies for Adult Education and Skill Development" has been put in place. The main objective of this Scheme is to secure extensive as well as intensive involvement of the voluntary sector in the endeavour of the Government to promote functional literacy, skill development and continuing education among adults, under the overall umbrella of Saakshar Bharat. The Scheme encompasses three components, namely, State Resource Centres, Jan Shikshan Sansthan and Assistance to Voluntary Agencies.

17.7 The State Resource Centres (SRCs) are mandated to provide academic and technical resource support to adult and continuing education through development and production of material and training modules. Currently, there are 33 SRCs in different parts of the country. The main functions of State Resource Centres are:-

- development of teaching-learning and training material for literacy programmes;
- production and dissemination (including translation) of literature for adult education;
- training of literacy functionaries;
- undertaking motivational and environment building activities for adult education;
- multimedia works;

- running of field programmes;
- action research, evaluation and monitoring of literacy projects; and
- undertaking innovation projects to identify future needs of literacy programmes.

SRCs in Category A and B are provided annual recurring grant up to ₹100 lakh and ₹70 lakh respectively. Seven SRCs namely SRC at Bhopal, Rohtak, Guwahati, Shimla, Raipur, Srinagar and Shillong have been upgraded from Category B to Category A. Eleventh Plan had a proposal for the sanction of 14 new SRCs. Seven new SRCs have already been sanctioned for Andhra Pradesh, Arunachal Pradesh, Assam, Jharkhand, Rajasthan, Gujarat and Odisha while proposals for setting up of seven more SRCs one each in the States of Bihar, Karnataka, Madhya Pradesh, Maharashtra, Tamil Nadu and two in Uttar Pradesh are being processed. Jan Shiksha Sansthan (JSSs) are established to provide vocational training to non-literates, neo-literates, as well as school drop outs by identifying skills as would have a market in the region of their establishment. They are categorized into Category 'A', 'B' and 'C' and are entitled to an annual grant up to ₹40 lakh, ₹35 lakh and ₹30 lakh respectively. JSSs impart skill development training in nearly 394 vocational courses in Cutting and Tailoring, Beauty Culture and Health Care, Fashion Designing, Electrical and Electronics, Automobiles Repairs, Soft Toys Making, Agriculture Allied Courses, Cottage Industry Courses, Handicrafts, Bakery and Confectionery, Textile Technology, Leather Technology and Building Technology. In selection of beneficiaries, priority is given to women, SC/ST and OBC groups, minorities and other economically weaker sections. In order to improve functioning of JSSs, standardization of curriculum of vocational courses has been undertaken through NIFT and other reputed agencies. The principal objective of these efforts is to improve the quality of training imparted, which in turn depends on the curriculum, quality of instructors and infrastructure available. All JSSs have adopted the curriculum developed by NIFT. In all, 5.96 crore beneficiaries are expected to be covered under different vocational training programmes.

17.8 A Web based Management and Monitoring System for JSSs and SRCs, which are the major components of the Scheme of Support to Voluntary Agencies for Adult Education and Skill Development has been developed with the help of NIC and operationalized. **The Committee takes note of the initiatives under the Scheme. However, the Committee would like to be apprised of the details of the outcomes of the activities carried out by SRCs/JSSs in terms of number of people imparted skills and the status of their employment thereafter. How the SRCs/JSSs are functioning at ground level may also be intimated along with the details of the fund utilization by them. The Committee would also like to be apprised of the monitoring mechanism followed in respect of SRCs and JSSs.**

XVIII. CONCLUSION

18.1 **Education of the children is the most crucial aspect of an individual's life. Good and quality education having all the required inputs goes a long way in shaping the destiny and future well-being of an individual. Responsibility of providing education to all the children for a vast country like India having regional disparities is indeed a tall order. The Committee understands the gravity of mandate entrusted to the Department of School Education and Literacy. Over the last few years, the Department has initiated a number of new interventions and strengthened the existing Schemes with the objective of providing quality education. Access and Equity are the two benchmarks of our elementary education sector. Right to Education becoming a Fundamental Right has added new responsibilities on the Government. The Committee observes that all the Schemes conceptualized so far have no drawbacks, only exception being State specific limitations and problem-areas. The Committee strongly feels that Centre alone cannot carry forward these major responsibilities. It has to be shared on equal basis with all the State Governments. The**

Committee reiterates that the Department has to play the role of a co-ordinator who is in constant touch with all his partners, sharing its responsibilities with them, resolving their problems and jointly solving all kinds of problems. Ultimate goal of all the implementing agencies, both at the Central and State levels is the welfare of our children, giving shape to their future.

OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE — AT A GLANCE

II. BUDGETARY ALLOCATION

Given the fact that the implementation of SSA/RTE programme and other schemes of the Department require greater allocation of funds, the Committee is constrained to observe that there has been a wide gap in demand of the Department and actual allocation. The Committee apprehends that inadequacy of funds would compel the Department to cut down or withdraw from some Schemes and would also lead to hindrances in the implementation of the SSA/RTE Programme which entails specific time-frames. (Para 2.6)

The Committee has been highlighting the trend of funds remaining under-utilized year after year in some of the core areas where any laxity can lead to unacceptable positions. Being the nodal Department for School Education and Literacy, responsibility of the Department is not only to get the required funds allocated but also to ensure their optimum and judicious utilization. (Para 2.8)

Pending Utilization Certificates and availability of Unspent Balances

The Committee is fully aware of the fact that various schemes of the Department are implemented in accordance with the Annual Action Plan. Pending Utilization Certificates are indicative of the non-adherence of the financial norms for the schemes and availability of unspent balances indicate that targeted beneficiaries are not being covered fully. The Committee reiterates that the Department has to be more vigilant in realizing its fiscal responsibility. The Department should initiate steps for liquidating old pending Utilization Certificates expeditiously and making the implementing agencies liable for the same. The Department should also pursue the issue of unspent balances with the State Governments to ensure that the allocated funds are utilized optimally and judiciously. Besides, the Committee would like to be apprised of the latest State-wise figures of outstanding Utilization Certificates and also the details of the States and the schemes having the maximum amount of unspent balances. Details of unspent balances available with State Governments/UTs and the other implementing agencies (State wise and Scheme wise) may also be provided. (Para 2.10)

III. ENROLMENT, RETENTION AND DROP OUT

The Committee takes note of the grim position of drop out rates in these States/UTs and observes that if the over all drop out rate of students is so high in a number of States/UTs then what would be the position of SCs, STs, Minorities and other deprived sections of the society which have been on the margins of the education system of the country. The Committee would like the Department to evolve area, community and problem specific interventions and strategies to overcome the problem of drop outs if it really wants to reduce the drop out rate by 2 per cent point in 2013-14. (Para 3.4)

The Committee would appreciate if the Department makes concerted efforts to identify the reasons for high drop out rates among SC, ST Students and take corrective/remedial steps to bring and retain these students within the elementary cycle of schooling

till its completion. Further, the Department should take up this issue with the respective State/UT Governments where drop out rate of SC/ST students is very high and should also initiate specific steps to improve retention rate. Further, in States/UTs specific interventions may also be adopted on an urgent basis if the Department really wishes to minimize the drop out rate among these categories so as to have any impact on overall drop out rate.
(Para 3.7)

IV. SARVA SHIKSHA ABHIYAN/RIGHT TO EDUCATION

The Committee would like the Department to take up the issue of infrastructure creation with dismal and slow performing States/UTs on priority basis, be they non-availability of land, procedural clearances, technical expertise or policy initiatives. The Committee would like to reiterate that all the schools must be run as per the mandate of RTE with proper infrastructure, having sufficient classrooms, drinking, sanitation facilities, boundary walls, playground and library. Inadequacy of infrastructural facilities should be viewed seriously and the Department should play a more pro-active role in persuading the States/UTs in creating the required infrastructural facilities in a time-bound manner.
(Para 4.16)

Quality of Education under RTE/SSA

The Committee would like to state that concerted efforts may be required to ensure that a minimum set of cognitive skills are acquired by all children during eight years of elementary education. This would require, besides the existing initiatives of the Department, availability of trained teachers, good curriculum and innovative pedagogy. Teacher absenteeism and lack of accountability should also be addressed so as to ensure quality education for all children at elementary level to make their basic education foundation strong.
(Para 4.21)

Further, the Committee doubts about the policy of automatic upgradation from class I to VIII under RTE, especially in view of findings of NCERT Learning Achievement Survey of Round I and II. One must not forget that the main objective of SSA/RTE is to ensure the right of every child to have elementary education of satisfactory and equitable quality of education which satisfies certain essential norms and standards. The Committee feels that a student may not be motivated to work hard to learn if he/she is aware that his promotion to the next grade is guaranteed. A child may not be mature enough to understand the implications of his being required to sit for formal examination from class IX onwards and obtain the minimum benchmarks. Further, even the teachers, parents, peer groups may not always make efforts to motivate the child to have quality education, thus denying the student an opportunity to learn through the process and be prepared with cognitive faculties to take on to higher grade examination. In the light of the above, the Committee would like the Department to rethink on its policy of automatic promotion upto class VIII.
(Para 2.22)

The Committee would like to observe that as far as possible only regular teacher posts should be created and filled up strictly in accordance with the RTE norms and NCTE qualifications. Appointment and continuance of para teachers in place of regular teachers would compromise the quality aspect of elementary education. Accordingly, the Committee would like the Department to take up this issue with the States/UTs where practice of engaging para teachers is continuing.
(Para 4.30)

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

Infrastructure under MDM Scheme

Backlog and slow progress in the construction of Kitchen cum-Stores is a cause for serious concern for the Committee. Availability of Kitchen-cum-Stores is the very basic requirement of the MDM Scheme. Proper Kitchen-cum-Stores have to be in place. Only then, it can be ensured that students are being served good quality meal as mandated under the Scheme. The Committee would like to be apprised of the reasons for such a slow pace of construction of stores. The details of monitoring mechanism for ensuring timely completion may also be provided. The Committee would recommend State-specific follow-up action for completing construction of Kitchen-cum-Stores in these States. (Para 5.8)

Quality of Food

Quality of food being served to children in the schools has always been an area of concern for the Committee. Committee's attention has been drawn to a number of complaints being received and reported in the media regarding the poor quality of food being served to the children in the schools or food being cooked in unhygienic conditions. In spite of a number of steps initiated by the Department for monitoring the quality of food, the reports of poor quality have been coming up every now and then. In this regard, the Committee would like to draw the attention of the Department to the Working Group Report's suggestions of roping in Food and Nutrition Board in providing training to the teachers and cook-cum-helpers, visit by Health Department Staff to schools for monitoring of MDM, training of cook-cum-helpers, regular monitoring for food safety, samples to be sent to accredited laboratories and school health card for children for effective implementation of the MDM scheme. The Committee would also like the Department to explore the feasibility of providing packaged nutritious food in conformity with the norms and standards of MDM Scheme to the children. This may be done initially on pilot basis in some selected districts to ascertain its viability. (Para 5.9)

The Committee in its earlier Report had emphasized the need for inclusion of children in private unaided schools in SC/ST and Minority concentration districts under the MDM Scheme. The Committee is happy to note that the Planning Commission has recommended that children in private unaided schools in 109 ST, 61 SC and 121 Minority Concentration districts also be covered under the MDM Scheme in a phased manner. The Committee would appreciate if this initiative is carried forward in right earnest. (Para 5.10)

VI. TEACHER EDUCATION

It has been the Committee's concerted opinion that teacher education institutions would not be strengthened unless all the sanctioned academic as well as non-academic posts have been filled up. The Committee reiterates its recommendation that if 40 to 60 per cent of posts are lying vacant in teacher education institutions, then the Department's claims of their being fully functional and strengthened teacher education institutions, cannot be taken seriously. The Committee hopes that with the revised Scheme of Teacher Education and enhanced funds fully functional DIETs, CTEs, IASEs and SCERTs would come up expeditiously. (Para 6.6)

VII. NATIONAL BAL BHAWAN

The Committee is of the view that every effort has to be made to sustain the Bal Bhawan movement. Along with the existing programmes, steps may also be taken to go for

new ideas so that our children are given every opportunity to develop creative thinking through non-formal educational activities, thereby instilling in them confidence, self-reliance, a secular attitude and love for value resulting in our country becoming enriched and stronger. The Committee would appreciate if the Department ensures that the activities of the Bal Bhawans are carried out strictly as per the Action Plan. There is a need for having an effective monitoring mechanism so as to ensure that all the programmes of Bal Bhawan are carried out as envisaged. (Para 7.3)

VIII. KENDRIYA VIDYALAYA SANGATHAN

The Committee would like to be informed about the areas/States where maximum number of KVs buildings were yet to be constructed along with reasons for pendency. The Committee strongly recommends that procedural and administrative formalities should be completed within the shortest possible time so that physical targets are achieved in a time bound manner. (Para 8.5)

IX. NAVODAYA VIDYALAYA SAMITI

The Committee is not convinced with the reply of the Department so far as 77 JNVs functioning from temporary sites is concerned and observes that a school must be run with proper infrastructure i.e. permanent building and other allied facilities if educational needs of the children are to be fulfilled in true sense. The Committee, accordingly, recommends that procedural bottlenecks with regard to construction work, identification of land, building plans etc. must be removed on priority basis so that all the sanctioned JNVs start functioning from permanent buildings with proper infrastructure. (Para 9.2)

XI. RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN

The Committee further observes that RMSA is an ambitious scheme aimed at sustaining the optimum enrolment at elementary school to secondary school level, there should not only be optimum utilization of funds but also optimum required allocation of funds. The Committee would also like the Department to have focussed strategies in co-ordination with the States/UTs Governments for smooth implementation of the Scheme. (Para 11.4)

XII. SCHEME FOR SETTING UP OF 600 MODEL SCHOOLS AT BLOCK LEVEL AS BENCHMARK OF EXCELLENCE

The Committee observes that the pace of setting up of model schools is quite slow. Two, three problem areas that are visible in the implementation of the scheme are non-availability of land, difficulty relating to civil work in the States with hilly and difficult terrain and non-receipt of viable proposals from the States/UTs. The Committee recommends to the Department to co-ordinate with the States/UTs in a concerted manner for setting up of these model schools. (Para 12.5)

XIII. NATIONAL SCHEME OF INCENTIVE TO GIRL CHILD FOR SECONDARY EDUCATION

The Committee observes that the scheme is aimed at promoting enrolment of girls belonging to weaker sections of the society at secondary school level and also to reduce their drop out rate at secondary and higher stage. The Department should pursue with the State Governments/UT Administrations to make maximum use of the Scheme. The

Committee would appreciate if the Department encourages the States/UTs to popularize the scheme amongst the weaker sections of the society. (Para 13.3)

XIV. CONSTRUCTION AND RUNNING OF GIRLS' HOSTEL FOR STUDENTS OF SECONDARY AND HIGHER SECONDARY SCHOOLS

From the details made available to the Committee, it is quite clear that not even a single Hostel has been constructed so far. In other words, the scheme virtually remains on paper. The Committee observes that originally the target was to cover all the EBB within the Eleventh Plan period and accordingly ₹2000.00 crore was duly allocated by the Planning Commission. However, surprisingly, the Scheme which was initiated in the second year of the Eleventh Plan remained unimplemented as it took the entire plan period to get the various norms revised. The second year of the Twelfth Plan has already begun, but revised proposals from quite a few States are still awaited. The Committee does not have much hope about the Hostels coming up by the end of the Twelfth Plan. The Committee views this pace of progress of a Scheme meant for girl students from educationally backward areas with great concern. This scheme has to be implemented in a mission mode, constraints notwithstanding. (Para 14.4)

XV. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME

All the States/UTs have not been taking full benefit of the scheme. The Committee feels that there appears to be a lack of interest on the part of the States/UTs in the scheme. The Committee feels that the Department needs to play a pro-active role in giving wide publicity to the Scheme to expand its outreach. (Para 15.3)

MINUTES

XV
FIFTEENTH MEETING

The Committee on Human Resource Development met at 11.00 A.M. on Monday, the 25th March, 2013 in Committee Room 'A', Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

RAJYA SABHA

1. Shri Oscar Fernandes — *Chairman*
2. Shri Rama Chandra Khuntia
3. Chaudhary Munavver Saleem
4. Shri Baishnab Parida

LOK SABHA

5. Shri Suresh Angadi
6. Shri P.K. Biju
7. Shri Jeetendra Singh Bundela
8. Shri Sivasami C.
9. Shri Mahadeo Singh Khandela
10. Dr. Charles Dias
11. Shri Virender Kashyap
12. Shri Prasanta Kumar Majumdar
13. Capt. Jai Narain Prasad Nishad
14. Shri Manicka Tagore

SECRETARIAT

Shrimati Vandana Garg, *Additional Secretary*

Shri N.S. Walia, *Director*

Shri Arun Sharma, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

Shrimati Harshita Shankar, *Assistant Director*

LIST OF WITNESSES

I. Department of School Education and Literacy

- (i) Shri R. Bhattacharya, Secretary

- (ii) Ms. Vrinda Sarup, Additional Secretary
- (iii) Dr. Amarjit Singh, Additional Secretary
- (iv) Ms. S. Radha Chauhan, Joint Secretary
- (v) Dr. Nagesh Singh, Economic Adviser
- (vi) Ms. Maninder Kaur Dwivedi, Director
- (vii) Ms. Meenakshi Jolly, Director
- (viii) Shri Gaya Prasad, Director
- (ix) Shri K. Mathivanam, Director
- (x) Shri Vineet Joshi, Chairman, CBSE
- (xi) Shri Avinash Dikshit, Commissioner, KVS
- (xii) Shri G.S. Bothyal, Commissioner, NVS
- (xiii) Dr. S.S. Jena, Chairman, NIOS
- (xiv) Prof. P. Sinclair, Director, NCERT
- (xv) Ms. R. Jaya, Member Secretary, NCTE
- (xvi) Shri Alok Verma, Director, CTSA

II. Department of Youth Affairs

- (i) Ms. Nita Choudhury, Secretary (Youth Affairs)
- (ii) Dr. G.S.G. Ayyangar, Joint Secretary (Devp.)
- (iii) Ms. Anjali Anand Srivastava, Joint Secretary
- (iv) Shri Sudhir Kumar, Joint Secretary, (Parl.)

III. Department of Sports

- (i) Shri P.K. Deb, Secretary, Sports
- (ii) Dr. G.S.G. Ayyangar, Joint Secretary (Sports)
- (iii) Ms. Anjali Anand Srivastava, Joint Secretary and F.A.
- (iv) Shri Mukul Chatterjee, Joint Secretary (NADA)
- (v) Shri Jiji Thomson, Director General (SAI)
- (vi) Shri Vivek Narayan, Director (Sports)
- (vii) Shri R.D. Chouhan, Director (Scheme) (Sports)
- (viii) Dr. P.C. Kashyap, Executive Director (SAI)
- (ix) Ms. Radhica Sreeman, Regional Director (SAI)
- (x) Shri Sanjay Saraswat, Director (SAI)
- (xi) Shri Roque Dias, Director (SAI)
- (xii) Shri Ramesh Pal, Vice-Chancellor, LNUPE
- (xiii) Dr. L.N. Sarkar, Registrar, LNUPE
- (xiv) Shri Rhera, Deputy Registrar, LNUPE

2. At the outset, the Chairman welcomed the Members to the meeting of the Committee convened for having the presentation of the Secretaries of Department of School Education and Literacy and Ministry of Youth Affairs and Sports.

3. The Secretary, Department of School Education and Literacy then made his presentation before the Committee on the Demands for Grants 2013-14 of the Department with special emphasis on the reasons for budgetary allocations for various schemes/programmes of the Department, performance of schemes/programmes, problem areas faced in the implementation of schemes/programmes and remedial steps taken by the Government. The Chairman and Members raised certain queries which were replied to by the Secretary and other officials of the Department.

(The witnesses then withdrew)

4. * * *

(The witnesses then withdrew)

5. * * *

6. A verbatim record of the proceedings was kept.

7. The Committee then adjourned at 5.55 P.M.

XVII
SEVENTEENTH MEETING

The Committee on Human Resource Development met at 3.30 p.m. on Monday, the 22nd April, 2013 in Room No. 63, First Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT
RAJYA SABHA

1. Shri Oscar Fernandes — *Chairman*
2. Dr. Bhalchandra Mungekar
3. Shri Avinash Rai Khanna
4. Shri Tarun Vijay
5. Chaudhary Munavver Saleem
6. Dr. Janardhan Waghmare
7. Shri Baishnab Parida

LOK SABHA

8. Shri P.K. Biju
9. Dr. Charles Dias
10. Shri Kapil Muni Karwariya
11. Shri Virender Kashyap
12. Shri N. Peethambara Kurup
13. Shri Prasanta Kumar Majumdar

SECRETARIAT

Shrimati Vandana Garg, *Additional Secretary*

Shri N.S. Walia, *Director*

Shri Arun Sharma, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

Shrimati Harshita Shankar, *Assistant Director*

2. At the outset, the Chairman welcomed the Members to the meeting of the Committee convened to consider and adopt the draft 253rd, 254th and 255th Reports on the Demand for Grants 2013-14 of the Department of School Education and Literacy, Ministry of Women and Child Development and the Ministry of Youth Affairs and Sports respectively.

3. The Committee, then considered and adopted the draft 253rd, 254th and 255th Reports with few modifications.

4. The Committee then adjourned at 3.55 p.m.

