



PARLIAMENT OF INDIA
RAJYA SABHA

DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE
ON HUMAN RESOURCE DEVELOPMENT

TWO HUNDRED NINTIETH REPORT

**Demands for Grants 2017-18 (Demand No. 57) of the
Department of School Education & Literacy
(Ministry of Human Resource Development)**

(Presented to the Rajya Sabha on 21st March, 2017)

(Laid on the Table of Lok Sabha 21st March, 2017)



Rajya Sabha Secretariat, New Delhi
March, 2017/Phalguna, 1938 (Saka)

Hindi version of this publication is also available

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सत्यमेव जयते

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COMPOSITION OF THE COMMITTEE

(Constituted w.e.f. 1st September, 2016)

1. Dr. Satyanarayan Jatiya — *Chairman*

RAJYA SABHA

2. Prof. Jogen Chowdhury
3. Prof. M.V. Rajeev Gowda
4. Shri Anubhav Mohanty
5. Shri Pratap Singh Bajwa
6. Shri Vishambhar Prasad Nishad
7. Shri Basawaraj Patil
8. Shri Sharad Pawar
9. Shrimati Sasikala Pushpa
10. Dr. Vinay P. Sahasrabudhe

LOK SABHA

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

SECRETARIAT

Shri K.P. Singh, Joint Secretary

Shri Mahesh Tiwari, Director

Shri Vinay Shankar Singh, Joint Director

Smt. Himanshi Arya, Assistant Director

Shri R.K. Mecolt Singh, Assistant Director

Shri K. Sudhir Kumar, Research Officer

INTRODUCTION

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 and Ninetieth Report of the Committee on the Demands for Grants 2017-18 (Demand No.57) of the Department of School Education & Literacy (Ministry of Human Resource Development).

2. The Committee considered the various documents and relevant papers received from the Department of School Education & Literacy and also heard the Secretaries and other Officials of Department of School Education & Literacy on the said Demands for Grants in its meeting held on 16th February, 2017.

3. The Committee considered the Draft Report and adopted the same in its meeting held on the 17th March, 2017.

4. For the facility of reference & convenience, the observations and recommendations of the Committee have been printed in bold letters in the body of the Report.

NEW DELHI
March 21-, 2017
Phalguna 30 1938 (Saka)

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

ACRONYMS

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

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

REPORT

I. INTRODUCTION

1.1 The mission of the Department of School Education and Literacy is to provide free and compulsory education to all children at elementary level by becoming a partner with the States and Union Territories and to reinforce the National and integrative character of education. It also endeavours to build a society committed to Constitutional values with the help of quality school education and literacy and to universalize opportunities for quality secondary education.

OBJECTIVES

1.2 The Department intends to accomplish its mission by achieving its following objectives: -

- Increase access to quality school education by expanding the network of schools, through existing as well as new institutions.
- Bring equity to the system of secondary education by including disadvantaged groups as well as weaker sections, who were kept deprived hitherto.
- Ensure quality and improved standards of education by supporting the existing institutions and facilitating setting up of new ones
- Initiate policy-level changes in terms of institutional and systematic reforms, which further create a world-class secondary education curriculum that is able to generate brilliance among the children.

1.3 The Department has the following major programmes laid out for achieving the above objectives:-

- Sarva Shiksha Abhiyan (SSA)
- Rashtriya Madyamik Shiksha Abhiyan (RMSA)
- National Program of Mid Day Meals in Schools (MDM)
- Strengthening of Teachers Training Institution
- Adult Education & Skill Development
- National Means-Cum-Merit Scholarship Scheme (NMMSS)
- National Scheme of Incentive to Girls for Secondary Education (NSIGSE)
- Kendriya Vidyalaya Sangathan(KVS)
- Navodya Vidyalaya Samiti (NVS)

1.4 In keeping with the vision of providing education of equitable quality to fully harness the Nation's human potential, the Country achieved a historic milestone when Article 21-A and the

Right of Children to Free and Compulsory Education (RTE) Act, 2009 became operative on 1st April 2010. The Department's vision for creating a just and humane society can be achieved only through provision of inclusive elementary education to all. The Committee on Human Resource Development has kept its keen eyes on the flagship schemes of the Department, which can transform the Country, while reaping huge demography dividend in the long run. It is, therefore, proper to start the Parliamentary scrutiny of the Department from the distance that we have covered since the last Budget.

1.5 The Finance Minister, during his Budget Speech in the year 2016-17, stated the following announcements pertaining to this Department:-

“After universalization of primary education throughout the country, we want to take the next big step forward by focusing on the quality of education. An increasing share of allocation under Sarva Shiksha Abhiyan will be allocated for this. Further, 62 New Navodaya Vidyalayas will be opened in the remaining uncovered districts over the next two years.”

1.6 The Department has now submitted to the Committee that Sarva Shiksha Abhiyan (SSA) Programme is being implemented since 2001 for universalization of elementary education. It has made significant progress in achieving near universal access and equity. However, imparting quality education to children at elementary level is a major challenge and therefore, reorienting the SSA programme towards quality is the main emphasis of the Department. For the financial year 2016-17, the Project Approval Board (PAB) of the SSA decided that 10% of the total outlay shall be utilized for quality related initiatives alone under the SSA as against approximately 6% in previous years. Accordingly, activities related to quality interventions through SSA have been approved in the Annual Plans for all States and UTs.

1.7 To enable this, the Department had taken various initiatives for improvement in quality and learning outcomes. These include Teacher Training, Academic Support through BRC/CRC, Learning Enhancement Programme (LEP), Innovation fund for CAL, Library, Teacher Grant, TLE for New Schools, Transport/Escort facility, Special Training for Age appropriate admission of OoSC, Innovation, Community Mobilization and SMC Training. Further, while releasing the funds under SSA, all States and UTs have been advised through the sanction order to ensure that at least 10% of the total expenditure of the State/UT for the current year is on quality interventions as listed in Category II. Now all States and UTs have been given specific commitments focused on

improvement in learning outcomes during the finalization of their Annual Plans under SSA for 2016-17.

1.8 As regards the announcement for setting up of 62 new Jawahar Navodaya Vidyalayas (JNVs) in the remaining uncovered districts, the Committee was informed that the Cabinet Committee on Economic Affairs in its meeting held on 23.11.2016, has approved the proposal for over the next two years and construction is proposed to be started in two phases (*i.e.*, 32 JNVs in 2016-17 and 30 in 2017-18). The process is presently on and 40 proposals were received by the Department, out of which, 15 were approved by the Chairman, NVS and inspections are being carried out in the 12 other proposals.

1.9 Another, new initiative of the Department that could transform the Education landscape of the Country is the New Education Policy. The Ministry of HRD has undertaken an unprecedented collaborative, multi-stakeholder and multi-pronged consultation process for formulating the New Education Policy (NEP). The three-pronged consultation process included online, grassroots and National level thematic deliberations.

1.10 The Committee has been informed that thematic consultations have been made through University Grants Commission, All India Council for Technical Education, National Council for Teacher Education and several centrally funded Universities and Institutions, autonomous Bodies, inviting all relevant stakeholders including experts, academics, industry representatives, civil society, etc. in July-October, 2015. A Committee for drafting the New Education Policy (NEP) named as 'Committee for Evolution of the New Education Policy' has been constituted. This Committee will examine the outcome documents, recommendations and suggestions received and formulate a draft National Education Policy as well as a Framework for Action (FFA).

1.11 The Committee also took note of the following announcement made by the Finance Minister during his Budget speech (2017-18):-

"We have proposed to introduce a system of measuring annual learning outcomes in our schools. Emphasis will be given on science education and flexibility in curriculum to promote creativity through local innovative content."

1.12 The Department has submitted to the Committee that the Learning Outcomes for each class in Languages (Hindi, English and Urdu), Mathematics, Environmental Studies, Science and Social Science up to the Elementary stage have been finalised. These are being included in the Central Rules of the Right of Children to Free & Compulsory Education (RTE) Act, 2009. Further, an

Annual Survey of Learning Outcomes (sample based) will be conducted during 2017-18 through an independent third party.

1.13 As regards SSA, special emphasis will be given on science education especially in upper primary classes. The National Curriculum Framework (NCF), 2005 provided flexibility in curriculum to promote creativity through local innovative content. All states have either adopted or adapted the NCF. This will be further emphasised this year.

1.14 The Secretary, Department of School Education and Literacy, during his presentation before the Committee, informed that the Country has come a long way since RTE Act in 2010 came into force and the SSA has made significant progress in achieving near universal access and equity. He submitted the progress that has been made since the inception of SSA in 2000-01 till 30.09.2016, in terms of infrastructure creation like construction of school buildings and additional classrooms, clean drinking water facilities and school toilets. He also underlined the creation of 19.49 lakh teacher posts that have been sanctioned to States and UTs, out of which, 15.75 lakh teachers have been recruited as on 31st March, 2016.

1.15 Further, he dwelt into the various parameters which indicated the progress made in the spread of education across the Country. He informed the Committee about the present status of Gross enrolment Ratio (GER), which improved from 92% in 1998-1999 to 99.21% in 2015-16 for Primary education and from 58% in 1998-1999 to 92.81% in 2015-16 for upper Primary education. He also presented the heartening improvement in figures across the board like enrolment ratio for SC/ST/Girls, improvement in Gender Parity Index (GPI) and retention ratio for Primary as well as Upper Primary Education. There has been a significant reduction in the number of out-of-school children in the 6-14 years age group, from 134.6 lakh in 2005 to 81 lakh in 2009 and further to 61 lakh in 2014. The annual average drop-out rate at primary level has come down from 9.11% in 2009-10 to 4.13% in 2015-16. The transition rate from primary to upper primary has gone up from 83.53% in 2009-10 to 90.14% in 2015-16. The Pupil-Teacher Ratio (PTR) has improved from 32 in 2009-10 to 24 in 2015-16.

1.16 He also informed the Committee about the success of the Department in bringing about universalisation of secondary education, which is indicated by the improving parameters like GER which stood at 80.015, GAR(Gross Access ratio), which is 86.01% and GPI (1.02), PTR (27). He

also presented the ever-expanding coverage of the Mid-Day-meal Scheme(MDMS) and the innovative use of the Centralised SMS inputs for immediate data collection/updation, as well as the emphasis of the Department in bringing about nutritious and hygienic food and the use of subsidised LPG cylinders.

1.17 On a specific query from the Committee about the reason for 3 crore children still being not covered by MDMS, he informed that discrepancies are arising due to the duplication of AADHAR data of beneficiaries and the number of children left out is expected to reduce after the AADHAR data is rectified. The Committee however pointed out that the data being presented pertains to 2011, which would defeat the very purpose of the understanding the progress made since then. The Secretary explained that the figures pertain to the latest census, however, he agreed to provide the yearly figures available with the Department separately. The Committee, while appreciating the improvement in the GER also underlined the need to improve the Retention rate, which is also not up to the mark and also a failure in sustaining the fight to spread education to the downtrodden section of the Society. The Secretary then informed the Committee of some innovative steps taken like, giving free tablets to the Teacher, who can also record/update the centralised data, thereby enabling a more real-time data collection system, which would be fed from the ground zero of Education Sector itself. He also reported to the engagement of reputed NGOs under the PPP model for providing nutritious and hygienic food cooked in Centralised Kitchens, which are running quite successfully across 17 States/UTs.

1.18 On the performance of the Autonomous Bodies like Kendriya Vidyalayas and Navodaya Vidyalayas, the Secretary indicated the growing reach of these organizations and also the improvement in the performance of its students. Regarding the National Means-cum-Merit Scholarship scheme (NMMSS), the Committee felt that the scholarship amount of Rs 6000/- per annum per student for Class IX to XII, which was last fixed in 2008, needs to be further enhanced. The Secretary informed the Committee that all the scholarships are in the process of being evaluated and enhancement may be given very soon. The Committee also expressed its dissatisfaction to the fact that the target for providing scholarships to 1 lakh students per annum could not be achieved by the Department and suggested that the criteria for selection, which is turning out to be the impediment to achieving the said target, should be changed so that at least 1 Lakh deserving students get the support they deserve.

1.19 The Secretary then dwelt into the status of utilization of funds allocated for various schemes of the Department. The Committee expressed its unhappiness over the under-utilization of funds meant for them *viz.*, NVS and Support for Voluntary agencies for Adult education and Skill Development. The Secretary explained that the latest figure of NVS has now improved further and will be fully utilized by the end of the Financial Year. As regards the abysmal position of utilization of funds meant for the later Scheme, he informed that the particular scheme is implemented through other executing agencies and not directly through the Department and hence this position is restricted only to this Scheme only. The Secretary also explained the budgetary allocations for various schemes and discussed at length how these would be utilized and that the allocation is based on the outcome of each scheme. He also assured that the Department would pursue with the Ministry of Finance for enhancement wherever the Committee felt it was required.

1.20 He also touched upon some of the following major initiatives of the Department:-

- SSA SHAGUN (from the words Shaala and Gunvatta) portal was launched on 18.01.2017 – This serves as a Repository of best practices including videos, photos, case studies and testimonials uploaded by States and UTs. It is also an Online monitoring of SSA for the first time. 122 Reports and analytics will be generated from data uploaded by all States and UTs.
- Expected learning levels for children from standard 1 to 8 identified by NCERT through a process involving all States, UTs, SCERTs and experts. These will be included in the rules to the RTE Act, 2009.
- Child-wise data collection of all students and teachers initiated on U-DISE for effective tracking.
- 17.5% of the proposed outlay under RMSA earmarked for quality intervention and 10% of the outlay is proposed as performance based disbursal in 2017-18.
- guidelines for “Partnership Between Schools” – it is a programme to link schools located in rural areas with private, aided or government schools in urban or semi-urban areas.

II. BUDGETARY ALLOCATION

2.1 The Budgetary allocation for the Department of School Education and Literacy is Rs. 46,356.25 Crore in BE 2017-18, which is Rs. 2802.25 Crore more than that which was provided for last year’s B.E. This is also an overall increase of 5.60% w.r.t. RE 2016-17. A comparison of allocations of the Department for the years 2016-17 and 2017-18 is given below:-

(Rs.in Crore)

BE 2016-17	RE 2016-17	BE 2017-18
43554.00	43896.04	46356.25

2.2 The Budgetary allocations of the Department for the last five years vis-à-vis the Country's GDP is illustrated below:

(Rs. in Crores)

YEAR	BE (Plan+Non-Plan)	RE (Plan+Non-Plan)	FG (Plan & Non-Plan)	% increase/decrease of BE w.r.t previous year	% increase/decrease of RE w.r.t previous year	% of GDP
2013-14	52701.00	50136.30	50181.30	8	10	0.44
2014-15	55115.10	46805.00	46805.00	4.5	-6.6	0.37
2015-16	42219.50	42186.50	42264.29	-23.3	-9.8	0.31
2016-17	43554.00	43896.04	--	3.1	4	0.29
2017-18	46356.25	--	--	6.43	-	-

The Committee took note of the Budgetary allocations made to the Department of School Education and Literacy for the last five years to have an understanding of the trend during this period. There has been a trend of slight increase every year during this period except in the year 2015-16, when there was a big drop in the allocation, which was on account of the greater devolution of funds to the States in pursuance of the recommendation of the 14th Finance Commission.

2.3 The Committee notes that the Budgetary Allocations of the Department, as compared to the GDP of the Country, has seen a consistent decrease during the last five years. This does not speak well of the thrust that needs to be given to the education sector at this stage. If the Country is to march ahead, the focus on the education of our younger generation is of utmost importance and the pace of spreading of education right from elementary to secondary level cannot be slackened. The Committee observes that the increase in the Budgetary Allocation this year, though small, should have to be judiciously utilized by the Department so as to ensure that these reach the beneficiaries and also help in covering the various schemes, which have suffered from dearth of funds in the previous years.

2.4 On a specific query from the Committee on the experience of the greater devolution of funds to the state after the 14th Finance Commission, the Department submitted that the devolution of funds to the States has been increased from 32% to 42 % of the net Union Tax Receipts. Accordingly, the States have received an additional fund of Rs. 186149.79 crore more during 2015-16 as compared to 2014-15 through 14th FC Award. Similarly, there is additional devolution of funds of Rs. 232528.13 crore more during 2016-17 as compared to 2014-15. With the enhanced devolution of funds, States have been advised to allocate more funds to SSA so as to carry out the functions and responsibilities conferred upon the States by Section 7(5) of the RTE Act, 2009. Accordingly, this Department has written to the Chief Secretaries of all the States for ensuring the allocation of adequate amount of funds for the School Education Sector in their state budget. The Department, however, feels that these funds are untied and States may not be allocating enough funds towards the education sector and hence suggested that these funds need to be ring fenced so that at least 30% of it can be used for social sector alone including education.

2.5 The Committee agrees with the observation of the Department and feels that there should, however, be a mechanism to sensitise and to motivate the States to make available certain portion of the funds for social sectors of which education should be one of the top priority areas. The Committee wishes that the suggestion of the Department be looked into by the Finance Ministry.

2.6 The Committee was informed that the following mechanisms have been adopted by the Department to ensure that States/UTs contribute their share of funds on time :-

- **Monitoring mechanism:** In order to ensure that the States contribute their share on time and also its execution, the Department has adopted a monitoring mechanism which includes submission of Utilization Certificates (UCs), Audited Accounts, Expenditure Statement, physical and financial progress, details of Unspent Balance, pace of expenditure. The release of matching State share is specifically ensured while releasing the grants to States, especially when the balance of 1st instalment (after adhoc release) and 2nd instalment is released when the State share has been fully released.
- **Rashtriya Madhyamik Shiksha Abhiyan:** Through online Project Monitoring System (PMS), the Department ensures that States contribute their share on time. States are requested to release funds to the executing agencies in time and next instalments are released only when matching state share has been released. Also, PFMS will be implemented to track timely flow of funds upto school level.
- **Direct Benefit Transfer (DBT):** Under IEDSS component of the Scheme, fund for Stipend for Girls has been planned through Direct Benefit Transfer (DBT) which will be linked through Adhaar ID *w.e.f.* next financial year 2017-18.

- **Performance based releases to States/UTs:** Under RMSA, 10% of total outlay has been earmarked for new quality initiatives for 2017-18. This fund would be provided to the States based on their performance/initiatives taken for improvement of learning outcomes.

2.7 The Committee was informed that the following Schemes would benefit from the increased allocation in 2017-18 as indicated below:

(Rs. in Crore)		
Sl.No.	Name of the Schemes	Increase as compared to BE 2016-17
1.	Sarva Shiksha Abhiyan (SSA)	1000.00
2.	National Program of Mid Day Meals in Schools (MDM)	300.00
3.	Kendriya Vidyalaya Sanghtan (KVS)	504.53
4.	Navodya Vidyalaya Samiti (NVS)	229.00
5.	Rashtriya Madyamik Shiksha Abhiyan (RMSA)	130.00
6.	National Means-cum-Merit Scholarships	247.00
7.	National Scheme for Incentive to Girl Child for Secondary Education	275.00
8.	Appointment of Language Teachers (ALT)	100.00

The Committee was also informed that the NER allocation is 10 % of the Plan Budget (minus EAP component), and allocation under SCSP and TSP component is 20 % and 10.7 % respectively for the Department of School Education & Literacy.

2.8 From the FY 2017-18 Plan and Non-Plan Budget have been merged and have been placed under “Schemes” and “Non-Schemes”. As per stipulation in Ministry of Finance’s O.M dated 30.12.2016, while giving flexibility to Ministries/Departments to classify schemes outlays as Scheduled Caste component/Tribal component, it was mandated that the percentage share of SC/ST components of scheme allocations in the Ministry/Department’s total budgetary outlay should not be lower than the level provisioned in Budget Estimates of 2015-16 and 2016-17.

2.9 The Department has accordingly, enumerated that the allocation for the year 2017-18 for ‘Schemes’ is Rs. 38980.67 crores and for ‘Non-Schemes’ is Rs.7375.58 crores. Thus, the required allocation for NER, SC Sub-Plan (SCSP) and Tribal Sub-Plan (TSP) at the prescribed percentage

comes to Rs.3756.48 crores, Rs. 7796.13 crores and Rs.4170.93 crores respectively. However the allocation made under NER, SCSP and TSP is Rs. 4229.27 crores, Rs. 8473.94 crores and Rs. 4533.36 crores respectively, which is higher than the allocations required under Scheme component and the average of allocations made during the past two years. Given below is the present Budgetary allocation of the Department vis-à-vis that for the last five years: -

(Rs.in Crore)

YEAR	Plan/ scheme	NER	%	SC	%	ST	%
2013-14	49659.00	4899.40	9.86	9931.80	20.00	5313.52	10.70
2014-15	51828.00	5198.20	10.02	10326.34	19.92	5663.80	10.93
2015-16	39038.50	3925.20	10.05	7850.40	20.10	4297.27	11.00
2016-17	40000.00	3920.25	10.00	8013.98	20.03	4276.70	10.69
2017-18	46356.25	4229.27	9.12	8473.94	18.28	4533.36	9.78

2.10 The Committee observes from the above that the amount allocated for the year 2017-18 for NER, SCSP and TSP are slightly higher than the previous year but it is certainly less than the prescribed %age being only 9.12, 18.28, and 9.78 respectively. The Committee therefore desires that the reasons therefor may be furnished in the action taken replies.

2.11 As regards the expenditure pattern of various schemes, the Committee was apprised of the details as follows:-

(Rs.in crore)

Sl. No.	Name of programme/scheme	BE 2016-17	RE 2016-17	Releases (as on 31.01.2017)	Utilization (w.r.t BE)	Utilization (w.r.t RE)
1	Sarva Shiksha Abhiyan	22500.00	22500.00	20601.82	91.56	91.56
2	National Program of Mid Day Meals in Schools	9700.00	9700.00	8964.89	92.42	92.42
3	Rashtriya Madyamik Shiksha Abhiyan	3700.00	3700.00	3048.97	82.40	82.40
4	Strengthening of Teachers Training Institutions	480.00	480.00	365.20	76.08	76.08
5	National Means cum Merit Scholarship Scheme	35.00	39.65	32.64	93.26	82.32

6	National Scheme for Incentive to Girls for Secondary Education	45.00	45.00	42.54	94.53	94.53
7	Appointment of Language Teachers	25.00	25.00	24.97	99.88	99.88
8	Adult Education & Skill Development	320.00	244.15	188.55	58.92	77.23
9	Kendriya Vidyalaya Sanghata(KVS)	1100.00	1102.71	907.75	82.52	82.32
10	Navodya Vidyalaya Samiti (NVS)	1900.00	1993.54	1487.32	78.28	74.61
11	NCERT	15.00	14.64	9.68	64.53	66.12
12	National Bal Bhavan	6.00	6.00	4.05	67.50	67.50
13	Central Tibetan Schools Administration	2.50	2.25	0.62	24.80	27.56
14	Support to VAs for AE & Skill Development	40.00	115.85	37.89	94.73	32.71
15	National Literacy Mission Authority	2.00	0.12	0.06	3.00	50.00
16	Directorate of Adult Education	3.00	3.00	2.36	78.67	78.67
17	Scheme for providing Education to Minority/Madrassas	120.00	120.00	84.79	70.66	70.66
18	School Assessment Programme	5.00	1.65	0.00	0.00	0.00
19	Digital India e-learning	1.50	0.20	0.00	0.00	0.00
	Total	40000.00	40094.36	35804.10	89.51	89.30

2.12 The Committee notes from the above status of utilization of funds for its major schemes that the Department could spent roughly 89% of the funds allotted in the Financial Year 2016-17. However, around 10% of the funds still remain to be utilized in two months' time and this is a factor which needs a thorough introspection by the Department for making itself more efficient. The Committee is more worried about certain schemes, namely, NCERT, National Bal Bhavan, Adult Education & Skill

Development, Central Tibetan Schools Administration, Support to VAs for AE & Skill Development, National Literacy Mission Authority in which the utilisation has been considerably low. The spending pattern in these schemes needs a review and the factors affecting it adversely, should be identified and rectified on a mission mode. The fact that if the funds meant for these schemes/programmes are not spent fully, it may imply that either the projections of the Department for them are not realistic, or the implementing agencies of these Schemes are not able to carry out their responsibilities efficiently. The Committee, therefore, recommends that the Department should come up with an action plan to address this issue.

Performance during the 12th Five Year Plan:

2.13 The Committee noted that the 12th Five years plan is coming to an end and it is felt necessary to take stock of the achievements during this period and how far the Department was able to achieve its targets. As informed by the Department, following targets were set for the Department for the 12th five year plan period: -

- i) Ensure universal access and, in keeping with letter and spirit of the RTE Act, provide good-quality free and compulsory education to all children in the age group of 6 to 14 years;
- ii) Improve attendance and reduce dropout rates at the elementary level to below 10 per cent and lower the percentage of Out-of-School Children (OoSC) at the elementary level to below 2 per cent for all socio-economic and minority groups and in all States;
- iii) Increase enrolments at higher levels of education and raise the Gross Enrolment Ratio (GER) at the secondary level to over 90 per cent, at the Senior Secondary level to over 65 per cent;
- iv) Raise the overall literacy rate to over 80 per cent and reduce the gender gap in literacy to less than 10 per cent;
- v) Provide at least one year of well-supported/well-resourced pre-school education in primary schools to all children, particularly those in educationally backward blocks (EBBs); and
- vi) Improve learning outcomes that are measured, monitored and reported independently at all levels of school education with a special focus on ensuring that all children master basic reading and numeracy skills by class 2 and skills of critical thinking, expression and problem solving by class 5.

2.14 The expenditures of the Department, during the 12th Five Year plan period provided to the Committee are as follows:-

(Rs.in Crores)

Year	Budget Estimates			Revised Estimates			Actual Expenditure		
	Plan	Non Plan	Total	Plan	Non Plan	Total	Plan	Non Plan	Total
2012-13	45969.00	2812.00	48781.00	42729.00	2813.00	45542.00	42296.94	2809.83	45106.77

2013-14	49659.00	3042.00	52701.00	47159.00	2977.30	50136.30	43817.20	3171.93	46989.13
2014-15	51828.00	3287.10	55115.10	43517.90	3287.10	46805.00	42512.74	3243.85	45756.59
2015-16	39038.50	3181.00	42219.50	39038.50	3148.00	42186.50	38641.61	3167.67	41809.28
2016-17	40000.00	3554.00	43554.00	40094.36	3801.68	43896.04	35804.10	2982.37	38786.47

2.15 The Committee notes that expenditure pattern of the Department in the last five year plan period reflects its overall capacity to absorb the funds meant for its schemes. There cannot be any justification for seeking more funds from the Government unless it is able to fully spend the funds at hand. The Committee had, in its previous reports, regularly emphasized on this aspect and yet the situation remains the same. The Committee feels that it is high time that the Department should introspect and come out with a foolproof plan to execute its objectives and the education of the children should not suffer for any reason and more so when there is unspent fund remaining idle.

RIGHT TO EDUCATION/SARVA SHIKSHA ABHIYAN (RTE/SSA)

3. The centrally sponsored scheme of Sarva Shiksha Abhiyan (SSA) supports the States and UTs in their efforts to implement the RTE Act. Its interventions include, *inter alia*, opening of new schools, construction of schools and additional classrooms, constructing toilets and drinking water facilities, provisioning for teachers, in-service training for teachers and academic resource support, free textbooks and uniforms, support for improving learning achievement levels, research, evaluation and monitoring.

3.1 The Department submitted before the Committee that the Sarva Shiksha Abhiyan (SSA) Programme has made significant progress in achieving near universal access and equity in the Country and the Government is now reorienting the Scheme towards imparting quality education to all children at elementary level. There is an increase in the allocation under SSA specifically for quality related initiatives. All States and UTs have been advised to ensure expenditure on such quality interventions and have been given specific commitments focused on improvement in learning outcomes.

3.2 The Department also submitted the details of the BE, RE and actual expenditure of funds under Sarva Shiksha Abhiyan scheme during the last five years vis-a vis BE 2016-17 as under:-

(Rs. in Crore)

Year	BE	RE	Actual Release	Actual Release as a % of RE
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2011-12	21000.00	21000.00	20866.30	99.36
2012-13	25555.00	23875.83	23873.00	99.98
2013-14	27258.00	26583.01	24802.92	93.30
2014-15	28258.00	24380.00	24122.51	98.94
2015-16	22000.00	22015.42	21666.51	98.41
2016-17	22500.00	22500.00	20614.57*	91.62*
2017-18	23500.00	---	---	---

*as on 03.02.2017

3.3 The Committee notes from the above that the budget allocation for SSA has increased to Rs. 23,500 crores for 2017-18, as compared to Rs. 22,500 crores in 2016-17. However, from the submissions of the Department it is observed that the allocation of Rs. 23,500 crores as B.E. for 2017-18 for implementation of RTE-SSA programme is against a demand of Rs.55,000 crores and this is quite disturbing. The Department has submitted that SSA is the designated scheme for the implementation of the RTE Act, 2009. The outlays estimated under the Scheme are as per the requirements of the States and UTs for fulfilling the norms and standards laid down under the Act and this budgetary allocation will not be sufficient to meet the estimates of States and UTs under SSA. The Committee notes that the allocation for SSA is less than half of the projected demand. It implies that either the demand of the Department was not realistic or the Ministry of Finance did not consider it appropriate to agree thereto. In this backdrop the Committee would like to know the reasons for this shortfall and also to what extent the activities under SSA are likely to suffer. The Department is accordingly directed to explain it in its action taken replies.

3.4 The Committee also notes that the figure of Actual Release in 2016-17, stood at Rs. 20,614.57 Crores (91.62% of R.E.). The Committee, accordingly, impress upon the Department to ensure complete utilisation of funds.

3.5 The Committee also took note of the outlays approved, central share releases and % of releases against the total budget allocation for NER States is given as under:

Year	PAB Outlay Approved for NER	Revised Estimate (RE) for SSA	Central Share released to NER States	% of Releases against the RE
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2012-13	4494.43	23875.83	2519.33	10.55
2013-14	3281.80	26583.01	2392.64	9.00
2014-15	3753.29	24380.00	2328.95	9.55
2015-16	3492.36	22015.42	1928.15	8.76
2016-17	3644.01	22500.00	*1586.45	7.05

*as on 3.2.2017

3.6 The Committee notes from the above figures that there has been a constant slide in the performance of SSA in the NER. The ‘% of Release against RE’ has seen a constant fall from 10.55% in 2012-13 to 7.05% in 2016-17, whereas the ideal figure should around 10%, which is the allocation of NER vis-à-vis BE. The Committee is dismayed to note that only 7.05% of the funds could be released till now and the Financial year is coming to an end. The Committee feels that benefits of SSA are not reaching the children in the NER and the Department needs to bring about a proactive approach to ensure its objectives are achieved in the far and disadvantageous parts of the Country too. The Committee, further suggests that this issue, if necessary, be taken up with concerned States to resolve this problem.

3.7 The Committee further looked into the cumulative physical progress (sanctioned and achievements) under SSA in the last four years i.e., 2012-13 to 2016-17 which is as under:

Items	2013-14		2014-15		2015-16		2016-17	
	Cumulative Sanctioned/Target	Cumulative Achievement	Cumulative Sanctioned/Target	Cumulative Achievement	Cumulative Sanctioned/Target	Cumulative Achievement	Cumulative Sanctioned/Target	Cumulative Achievement (as on 30.9.2016)
Opening new PS	204339	201979	204686	202518	204732	203265	204740	203339
Opening new UPS	159179	155324	159427	155806	159392	156475	159415	156487
Sub total:	363518	357303	364113	358324	364124	359740	364155	359826
Construction of school buildings	310487	271644	311454	283044	311622	289329	311028	302919
Construction of additional classrooms	1803935	1587836	1854754	1672253	1861336	1740487	1873415	1837445
Drinking water facilities	231197	223939	236687	227072	238973	229742	242198	233088
Construction of Toilets	881437	783349	994134	856190	1014507	856294	1036470	988449

Teachers Appointment(lakhs)	19.85	15.06	19.85	15.58	19.49	15.75	19.49	15.75
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3.8 The Committee notes from the above data made available by the Department, that there has been a steady progress and the gap between the target and the achievements is closing rapidly. However, the progress in the Teachers' appointment was disappointing to say the least as only 69,000 Teachers were recruited during this five years' period and there are still a huge number of vacancies, which stood at 3.74 lakh vacancies. The Committee, accordingly, impress upon the Department to expedite the recruitment of teachers and apprise the Committee in its action taken replies.

IMPACT OF SARVA SIKSHA ABHIYAN

3.9 SSA has made significant progress in achieving near universal access and equity. The Committee took an opportunity to compare the status of Elementary Education Sector for Pre-SSA and Post-SSA period:-

Sl. No.	Category	DPEP/ Pre-SSA	SSA launched in 2000-01	
		1998-99	Year 2009-10 (Pre-RTE)	Year 2014-15
1	No. of Elementary Schools	9.17 lakh	13.03 lakh	14.45 lakh
2	(i) Availability of Primary school within 1 Km	83%	87%	98%
	(ii) Availability of Upper Primary School within 3 km	76%	83.2%	97%
3	Ratio of Primary to Upper Primary	3.3:1	2.23:1	2.02:1
4	Primary Schools with Buildings	84%	97%	99%
5	Number of Teachers	31.82 Lakhs (2000-01)	39.54 lakh	46.84 Lakhs
6	Pupil-Teacher Ratio (PTR) at Primary Level	42:1	33:1	24:1
	Pupil-Teacher Ratio (PTR) at Upper Primary Level	37:1	31	17:1

7	Enrolment : Primary	1110 lakh	1330 lakh	1310 lakh
	Enrolment :Upper Primary	400 lakh	540 lakh	670 lakh
	GER : Primary	92%	115.63%	100.08%
	GER : Upper Primary	58%	75.80%	91.24%
	% Girls' enrolment to Total enrolment: Primary	44%	48.5%	48.19%
	% Girls' enrolment to Total enrolment: Upper Primary	41%	48.1%	48.63%
	Drop-out rate : Primary	40%	9.1%	4.34%
	Drop-out rate : Elementary	57%	NA	4.15%
8	Out of School Children	320 lakh	81.5 lakh	61 lakh
		(2001 census)	(2009 Survey)	(2014 Survey)

3.10 The Committee finds it heartening to note that the reach of Primary School and Upper Primary Schools has improved dramatically and has reached a near universal level. However, in the case of Upper Primary Schools, the accessibility radius has been fixed at 3kms, while that of Primary Schools are at 1km. The Committee recommends that the Department should now strive to reduce this radius to a level of the Primary Schools so that no Student has to go beyond 1km to get education.

Teacher vacancies and Training:

3.11 The Committee was given to understand that the Recruitment, service conditions and deployment of teachers are primarily in the domain of the State Governments and UT Administrations. However, the Central Government through the flagship programme of Sarva Shiksha Abhiyan (SSA) at elementary level provides assistance to the State Governments and UTs for additional teachers to maintain appropriate Pupil-Teacher Ratio (PTR) as per the prescribed norms for various levels of schooling. Accordingly, the Department submitted that the Central Government has been consistently pursuing the matter of expeditious recruitment and redeployment of teachers with the States and UTs at various fora and advisories issued from time to time.

3.12 SSA has so far sanctioned 19.45 lakh additional teachers' posts to States/UT's, of these, 15.74 lakh posts have been filled and 3.71 lakh teachers' posts are presently vacant. In addition, 5.33 lakh teachers' posts are also vacant out of a total of 32.33 lakh teachers' posts sanctioned against the States/UTs. Hence, a total of around 9 lakh teachers' vacancies exist in Elementary Education across the Country out of a total sanctioned post of around 52 lakh Teachers, which is little above 17% of the total sanctioned posts for teachers. The large numbers of teacher vacancies exist in Andhra Pradesh, Assam, Bihar, Chhattisgarh, Delhi, Gujarat, Haryana, Jammu & Kashmir, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, Tamil Nadu, Telangana Uttar Pradesh and West Bengal.

3.13 The Committee is disheartened to note the amount of vacancies presently existing in the Teachers' post across the Country and specifically in SSA, which is the major flagship scheme of the Department. The Committee notes that while some States have done exceedingly well in maintaining its teachers' workforce, some states like Bihar, U.P., Jharkhand, Punjab, Assam are clearly lagging behind. The Committee feels that the Department as well as the concerned States have not done enough to address this problem. The Committee, therefore, recommends that the Department should take immediate steps and give specific targets to these states to fill up these vacancies by this year itself and submit a report to the Committee in this regard.

Impact on Scheduled Castes and Scheduled Tribes:

3.14 The Department has submitted that as per the Unified District Information System for Education (UDISE), 2015-16, the share of enrolment of SC children in total enrolment are 19.94% at primary level and 19.6% at upper primary level which is higher than the share of 16.6% of SCs in population. The share of enrolment of ST children in total enrolment is 10.8% at primary level and 9.81% at upper primary level which is higher than the share of 8.6% in population. As per the UDISE, 2015-16, the average annual dropout rate at elementary level of SCs has fallen from 7.5% in 2012-13 to 4.81% in 2015-16 and the average annual ST dropout rate has fallen from 8.2% in 2012-13 to 7.46% in 2015-16 at elementary level.

3.15 The Committee notes that dropout rate in both the SC and ST categories have gone down. The Committee feels it is still high and needs strict measures to check it. The Committee, therefore, directs the Department to take appropriate measures.

Impact on Girls' Education:

3.16 The Department has submitted that as per UDISE 2015-16, the gender parity index is 0.93 at the primary level and 0.95 at the upper primary level. There has been an improvement in the proportion of children from socially disadvantaged groups enrolled in schools. Share of social group in proportions enrolled at different stages, 2015-16 are as follows:-

	Primary	Upper primary	Elementary	Population Share (as per Census 2011)
Scheduled Castes	19.94	19.49	19.78	16.6
Scheduled Tribes	10.64	9.81	10.35	8.6

(Source: UDISE 2015-16)

A comparison of indicators showing progress relating to girls education from 2005-06 to 2015-16 (% of girls enrolment to Total enrolment) is as below:

	2005-06	2015-16
Primary	47.79%	48.21%
Upper Primary	45.80%	48.63%

(Source: As per U DISE 2015-16- provisional)

The status of Gross Enrolment Ratio (GER) for girls is as follows:

GER	2005-06	2015-16
Primary	102.6	99.21
Upper Primary	56.6	92.81

(Source: As per U DISE 2015-16- provisional)

The school enrolments are also becoming more age appropriate for girls and the Net Enrolment Ratio (NER) for girls' shows very encouraging trends.

NER	2005-06	2015-16
Primary	83.57	87.30
Upper Primary	41.42	74.74

(Source: As per U DISE 2015-16- provisional)

The Committee was also informed that as per U DISE (2015-16 provisional), the transition rate of girls (90.43%) from primary to upper primary has exceeded that of boys (89.83%). While, the annual Average Dropout Rate at Primary for girls stood at 9.36% (2007-08) and 9.08% (2013-14).

3.17 The Committee observes that the data provided by the Department is not up-to-date to have meaningful understanding of the progress. The Committee finds that it is absolutely imperative on the Department to put in more efforts to collect and furnish the latest figures so that at least the yearly progress could be studied and recommendations could be given by the Committee. This would help the Department in giving timely intervention to address all issues plaguing its schemes and programmes and help in achieving its targets in its true letter and spirit.

Impact on Gender and Social Gaps:

3.18 The Committee was informed of the steps that have been taken under SSA with regard to bridging and eliminating gender differences in enrolment, retention and quality of learning. Sarva Shiksha Abhiyan ensures, in partnership with the concerned States, that all habitations in the country have access to elementary schools, with adequate infrastructure including adequate number of teachers. SSA targeted interventions for girls children include:-

- (i) The opening of schools in the neighbourhood as defined by the State.
- (ii) Residential hostel buildings (KGBVs) for children in habitations un-served by regular schools and also for children without adult protection
- (iii) Recruitment of additional teachers, with emphasis on recruitment of female teachers.
- (iv) Provision of free text-books to children
- (v) Uniforms to all girls, SC, ST and BPL children
- (vi) Provision of girls toilets in schools
- (vii) Teachers' sensitisation programmes to promote girls participation.

3.19 Kasturba Gandhi Balika Vidyalaya (KGBV) is an important intervention under SSA to bridge gender gap. KGBVs have been opened in Educationally Backward Blocks (EBBs) where the female rural literacy is below the national average to provide for residential upper primary schools for girls. The KGBV reaches out to:-

- (a) girls who are unable to go to regular schools;
- (b) out of school girls in the 10+ age group who are unable to complete primary school; and

(c) younger girls of migratory populations in difficult areas of scattered habitations that do not qualify for primary/upper primary schools.

Among these girls, KGBVs provide reservation for 75% girls belonging to Scheduled Castes (SC), Scheduled Tribes (ST), Other Backward Classes (OBC) and minority communities. In respect of the remaining 25% priority is given to girls from Below Poverty Lines (BPL) families.

Sl. No.			Status % Wise
1	Total KGBVs Sanctioned	3609	-
2	Total KGBVs Operational	3600	99.75%
3	KGBVs yet to be Operationalised	09	0.25% Gap in Operationalisation
4	Enrollment Category wise:		
(i)	SC Girls Enrolment	108942	29.7%
(ii)	ST Girls Enrolment	91211	24.8%
(iii)	OBC Girls Enrolment	112136	30.57%
(iv)	MINORITY Girls Enrolment	27690	7.55%
(v)	BPL Girls Enrolment	26777	7.30%
	Total Girls Enrolled	366756	98.8%
	Targeted Enrolment	371260	1.2% Gap in Enrolment

3.20 The scheme is being implemented in 28 States/UTs namely: Assam, Andhra Pradesh, Arunachal Pradesh, Bihar, Chhattisgarh, Dadar & Nagar Haveli, Delhi, Gujarat, Haryana, Himachal Pradesh, Jammu and Kashmir, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Orissa, Punjab, Rajasthan, Tamil Nadu, Telangana, Tripura, Uttar Pradesh, Uttarakhand and West Bengal.

3.21 KGBVs have contributed to the process of bringing back girls who were dropouts at upper primary level. In addition to regular teaching in scholastic areas in these residential schools, girls are also given training in various non-scholastic areas such as karate, cycling, yoga in some states and vocational, arts and crafts training etc. The programme no longer remains a temporary solution for getting out-of-school girls back into education, but is one of the most successful and celebrated programme.

3.22 The Department informed that initiatives have also been taken to remove gender bias from the school curriculum and textbooks. It was also submitted that the National curriculum framework -2005 emphasizes the core value of equality and the need to sensitize all school personnel so that equality between sexes gets internalized by a gender sensitive and gender inclusive curriculum and its transaction. Efforts are being made at the following levels:

- (i) Through Teachers Training Modules
- (ii) Classroom Environment
- (iii) Gender sensitive Curriculum, Syllabus & Text Books
- (iv) School Management Committees (SMCs)

3.23 The Committee was also informed that Government has announced Beti Bachao, Beti Padhao programme to address the issue of decline in CSR through a mass campaign & Multi-Sectoral action in 161 gender critical Districts. Its overall goal is an improvement in the Child Sex Ratio in these Gender Critical Districts. The objectives of the scheme are to prevent Gender biased sex selective elimination, to ensure survival & protection of the girl child and to ensure education & participation of the girl child.

3.24 In the newly announced Scheme of the Govt. of India “Beti Bachao, Beti Padhao”, Rs. 5 crore has been made available for strengthening girls’ education in 100 specified districts on the basis of Child Sex Ratio which works out to Rs. 5 lakh per district, for instituting District level awards to be given to 5 schools in each district every year on the following parameters:-

- Rs. 1 lakh award may be given to the School Management Committee (SMC) which enrolls 100% girls in the neighbourhood of the primary school and also retains them in the first year.
- Another Rs. 1 lakh can be given as an award to the SMC of a primary school which causes the transition of 100% girls studying in class V into class VI of same/other neighbourhood upper primary schools.
- Two awards each of Rs. 1 lakh may be given to SMCs of upper primary schools which affect a 100% transition of girls studying in class VIII to class IX in same/other neighbourhood secondary schools.
- Rs. 1 lakh award can be given to the SMC of the school which affect 100% transition of girls studying in class X to class I in same/neighbourhood higher secondary schools.

Impact on Infrastructure:

3.25 The status of physical targets of major components of school infrastructure under Sarva Shiksha Abhiyan (SSA) as on 30.09.16 is given below:

Activity	Cumulative Sanction upto 2016-17	Cumulative Achievement (completed by 30.09.16)	% age Completed
Construction of new Primary Schools	199702	184958	92.62
Construction of new Upper Primary Schools	111326	105577	94.84
Construction of new Additional Class Rooms	1873415	1759101	93.90
Drinking Water Facility	242198	231205	95.46
Boys' Toilets	386319	357281	92.48
Separate Girls' Toilets	509427	492776	96.73
Toilets for Child with Special Needs	140724	118868	84.47

3.26 The Department of School Education & Literacy had launched Swachh Vidyalaya Initiative under the rubric of Swachh Bharat Mission with an objective to provide separate toilets for girls and boys in all government schools within the timeline of 15th August, 2015. States reported that 4,17,796 (2.26 lakh boys' and 1.91 lakh girls' toilets) toilet blocks were constructed or made functional in 2,61,400 schools within the given timeline. This included schools in the most difficult to reach areas in the country or areas facing Left Wing Extremism (LWE). The Initiative was made successful in partnership with all State Governments, 64 Central Public Sector Undertakings, and 11 Private Corporates. With this, all 13.77 crore children in 11.21 lakh government schools all over the Country now have access to toilet facilities.

3.27 List of Districts where gender gap (gap between enrolment of girls vis-à-vis boys) still exists at primary and upper primary level is as follows:

State/UTs	No. of Districts Primary level	State and UTs	No. of Districts Upper Primary level
Arunachal Pradesh	3	A&N Island	1
Haryana	1	Andhra Pradesh	1
Himachal Pradesh	1	Arunachal Pradesh	2
Jammu & Kashmir	3	Bihar	1
Jharkhand	1	Chhattisgarh	2

State/UTs	No. of Districts Primary level	State and UTs	No. of Districts Upper Primary level
Karnataka	1	Dadra & Nagar Haveli	1
Madhya Pradesh	10	Daman & Diu	1
Maharashtra	3	Delhi	1
Mizoram	3	Gujarat	12
Nagaland	2	Haryana	1
Odisha	5	Jammu & Kashmir	4
Punjab	1	Karnataka	6
Rajasthan	12	Kerala	1
Sikkim	4	Madhya Pradesh	3
Uttar Pradesh	2	Maharashtra	7
West Bengal	1	Mizoram	3
Total at Primary	53	Odisha	8
		Pondicherry	1
		Rajasthan	24
		Tripura	1
		Uttar Pradesh	1
		Total at Upper Primary level	82

3.28 SSA has identified Special Focus Districts (SFDs) on the basis of population concentration. 61 SCs concentrated Districts (25% SC population and above), 109 ST concentrated districts (25% ST population and above) and 88 Muslim concentrated districts (20% Muslim population and above) have been identified.

3.29 Besides this, focus is also given on 91 Left Wing Extremism (LWE) Districts identified by Ministry of Home Affairs and 121 Minority concentration Districts identified by Ministry of Minority Affairs. Infrastructure as school buildings, additional classrooms, toilets, drinking water facilities and teachers are sanctioned on a priority basis in these Districts. There has been increasing trend in the enrollment of Social disadvantaged children in proportion to their population in these areas.

3.30 The Committee appreciates the effort put in by the Department in ensuring the benefits of SSA that are now visible across the Country. It also appreciates the new focus of the Department on the poorest and the most downtrodden part of the Country, which has been left out till now and could not get the benefits. However, the Committee wishes to see this issue to be brought to its logical conclusion and hence, the steps taken by the Department in these neglected Districts and the status of the implementation of the SSA programmes and its infrastructures may be furnished to the Committee.

Under-performing States

3.31 The States lagging behind in creation of Drinking Water facility, Ramp, Boundary Wall, Playground, Library, Electricity are Arunachal Pradesh, Assam, Bihar, Chattisgarh, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Manipur, Meghalaya, Nagaland, Odisha, Rajasthan, Tripura, Uttar Pradesh. The progress of States/UTs is monitored in the Review Meetings as also in the meetings with State Project Directors/ State Education Secretaries. A real time monitoring of the implementation of the Scheme has started on the SSA SHAGUN portal from 18th January, 2016.

3.32 The status of cumulative sanctions and Achievement (completed) for major components of school infrastructure under SSA upto 30.09.16 for North Eastern Region are given below:

Activity	Cumulative Sanction upto 2016-17	Cumulative Achievement (completed by 30.09.16)	% age Completed
Construction of new Primary Schools	19422	18548	95.50
Construction of new Upper Primary Schools	5185	4786	92.30
Construction of new Additional Class Rooms	100974	96634	95.70
Drinking Water Facility	11836	11324	95.67
Boys' Toilets	33672	31312	92.99
Separate Girls' Toilets	64380	64297	99.87
Toilets for Child with Special Needs	1908	991	51.94

3.33 The Department has submitted that the main reasons of slow progress in creation of school infrastructure are given below: -

- (i) Budgetary constraint
- (ii) Difficult terrain
- (iii) Shortage of skilled / semi skilled labor
- (iv) Impact of natural calamities
- (v) Litigation on the site etc.

3.34 The Committee notes from the information submitted by the Department that infrastructure facilities like Play ground, Boundary Wall, Ramp etc. are still not developed across the States. While facilities like Drinking Water and Library are being provided by a majority of the States, the Committee, however, cannot ignore the fact that most of the NER States are faltering in all these facilities. The condition is also bad in States like Bihar, Chattisgarh, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Odisha and Rajasthan, where facilities like electricity, playground, boundary wall, ramp etc. need to be provided. The Committee would, therefore, recommend that the Department should make concerted efforts with the co-operation of State Governments to ensure full utilization of allocated funds.

Impact on Quality of Education

3.35 The Department has been supporting States and UTs to implement National level initiatives to improve the quality of education. These include:

(a) 'Padhe Bharat Badhe Bharat' :

3.36 The 'Padhe Bharat Badhe Bharat' (PBBB), a sub-programme of the SSA, in classes I and II focusing on foundational learning in early grades with an emphasis on reading, writing and comprehension and Mathematics. This programme has been planned in a twin track approach:

- Early reading and writing with comprehension (ERWC) to improve language development by creating an enduring interest in reading and writing with comprehension and
- Early mathematics (EM) to create a natural and positive interest in mathematics related to their physical and social world.

3.37 The Objectives of this programme are:

- To enable children to become independent and engaged readers and writers; with comprehension possessing sustainable and lasting reading and writing skills and achieve learning levels appropriate to the class of study.
- To make the children understand the reasoning in the domains of number, measurement

and shapes; and enable them to become independent in problem solving by way of numeracy and spatial understanding skills.

- To associate reading, writing and early mathematics with the experience of joy and real life situation.

3.38 States and UTs have been implementing specific interventions like ABL in Tamil Nadu, Nalli Kali in Karnataka, Pragya in Gujarat; steps have been taken to develop specific teacher training modules for teachers teaching students in classes 1 and 2. Punjab, Meghalaya, Delhi have introduced programmes for strengthening teaching of Maths in classes 1 and 2; in Sikkim schools have set up reading corners for children in the foundational classes through support from community members.

(b) Rashtriya Aavishkar Abhiyan (RAA),

3.39 The RAA was launched by Late Dr. A.P.J. Abdul Kalam with the aim to motivate and engage children of the age group 6-18 years, in Science, Mathematics and Technology by observation, experimentation, inference drawing and model building, through both inside and outside classroom activities. Schools have been adopted for mentoring by Institutions of Higher Education like IIT's, IISER's and NIT's. In some States students have been taken for exposure visits to factories, research hubs; science and maths clubs are being formed at the school levels, students are participating in competitions and exhibitions to showcase their innovations in Maths, Science and Technology.

(c) National Council for Teacher Education (NCTE) Act and its Regulations:

3.40 Section 23(1) of Right of Children to Free and Compulsory Education Act, 2009 stipulates that any person possessing such minimum qualifications, as laid down by an academic authority, authorized by the Central Government, by notification, shall be eligible for appointment as a teacher. Accordingly, the Central Government has notified the NCTE as academic authority for laying down the eligibility criteria recruitment of elementary teachers. To ensure recruitment of quality teachers, the NCTE, which is mandated for providing quality teacher education to the prospective teachers, has set norms and standards for infrastructure, instructional facilities and qualification and experience of faculty for the teacher education institutions in which teachers are educated. For this purpose, NCTE has revised its Recognition, Norms and Procedure, Regulations 2014. The Regulations 2014, have enhanced the duration of teacher training programmes like B.Ed and M.Ed to two years and increased the period of Internship to make these programmes more

rigorous and professionalized. Modules on gender, equity, ICT, yoga and inclusive education have also been added in the teacher education programmes. A new four year Integrated B.A B.Ed/B.Sc B.Ed course has been notified and more that 200 Institutions are running this new programme. Teacher education programmes are undertaken by both Government and non-government institutions after seeking recognition from the NCTE in accordance with the norms and standards laid under the NCTE Act and its Regulations. The NCTE conducts inspections of recognized teacher education institutions under section 13 of the NCTE Act to monitor their quality.

3.41 Additionally NCTE is also monitoring Teacher Education Institutes (TEIs) through filing of online affidavits. An accreditation framework of accreditation of TEIs has also been developed. All these initiatives are being worked with an aim to reform pre-service teacher education sector in the country.

3.42 The Department has submitted that during 2016-17, an amount of Rs. 49071.34 lakhs for in-service training of 69,45,371 teachers including Rs.8500.99 lakhs for training of 1,43,129 untrained teachers has been sanctioned. The States-wise details of Untrained Teachers at elementary level are given below:

Sl. No.	State	Total No. of Untrained Teachers	Percentage of Untrained Teachers
1.	Assam	36213	21.67%
2.	Bihar	103760	25.48%
3.	Chhattisgarh	11963	5.67%
4.	HP	1403	2.92%
5.	J& K	18565	21.82%
6.	Jharkhand	15308	13.59%
7.	Madhya Pradesh	1455	0.45%
8.	Manipur	3883	21.03%
9.	Meghalaya	11437	52.71%
10.	Mizoram	1773	15.33%
11.	Nagaland	7115	42.73%
12.	Odisha	14716	6.52%
13.	Tripura	25954	76.25%

14.	Uttar Pradesh	15242	2.79%
15.	Uttarakhand	3734	9.49%
16.	West Bengal	127773	34.07%
17.	Total	400294	9.24%

Source: AWP&B 2016-17 and States, UTs.

3.43 The Central Government has launched the ‘Pandit Madan Mohan Malviya National Mission on Teachers and Teaching’ in December, 2014 with a vision to comprehensively address all issues related to teachers, teaching, teacher preparation, professional development, curriculum design, research in pedagogy and developing effective pedagogy.

3.44 The Committee is appalled to note the existing percentage of untrained teachers in active service and it is even more alarming to note that there is no visible effort to address the issue. Some of the States have extremely high level of un-trained Teachers e.g., Tripura, Meghalaya, Nagaland, West Bengal, Bihar, J&K, Assam and Manipur and some of the figures are higher than 50%. The Committee feels that these figures speak for themselves and no amount of words can elaborate the state of quality of education in the Country. The most worrisome fact is that the Department has no plan to tackle this situation and the apathy seems to still continue. There is no dearth in the number of qualified candidates for teachers in the Country and it is one of the top Countries in the world supplying highly qualified Teachers, Researchers and many more professionals across the Globe. The Committee fails to understand why we are not able to tap this abundant resource on one hand and cry about high level of unemployment on the other hand. The Committee, therefore, recommends that the Department must act as the Bridge between the huge workforce that the Country churns out every year and the existing vacancies in its schools. The Committee also directs the Department to furnish the details of the ‘Pandit Madan Mohan Malviya National Mission on Teachers and Teaching’ and its funding and achievements to Committee.

Complaints/Irregularities

3.45 The Committee also took note of the complaints or irregularities from the information provided by the Department. It has noted some instances of financial irregularities that have been reported by the State and UTs under the SSA programme, which are as under:

Name of States	Year	Irregularity	Amount Involved
Jharkhand	2012-13 2013-14	Complaint about mis-procurement of text books	Rs. 99.02 crore
Maharashtra	2012-13	Audit findings of fraudulent withdrawal	Rs. 10.00 lakh
Uttar Pradesh	2011-12 2011-12 & 2012-13	Audit findings of fraudulent withdrawal in District Bulandshahr and District Pratapgarh	Rs. 29.85 lakh and Rs. 23.35 lakh Rs. 2.41 lakh
Rajasthan	2012-13	Audit findings of embezzlement by contract employee	Rs. 3.00 lakh
Odisha	2012-13	Audit findings of fraudulent withdrawal	About Rs. 4.00 crore
Punjab	2013-14	Complaint about mis-procurement of library books	Rs. 41.68 lakh
Jammu & Kashmir	2012-13	Report of misuse of funds in Baramulla district.	Rs. 99.55 lakh

3.46 While clarifying, the Department submitted that to ensure effective implementation of SSA, there is a robust monitoring system in place, which includes an annual audit by independent Chartered Accountants empanelled with the Comptroller and Auditor General (CAG) of India, a regular CAG audit, a system of concurrent financial reviews, as well as regular internal audit. The component-wise quarterly reviews, annual Educational Management Information System (EMIS) and regular meetings with State officials are also held to ensure effective implementation of the programme. The progresses on financial activities involved in the implementation of SSA programme are monitored in the Quarterly Financial Review meetings with the Finance Controllers of States and UTs. A Manual on Financial Management and Procurement also assists States in streamlining implementation and financial management.

3.47 The Committee is happy to note that the Department has put in place an effective monitoring system to oversee the implementation of SSA. There are undoubtedly important lessons to be learnt from many of the highly successful States and efforts should be made to replicate them in the underperforming States. The new initiative of Digital India and use of

ICT must also be utilized to bring in more transparency, timely transfer of benefits to the beneficiaries and even in the spreading the light of education across the Country.

IV. MID-DAY MEAL SCHEME (MDM)

4.1 The National Programme of Mid- Day Meal in Schools, popularly known as Mid- Day Meal Scheme covers all children studying in Classes I-VIII in Government and Government-aided schools, Special Training Centres (STC) as well as Madarsas and Maqtabas supported under SSA with the objective to enhance enrolment, attendance and retention of these children in the schools and simultaneously to improve their nutritional status. Mid-Day Meal also helps in promoting egalitarian values, as children from various social backgrounds learn to sit together and share a common meal. In particular, Mid-Day Meal can help to break the barriers of caste and class among children in school. The gender gap in school participation can also be narrowed, as the programme helps erode the barriers that prevent girls from going to school. The Scheme also provides a useful source of employment for women. During the 1st quarter of 2016-17, 9.03 crore children in 11.49 lakh institutions have benefited under the Mid Day Meal Scheme. 25.30 lakh cook-cum helpers are working in Mid-Day Meal Scheme and more than 80% are women.

4.2 A comprehensive and elaborate mechanism for monitoring and supervision of the scheme has been evolved, where representatives of Gram Panchayats/ Gram Sabhas, members of Village Education Committees, Parent Teacher Associations as well as Mothers' Committees are required to monitor the (i) regularity and wholesomeness of the Mid-Day meal served to children, (ii) cleanliness in cooking and serving of the Mid-Day Meal, (iii) timeliness in procurement of good quality ingredients, fuel, etc, (iv) implementation of varied menu, (v) social and gender equity. Officers of the State Government/ UTs are also required to inspect schools and centres, where the programme is being implemented, Quarterly assessment of the implementation of the scheme including review of the progress, monitoring of the Scheme by Review Missions, Regional Workshops and National Review meetings is held.

4.3 The then Planning Commission had approved an allocation of Rs. 90,155 Crores for the implementation of the scheme during the 12th Plan period and accordingly, the amounts were released in each FY as detailed below: -

(Rs. in Crores)

FY	BE	RE	Actual Expenditure
2012-13	11937.00	11500	10844.13
2013-14	13215.00	12189.16	10903.88
2014-15	13215.00	11050.90	10523.39
2015-16	9236.40	9236.40	9144.89
2016-17	9700.00	9700.00	8964.89
2017-18 (Revenue)	10000.00	--	--
Total	67303.40	--	--

4.4 The Committee appreciates the effort put in by the Department to provide wholesome and hygienic food to the Children across the Country and the achievements during the 12th Plan period. However, the Committee notes that the total Budgetary allocation of Rs. 67,303.40 crore for this period, falls way short of the target of Rs. 90,155 Crores then approved by the Planning Commission. The Committee also notes that the performance has seen a continuous slide since the beginning of the 12th Plan and this needs to be arrested as soon as possible and the Department must introspect and also find out the reasons for the continuous decline in the utilization of the funds, despite the allocation being reduced every year. The Committee feels that the lessons learnt during this period, if not implemented, would not help in achieving future targets and even the increase of Rs. 300 Crores in the allocation of 2017-18 would not be utilized completely and optimally.

4.5 The Committee was informed that in 2015-16, the Central share of the Budget release was Rs.9151.55 Crores, which was 99.08% of RE (Rs.9236.40 Crores). However, during the present Financial year 2016-17, only 84.47% of R.E could be released by the Centre (as on 30.11.2016) i.e., Rs.8582.03 Crores against R.E. of Rs. 11050.90 Crores. The Department has submitted that the low releases are due to the reason that the child population in NER States is 5.5 to 6% of the total eligible children covered under MDMS, whereas the mandatory allocation for NER States is 10% of the BE. Further, another reason was that the demand for kitchen-cum-stores has almost been saturated in NER States.

4.6 The Committee is dismayed to note that funds have remained unspent in this flagship scheme of the Department and the Committee finds it astounding to see the reasons for the un-utilized funds as furnished by the Department. The Committee cannot agree with the

logic that the since the child population in the NER is 6% of the total population, the 10% funds allocated for the region could not be spent. The Department cannot afford to undermine the hardship that children have to go through to get a formal education and the difficulties in getting food and other resources, which the children in the Cities and Urban areas get very easily. The Committee recommends that the Department furnish the specific data of the Children in the NER, which could not come under the umbrella of MDM and what steps have been taken by the Department in this regard. Secondly, the Committee wishes to know whether the saturation of demand for Kitchen-cum-Stores in the NER is due to policy paralysis on the part of the State Governments or whether all the areas have actually been covered. The Committee recommends that the Department furnish a report in this regard for the information of the Committee.

4.7 The Department submitted that the funds under MDMS are to be provided for recurring as well as non-recurring existing components. The Recurring Central Assistance is provided for the following components:-

- i) Supply of free food grains (wheat/rice/coarse cereals) @100 grams per child per school day for primary and @150 gram per child per school day for upper primary stage, from the nearest FCI go-down.
- ii) Food grain Transportation Assistance in the 11 Special Category States (viz. Assam, Arunachal Pradesh, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Uttarakhand and Tripura) is being provided at par with the PDS rates prevalent in these States. In other States/UTs, Food grain Transport Assistance is reimbursed at actual cost from nearest FCI godown to the school, subject to a ceiling of Rs. 75/- per quintal.
- iii) Cooking cost includes costs of pulses, vegetables, cooking oil, condiments, fuel etc. It has been enhanced @ 7% for the financial year 2016-17 w.e.f. 01-07-2016. The year-wise cooking cost since 2012-13 is given below:-

(in Rs.)

Year	Stage	Total Cost Per meal	Center-State Sharing			
			Non-NER States(75:25)		NER States (90:10)	
2012-13	Primary	3.11	2.33	0.78	2.80	0.31
	U. Primary	4.65	3.49	1.16	4.19	0.46
2013-14	Primary	3.34	2.51	0.83	3.01	0.33
	U. Primary	5.00	3.75	1.25	4.5	0.50
2014-15	Primary	3.59	2.69	0.90	3.23	0.36
	U. Primary	5.38	4.04	1.34	4.84	0.54
Revised pattern	Funding	UTs(100%)	60:40(Non NER)		NER & 3 Himalayan States (90:10)	
2015-16	Primary	3.86	2.32	1.54	3.47	0.39

	U. Primary	5.78	3.47	2.31	5.20	0.58
2016-17	Primary	4.13	2.48	1.65	3.72	0.41
	U. Primary	6.18	3.71	2.47	5.56	0.62

- iv) As per the MDM guidelines, one cook-cum-helper for schools up to 25 students, two cooks-cum-helpers for schools with 26 to 100 students and one additional cook-cum-helper for every addition of up to 100 students can be engaged with effect from 01 December, 2009 for cooking and serving mid day meal in schools. Honorarium @ Rs 1000 per month is to be paid to each cook-cum-helper. The expenditure towards the honorarium of cook-cum-helper is to be shared with the Centre in the ratio of 60:40 in Non-NER States, 90:10 in NER States & 3 Himalayan States viz., Jammu & Kashmir, Himachal Pradesh and Uttarakhand and 100% for all the Union Territories.
- (v) Assistance for Management, Monitoring & Evaluation (MME) is provided to the States/UT Administrations under the Scheme @ 1.8% of the total assistance for (a) cost of food grains, (b) transportation cost of food grains (c) cooking cost and (d) honorarium to cook-cum-helpers. 0.2% of the total assistance for (a) cost of food grains, (b) cooking cost (c) transportation cost and (d) honorarium to cook-cum-helpers is utilized at the National level for MME purposes.

4.8 The Non-recurring central assistance is provided for following components under MDMS:-

- (i) The Central Assistance for construction of kitchen-cum-store per school across the Country is being provided on the basis of plinth area norms and State Schedule of Rates (SSR) prevalent in the State/UT. The cost of construction of Kitchen-cum-stores was shared between the Centre in the ratio of 60:40 in Non-NER States, 90:10 in NER States & 3 Himalayan States viz., Jammu & Kashmir, Himachal Pradesh and Uttarakhand and 100% for all the Union Territories.

The Department has prescribed 20 sq.mt. plinth area for construction of Kitchen-cum-Store in schools having up to 100 children. For every addition upto 100 children, additional 4 sq.mt. plinth area will be added. States/UTs have the flexibility to modify the slab of 100 children depending upon the local conditions.

- (ii) 100% Central Assistance is provided for procurement of kitchen devices at an average cost of Rs. 5,000 per school in all States/UTs. Kitchen devices include:
- Cooking devices (Stove, Chulha, etc)
 - Containers for storage of food grains and other ingredients
 - Utensils for cooking and serving.

4.9 Apart from the above two components, the Department submitted that the Scheme is proposed to be revised/modified on the following lines: -

- To revise the cooking cost annually on the basis of CPI, WPI and the core inflation rate in consultation with Ministry of Finance.
- To revise honorarium to cook-cum-helpers from Rs 1000 per month per cook-cum-helpers for 10 months to Rs. 2000 per month per cook-cum-helpers for 12 months in a year during the 12th Plan.

- iii) To revise the transportation rate for Non-NER at par with PDS rate subject to maximum amount of Rs. 150 per quintal.
- iv) To revise Management, Monitoring & Evaluation rate from 2% to 3% of the total admissible recurring Central Assistance.
- v) To revise the norms for procurement of kitchen devices from Rs. 5000/- per school to Rs. 10000 to Rs. 25000 per school based on following enrolment slabs of students per school:-

Sl. No.	Enrollment slab	Unit cost (in Rs)
1.	Up to 50	10000
2.	51-150	15000
3.	151-250	20000
4.	251 & above	25000

- vi) Third party evaluation of the scheme would be undertaken, henceforth.

4.10 Further, in order to ensure that the meal meets the nutritional standards and quality prescribed by the MDM Rules, the Food and drug Administration Department of the State may collect samples from randomly selected schools to ensure adherence to quality.

Impact of MDM Scheme

4.11 The Department has submitted the State-wise data regarding the progress in the MDM Scheme, which covers 10.03 Crore children out of a total enrolment of 13.2 Crore Children engaging around 25.5 lakh cook-cum-helper (CCH). This works out to a National average of 39 student-to-cook ratio. The Department also submitted that some states are providing additional honorarium to CCH over and above the mandatory share of the honorarium of Rs. 1000 per month per CCH. It was also informed that the Expenditure Finance Committee recommended *inter-alia* revision of honorarium to cook-cum-helpers from Rs.1000 per month per cook-cum-helpers for 10 months to Rs.2000 per month per cook-cum-helpers for 12 months, in the meeting held on 30th January, 2014 under the Chairmanship of Secretary (Expenditure). The note for Cabinet Committee on Economic Affairs (CCEA) was submitted to Cabinet Secretariat after obtaining the approval of Hon'ble Minister of Human Resource Development and Finance Minister. CCEA considered the above note on 9th July, 2014 and "deferred" it.

4.12 The Committee notes from the data furnished by the Department that in many of the States, the students to cook ratio is very high, whereas as per the MDM guidelines, 1 cook-cum-helper (CCH) for schools up to 25 students, 2 cooks-cum-helpers for schools with 26 to 100 students and one additional cook-cum-helper for every addition of up to 100 students can be engaged. In Kerala, the ratio is extremely high at 183 students per CCH, which is beyond any justification. The Committee, however, notes that Kerala also give an additional amount of Rs. 6500 per CCH as honorarium above the minimum mandatory amount of Rs.1000 per CCH. This is the second highest honorarium after Puducherry, which gives Rs.13000 per CCH.

4.13 The Committee also observes that around 3 Crore children are still beyond the coverage of MDMS and the submission of the Secretary that the figure is high due to duplication of AADHAR data of the number of Children. The Committee recommends that a foolproof enrolment of Children should be carried out at the earliest for the MDMS so that a realistic assessment of the Scheme could be done.

4.14 The Committee is disappointed to note that despite having raised the issue of the need to increase the amount of honorarium given to the CCH to a respectable level at various occasions and a number of recommendations of the Committee in this regard, no outcome is seen till date. The Committee recommends that the Department should pursue the matter whole-heartedly so that a uniformly high basic honorarium is given to all CCH across the Country so that the variations seen across different states in the honorarium given to CCH is reduced to the minimum.

Impact on infrastructure Development

4.15 The Committee notes from the data furnished that 7,96,319 Kitchen-cum-Stores (KcS) have been constructed till 30.09.2016 out of a total sanctioned 10,05,477 KcS. This is approximately 79% of the target that has been achieved. However, it is seen that in some states instead of the KcS increasing across the period, it had decreased e.g., Andhra Pradesh and Manipur in 2014-15, Maharashtra in 2016. While some states/UT like Goa, Delhi, Lakshadweep did not have any infrastructure development, other states like Kerala, Tamil Nadu and Telangana have seen a multiple fold increase in the number of KcS. The Committee feels that there has been a commendable progress in the infrastructural

development and it feels that the Department should continue to press for more such development so that the objective of the scheme is achieved in the best possible manner.

4.16 The Department submitted that a number of initiatives have been taken by Government to ensure for providing nutritious and cooked meal to the children under MDM Scheme. The details of these initiatives are as under:

- i. Government of India has issued updated guidelines on quality, safety and hygiene for school level kitchens to all the States / UTs on 13th February, 2015. These guidelines, inter alia, provide for instruction to schools to procure Agmark quality and branded items for preparation of mid day meals.
- ii. Tasting of meals by 2-3 adults members including at least one teacher before serving to children and to put in place a system of testing of food samples by accredited laboratories.
- iii. Safe storage and supply of ingredients to schools; Procurement of pulses and ingredients of branded and Agmark quality.
- iv. The MDM Rules, 2015 notified on 30-09-2015 provide for mandatory testing of food samples on a monthly basis by Government recognized laboratories to ensure that the meals meet with nutritional standards and quality
- v. Training is also being imparted to the Cook-cum-helpers through ITDC hotels, Institutes of Hotel Management, Food Craft Institutes, Colleges of Home Sciences etc. for building their capacity for preparation of hygienic and nutritious mid day meal.
- vi. Joint Review Missions have been set up to monitor and suggest measures for improvement in the Scheme.
- vii. Social Audit of the Scheme has been conducted in thirteen States (13) States. The conduct of Social Audit has been completed in 10 States viz. Andhra Pradesh, Bihar, Karnataka, Odisha, Maharashtra, Nagaland, Punjab, Telangana, Uttar Pradesh and Tamil Nadu. It is still in progress in 3 States namely Madhya Pradesh, West Bengal & Rajasthan.
- viii. Web enabled MDM-MIS is functional since June, 2012 for effective monitoring of the Scheme.
- ix. Grievance Redressal Mechanism to address the grievances of the stakeholder.

Functioning of the PPP-mode in MDMs

4.17 The Committee was informed by the Department that as per MDM Guidelines, for urban areas where there is a space constraints for setting up school kitchen in individual schools, Centralized kitchen could be set up for a cluster of schools where cooking can take place and the cooked meal may be transported under hygienic conditions through reliable transport system to various schools. Operations of these centralized kitchens may be entrusted to reputed NGOs under

the PPP model. During 2015-16, 314 NGOs were engaged by 17 States/UTs in 127 Districts for providing Mid Day Meal to 72,19,889 children studying in 42,383 Schools. The State wise no. of NGOs, children and institutions under Mid Day Meal scheme is given below:

Details of working of Centralized Kitchens by NGOs in MDMS during 2015-16

Sl. No.	State/UT	No. of districts where NGOs are serving MDM	No. of NGO working	No. of Children covered	No. of institution covered
1	Andhra Pradesh	6	5	138679	1169
2	Assam	2	1	47559	591
3	Bihar	12	6	821717	2760
4	Chhattisgarh	5	4	114236	665
5	Gujarat	7	3	492762	3264
6	Haryana	4	1	277932	2003
7	Jharkhand	2	1	54979	388
8	Karnataka	14	54	877518	5480
9	Madhya Pradesh	14	10	324711	3055
10	Maharashtra	4	2	280029	1448
11	Odisha	9	3	216507	2608
12	Punjab	8	2	179434	1506
13	Rajasthan	4	4	252519	3728
14	Telangana	3	2	147820	1410
15	Uttar Pradesh	22	112	1086423	8356
16	West Bengal	2	60	158366	892
17	Delhi	9	44	1748698	3060
	Total	127	314	7219889	42383

Source: AWP&B, 2016-17

Monitoring Mechanisms

4.18 On a specific query by the Committee, the Department submitted that Government has adopted an elaborate monitoring mechanism at Central, State and District levels to ensure that quality food is served to children under the Scheme. At National level, an Empowered Committee, headed by Minister of HRD, a National level Steering-cum-Monitoring Committee (NSMC) and Programme Approval Board (PAB), both headed by Secretary (School Education & Literacy), evaluate the performance of each State and UT in implementation of the Scheme and suggest measures for its smooth and effective implementation, which is a continuous process. At the State level, a State level Steering-cum-Monitoring Committee headed by the State Chief Secretary and, at District Level, a District Level Committee under the Chairpersonship of the senior-most Member of Parliament of Lok Sabha of the District monitors the implementation of the scheme in the concerned District. At local level Gram Panchayats/Gram Sabhas, members of Village Education Committees (VECs), Parent-Teacher Associations (PTAs) and the School

Management Committees (SMCs) are required to monitor the regularity and wholesomeness of the mid-day meal served to children, cleanliness in cooking and serving of the meal, timeliness in procurement of good quality ingredients, fuel, etc., implementation of variety in menu so as to make it attractive to children and ensuring social and gender equity on daily basis.

4.19 The Department has submitted that during the last 3 years, 273 complaints were received under the Scheme and these complaints were forwarded to respective States/UTs for taking appropriate action in the matter.

4.20 The Department also informed the Committee that despite its efforts and various initiatives, the following hurdles are faced by them during the implementation of the Scheme:-

- i). Delay in the release of funds to the implementing agencies by the States
- ii). Lack of dedicated Management Structure at State, District & Block Levels
- iii). Delay in construction of already approved kitchen-cum-stores
- iv). Less Monitoring of the Scheme
- v). Convergence with other Schemes
- vi). Constraint in availability and supply of fuel
- vii). Availability of eating utensils in schools
- viii). Lack of community participation and ownership.

4.21 The Committee also took note of the best practices as adopted in the States. The following table highlights some of the best practices followed by States under this Scheme:-

Name of State	Details
Andhra Pradesh	As per MDM guidelines children studying in classes I to VIII are covered under MDMS. However, it is praiseworthy that the State Govt. is providing Mid Day Meal for students of classes IX and X also from its own resources.
Bihar	ICT intervention in mid-day meal: The State has introduced many ICT interventions i.e. Management Information System, Dopahar IVRS, Tablet based inspection, Individual web site of all the schools implementing mid-day meal, for monitoring and smooth implementation of MDMS.
Gujarat	“Sukhadi Project ” - To increase the utilization of food grain and enhance calorie and protein a recipe named Sukhadi is being served once in a week to the children. The preparation is made of Wheat, jaggary and oil. Sukhadi” recipe is approved by the CFTRI.
Jharkhand	Additional food items : State is providing additional items i.e. egg/bananas thrice a week from its own resources.
Karnataka	Ksheera Bhagya Yojana (Providing hot Milk): 150 ml hot milk is provided on three days under <i>Ksheera Bhagya Yojana</i> from State funds. It is benefiting 64 lakh children of 1-10 th standards in Govt. and aided schools. Karnataka Milk Federation (KMF) is supplying Skimmed Milk Powder in 1kg packs to schools. 18 grams of

	<p>whole Milk Powder is converted into 150ml Milk. The cost of milk per child is Rs. 5.18 per day.</p> <p>A sum of Rs.100/- is paid to Cook cum helpers for the preparation of hot milk in addition to Honorarium paid to cook-cum-helpers. The State bears the cost of milk and payment of Rs. 100/- to cook-cum-helpers for this purpose from State fund under “<i>Ksheera Bhagya Yojana</i>”.</p>
Kerala	Pre-positioning of funds: State E-Transfers 80% of cooking cost and remuneration to cook-cum-helpers for 6 months to school’s account in the beginning of the year.
Odisha	Rice Fortification and Multi-micronutrient project: The Department of School and Mass Education in collaboration with the United Nations World Food Programme (WFP) has conducted a pilot project of rice fortification of mid-day meals in Gajapati district from State Budget. The fortification project scaled up from iron fortification in Gajapati district to multi micro nutrient in Dhenkanal district & Centralized Kitchen in Cuttack.
Punjab	<p style="text-align: center;">E-Transfer of funds</p> <p>i) Funds are E-Transferred from districts to the schools directly.</p> <p>ii) Honorarium to cook-cum-helpers is E-Transferred in to their bank accounts.</p>
Sikkim	Use of organic vegetables : In the State of Sikkim, every School going child is served with fresh and locally available organic vegetables like potatoes, black dal, cabbage, green saag, cauliflower, Broccoli, radish, carrot, beans, peas in Mid-Day Meals which helps in providing adequate nutrients and proteins to the children.
Tamil Nadu	Additional food items: Eggs/bananas are served to all children from class 1- 10 on all 5 working days. 20 gms of Black Bengal gram / Green gram is provided to children to enhance the calorific needs of the children on all Fridays to supplement carbohydrates with proteins.
Tripura	Dining Hall : The State has taken the initiative of construction of dining hall in the schools with the objective of giving the children an opportunity to sit together and eat their meal (MDM) comfortably and hygienically.
Uttarakhand	<p style="text-align: center;">Honorarium to Cooks cum Helpers</p> <p>i) Additional honorarium of one month (Total 11 Months in place of 10 Months minimum) to all Cook cum helpers (Bhojan Mata) being provided by the State from their own resources.</p> <p>ii) Additional contribution of Rs. 500.00 as honorarium to each cook-cum-helper per month from State resources.</p> <p>iii) State is providing Rs.1000/- as bonus to each Cook-cum-helper annually from State resources.</p>
West Bengal	<p>Dining Halls</p> <p>969 dining halls have been constructed in Jungle-Mahal and Sundarban areas from State funds. 1540 dining halls have been constructed at different districts with the help of local administration / local contribution / MP LAD etc.</p>
Chandigarh	<p>Additional contribution</p> <p>The UT administration is providing additional share in cooking cost (Rs.2.84 at Primary and 2.14 at upper Primary per day per child). UT is also providing additional share of Rs.1622/- towards honorarium to each Cook cum Helper being per month.</p>
Dadra & Nagar Haveli	<p>Additional contributions</p> <p>i) Union Territory is contributing additional Rs 7.75 in primary and Rs.8.17 in upper primary respectively in cooking cost.</p> <p>ii) Honorarium is paid to cook-cum-helpers @ Rs.142.10 per day per cook-cum-helper. Thus the UT’s contribution is Rs. 2600/- is over the central share for each</p>

	cookcum-helper.
Lakshadweep	Coverage of MDM upto class XII U.T. is covering all children studying upto class XII under MDMS and Rs. 62.64 lakhs has been provided for the implementation of MDMS.
Puducherry	Coverage of MDM upto class XII U.T. is covering all children studying upto class XII under MDMS and Rs.1366.27 lakhs has been provided for the implementation of MDMS.

4.22 The Committee appreciates the different initiatives undertaken by the Department in pursuance of the objectives of the MDM Scheme. It is by no means, an easy task to feed the Children across the Country hot cooked, wholesome and Hygienic food everyday. The Committee appreciates the innovative best practices adopted by many of the States, which have established to be lessons for other states. The Department should replicate these innovations in other States or search for other ways more suited to the local conditions. The Department should now focus on the most downtrodden parts of the Country, where these activities would establish to be a life-changer for each child.

4.23 The Committee also appreciates that only 273 complaints have been received during the last three years. This shows that the Scheme is functioning well. However, to ensure that irregularities/Quality issues do not go unreported, the Committee recommends that continuous monitoring and on-the-spot surprise checks should be carried out from time to time.

4.24 The Committee is also aware of issues like delayed payments to vendors, which would directly reflect on the quality of food given to the Children. The Committee also, during its study visits found out that the PPP-mode in MDM is running exceptionally well and it should be replicated in other parts of the Country as this would help in standardizing the food quality and also will be easier to monitor. The Committee appreciates the involvement of renown NGOs like Akshay Patra, as the concept of Centralized Kitchen would help in ensuring both the quality of food and making available standardized food across the State.

V. RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN (RMSA):

5.1 The Centrally Sponsored scheme Rashtriya Madhyamik Shiksha Abhiyan (RMSA) was launched in March 2009. The objective of the RMSA is to enhance access and improve quality of education at secondary stage, while ensuring equity. The scheme envisages enhancing the enrollment for classes IX-X by providing a secondary school within a reasonable distance of every

habitation, improving quality of education imparted at secondary level through making all secondary schools conform to prescribed norms, removal of gender, socio-economic and disability barriers, universal access to secondary level education by 2017, and universal retention by 2020.

5.2 The other existing Centrally Sponsored Schemes viz ICT in Schools, Girls' Hostel, Inclusive Education for Disabled at Secondary Stage and Vocational Education were subsumed from 2013-14 under the RMSA. These are now integrated component of RMSA.

Financial Progress:

5.3 The Department submitted the following details on the Budgetary allocations and the utilization of funds for RMSA during the 12th plan period:-

FY	BE	RE	Actual Expenditure	% age of utilization
2012-13	3124.00	3172.63	3171.62	99.99
2013-14	3983.00	3123.00	3045.90	97.53
2014-15	5000.00	3480.10	3398.33	97.65
2015-16	3565.00	3565.00	3561.60	99.90
2016-17	3700.00	3700.00	3094.76	83.64
2017-18	3830.00	--	--	--
Total	23202.00	--	--	--

5.4 During the year 2016-17, out of budget provision of Rs.3700 crore, an amount of Rs. 3094.76 Crore has been released to all States and UTs as on 7th Feb, 2017 for construction of new school buildings, Girls Hostels and existing secondary schools for strengthening/improvement of existing infrastructure, various recurring interventions such as school annual grant, minor repair grant, in-service training of teachers, salary of teachers and staff, learning enhancement programme, equity & ICT interventions, support to CWSN, vocational courses etc.

5.5 The Committee notes that the expenditure pattern for RMSA is quite healthy throughout the 12th plan period. However, it dropped significantly during 2016-17, which is a cause of concern. The Department has, however, not given any reasons for the poor performance in this financial year but hopes that it would be able to achieve its targets fully and efficiently. The Committee recommends that the Department should ensure that the funds earmarked for the Schemes should be released timely so that last minute rush is avoided to cover its lost grounds. Such a practice would directly and adversely affect the performance of the Scheme.

5.6 The Department submitted the following details of the physical targets vis-à-vis achievements till January, 2017 under the various components of RMSA:

A. RMSA

Physical component	Target for 12 th FYP	Approval
Opening of new schools	1854	3065 new schools have been sanctioned, out of which 2278 schools have become functional.
Strengthening of existing schools	Gaps of all Secondary schools	7904 schools have been approved for strengthening, in addition to 29,478 schools covered in earlier years. Hence, a total approval of 37,382 Schools was identified, out of which 18,675 schools have been completed.
Appointment of additional teachers	1,27,000	Sanction for recruitment of 17,669 teachers for new secondary schools have been approved in addition to 1,02,615 teachers (61,308 teachers of new Schools + 41,307 additional teachers for existing govt. secondary schools) for secondary schools were approved in earlier years. Hence, a total of 1,20,284 teachers were approved against which 76,297 teachers have been recruited.

B. GIRLS HOSTEL

PHYSICAL TARGET	APPROVAL	FUNCTIONAL	GIRLS ADMITTED
Setting up of Girls Hostel in all the EBBs	2483	1014	82890

C. ICT in Schools

PHYSICAL TARGET	APPROVAL	FUNCTIONAL
ICT interventions coverage to all senior secondary and secondary schools	88078	62712

D. IEDSS

PHYSICAL TARGET	APPROVAL
All Children with special need (CWSN) to be covered	2.5 lakh CWSN have been approved & Covered in 2016-17

E. VOCATIONAL EDUCATION

PHYSICAL TARGET	APPROVAL	FUNCTIONAL
All States to be covered	7448	5262

5.7 The Committee notes that the Department has performed well in executing its goals. However, much more needs to be done as it has fallen short of the targets in all its sub-schemes except opening of new schools, where the target has been achieved. The performance has been worst in strengthening of existing schools, appointment of additional teachers and setting up of Girls Hostel in all the EBBs. The Committee feels that the

Department should introspect on these issues keeping in view the distance it has covered during the 12th plan period and the targets set.

Impact of RMSA

5.8 The Committee was informed that the performance of the Scheme is indicated by the following parameters, which has shown improvement in each of them: -

Indicator	2009-10	2015-16
GER(Gross Enrolment Ratio)	62.90	80.01
GAR(Gross Access ratio)	68.22	86.01
GPI(Gender Parity Index)	0.88	1.02

5.9 The Department submitted that the Pupil-Teacher ratio has also improved from 30 in 2009 to 27 in 2015-16 and the Student-Classroom ratio has also improved from 55 to 46 in the same period. The total Enrolment has increased from 3.83 Cr.in 2014-15 to 3.91 Cr. in 2015-16 registering an increase of 2.09%. The Dropout rate has decreased from 17.86% in 2013-14 to 17.06% in 2014-15 registering a decrease of 0.80 percentage points.

5.10 As regards GAR (Gross Access Ratio), the Department elaborated that it means the ratio of number of habitations covered with schools to the total number of habitations and the National GAR for secondary level is 86.48%. Measured against this National GAR, the States/UTs, which have GAR less than National average are Mizoram (39.27), Nagaland (45.72), Meghalaya (52.99), Manipur (55.18), Arunachal Pradesh (57.90), Tripura (60.10), Rajasthan (76.27), Gujarat (78.72), Madhya Pradesh (78.80), Jammu And Kashmir (79.86), Uttar Pradesh (80.06), Jharkhand (83.66),Telangana (84.50), Andhra Pradesh (84.80) and Chhattisgarh (85.36).

Inclusive Education:

5.11 The following steps were taken by the Department in furtherance of the goals for achieving inclusive education across the Country:-

- (i) The total Enrolment of SC/ST Children has increased from 3.83 Cr. in 2014-15 to 3.91 Cr. in 2015-16 registering an increase of 2.09%.
- (ii) The Dropout rate has decreased from 17.86% to in 2013-14 to 17.06% in 2014-15 registering a decrease of 0.80 percentage points.
- (iii) Enrolment of SC children has increased from 71.49 lakh in 2014-15 to 73.11 lakh in 2015-16 registering an increase of 2.26%.
- (iv) The Dropout rate of SC has increased from 18.66% to in 2013-14 to 19.36% in 2014-15 registering an increase of 0.70 percentage points.

- (v) Enrolment of ST children has increased from 32.53 lakh in 2014-15 to 33.23 lakh in 2015-16 registering an increase of 2.15%.
- (vi) The Dropout rate of ST has decreased from 27.20% in 2013-14 to 24.68% in 2014-15 registering a decrease of 2.52 percentage points.
- (vii) The Enrolment of Girls has increased from 1.82 Cr. in 2014-15 to 1.86 Cr. in 2015-16 registering an increase of 2.20%.
- (viii) The Dropout rate of Girls has decreased from 17.79% in 2013-14 to 16.88% in 2014-15 registering a decrease of 0.91 percentage points.
- (ix) Enrolment of Muslim Girls has increased from 19,85,440 in 2014-15 to 20,87,888 in 2015-16 registering an increase of 5.1%.

5.12 The Committee notes that there has been marked improvement in various parameters indicating the general improvement in the status of secondary education in the Country. However, the data pertaining to GAR is especially worrisome as it is indicative of the regional imbalance in the coverage of RMSA across the Country. Most of the NE States are languishing way below the National Average and this need to be addressed urgently. The Committee feels that spread of education to the NER is very important as the Country cannot march ahead without taking each of its Citizens along. The need for Students from that region to travel to far off places leaving the comfort of their homes to get education would automatically be addressed if the Department stringently target the GAR of this region.

Interventions aimed at girls' education:

5.13 The Department has submitted that under RMSA, facilities for Toilets and Hostel are being provided exclusively for girl students. The main objective of the Girls Hostel scheme is to bring the girl child to school and to retain her in school. The scheme envisages setting up of hostels with lodging and boarding facilities in the Educationally Backward Blocks (EBBs) so that the girl students are not denied the opportunity to continue their study due to societal factors. The girl students in the age group 14-18 studying in classes IX to XII and belonging to SC, ST, OBC, Minority communities and BPL families are the target group of the scheme. So far, 2483 Girls Hostels have been approved, out of which 1014 hostels have been made functional with enrolment of 82890 girls. Out of these functional Hostels, 340 Girls Hostels have been approved in Minority Concentration Districts. The following activities are also carried out in this regard :-

- (i) **Self Defense training for girls:** With a view to empower girls and build their life skills to handle situations of threat or assault, conduct of self defense training courses for girls at the

secondary stage has been funded under RMSA across the States and UTs. Till 2016-17, 1,07,017 schools have been approved for self defense training of girls in 35 states at a cost Rs. 89.42 crore.

(ii) Residential quarters for female teachers: While establishing new schools preference for construction of residential quarters for female teachers in remote areas is given in view of the difficulties faced by them and with a view to reduce teacher absenteeism. 2090 residential quarters have been sanctioned under strengthening of schools in RMSA.

(iii) Stipend for disabled girls: Under the Inclusive Education Component of RMSA stipend for girl students with disabilities @Rs 200 per month has been provisioned for as an incentive in view of the discrimination faced by them. Stipends for 94,940 girls have been sanctioned for the year 2016-17.

Status of Teachers' recruitment and training:

5.14 The Committee was informed that under RMSA, there is provision of appointment of 1 Head Teacher and 5 Teachers for every newly upgraded secondary school. There are 1,20,284 teachers posts sanctioned, out of which 76,297 Teachers have been recruited and hence there is a total of 36,091 existing vacancies of Teachers, which is 36.57% .

5.15 Further, during the last three years (2013-14 to 2015-16), training of 15,55,242 teachers has been approved, out of which training has been completed for 7,86,034 teachers, which is only 50.54% .

5.16 The Department has, however, submitted that recruitment and service condition of Teachers is the responsibility of the State concerned and various steps have been taken by the Department for steam-lining recruitment process of teachers such as giving regular emphasis on filling up vacancies of teachers, rigorous monitoring of recruitment of teachers by States/UTs, handholding of States/UTs in recruitment of teachers etc. so far to ensure availability of specialized teachers. Further, the Department has been advising State Governments to speed up their teacher recruitment process.

5.17 On a specific query from the Committee regarding complaints on the recruitment/training process, the Department has submitted that since the Administrative control of teachers is a subject matter of State government and UT administration, no such complaint has been received regarding teacher's recruitment and training.

5.18 The Committee finds that the reasoning of the Department that the recruitment of Teachers falls within the Administrative Domain of the States and hence it is absolved of the responsibility for recruitment of Teachers cannot be agreed to. The Division of Executive

Powers between the Centre and States is clearly defined and the Centre is well within its right to give directions to the State for execution of the Central Laws. This is especially so, if there is an administrative paralysis in the States. The Committee feels that the Department should search for innovative solutions keeping in mind the huge vacancies in Teachers' posts under RMSA, which have remain unfilled for so long. There can be a Central Recruitment Agency for RMSA, which can have representation of both Central and State Governments, which can take adequate steps for recruiting Teachers or if required, conduct recruitment exams for filling these vacancies or this activity can be given to other organizations like EdCIL or any similar agency.

ICT@Schools programme :

5.19 The ICT@Schools scheme provides support to States/UTs to establish computer labs on sustainable basis. The scheme has now been subsumed under the Integrated RMSA Scheme. The components of the scheme include partnership with States/UTs, establishment of smart schools, teacher related interventions and development of e-content. The scheme currently covers both Government and Government aided Secondary and Higher Secondary Schools. Financial assistance is provided for procurement of computers and peripherals, educational software, training of teachers' development of e-contents, Internet connectivity & setting up of smart schools. So far, about **88,078** schools have been approved to be covered under ICT in Schools component of the integrated RMSA scheme. There are various ICT and e-governance initiatives in school education, such as:

- **e-pathshala** - It was developed under NCERT for showcasing and disseminating all educational e-resources including textbooks, audio, video, periodicals and a variety of other print and non-print materials. All NCERT books in Hindi, English and Urdu for class I to XII have been digitized and uploaded. As on 08.02.2017, the portal has 1,16,33,070 visitors, 5,92,408 users have downloaded the app and 16,19,200 total Youtube views are reported.
- **Shaala Siddhi** – It is a comprehensive instrument for school evaluation leading to school improvement. Developed by the National University of Educational Planning and Administration (NUEPA), it aims to enable schools to evaluate their performance in a more focused and strategic manner and facilitate them to make professional judgments for improvement.

- **Shaala Darpan** – The “Shaala Darpan Project” covering all the 1099 Kendriya Vidyalayas was launched on 05.06.2015 to provide services based on School Management Systems to Students, Parents and Communities.

The Status of schools is as under:-

Year	2013-14	2014-2015	2015-2016
No of approved schools	4415	5082	2426
No of functional schools	70	3834	3982*

* against the previous year approval.

5.20 The Committee appreciates the initiatives undertaken by the Department in furtherance of the Scheme and especially in the context of use of ICT at schools which is the way ahead for the future. However, the Committee observes from the Financial details of this scheme that in 2015-16, out of a total of 36 States/UTs, only 10 States have projects approved under ICT component and the remaining 26 States have no projects. Further, the Committee notes that the data provided by the Department is not up-to-date and no information has been furnished for 2016-17 and hence it is not in a position to make a reasonable assessment of such an important aspect of RMSA.

International support:

5.21 The Department submitted that RMSA received external funding from the Development Partners (DP) – World Bank’s International Development Association (IDA), United Kingdom’s – Department for International Development (DFID). As per the financial agreement signed with World Bank, DFID and EU, World Bank has disbursed an amount of Rs. 2934.19 crore (\$ 125 million each year from 2012-13 to 2015-16), DFID has disbursed an amount of Rs. 567.27 crore (£ 20 million each year from 2012-13 to 2014-15) and European Union has disbursed €25 million during (2016-17).

5.22 The Development Partners supported not only programmatically but has also been catalytic in improving the quality of implementation of the scheme, through association with experts in the fields of education, financial management and procurement. The Joint Review Mission (JRM) is conducted every six months to review the progress of the programme. The January Mission undertakes States visits, while the July mission is a desk review. So far, 8 JRMs has been conducted.

5.23 The Preliminary Project Proposal for extension of programmatic support from the World Bank to RMSA for the period 2016-17 to 2019-20 is also under the consideration of the Department of Economic Affairs (DEA), Ministry of Finance.

Monitoring mechanisms:

5.24 The Department submitted that regular monitoring of civil works is being done through online Project Monitoring System (PMS). Further, periodic review meetings, scrutiny of audit reports, capacity building of States/UTs through orientation workshops, development of exemplar training packages etc. are being undertaken. States are requested to release funds to the executing agencies in time and next installments are released only when matching state share has been released. Also, PFMS will be implemented to track timely flow of funds upto school level. The following are the major Problem areas in the implementation of the Scheme:

- i) Delay in implementation by the State Implementing Societies (SIS), in view of the time taken for execution of civil works and cost escalation.
- ii) Inability of States to adhere to the procedures like timely submission of UCs & Audit Reports, delay in release of matching state share and delay in transfer of funds by State Treasury to SIS.

Reform measures and policy initiatives under RMSA:

5.25 The Department further submitted that the following reformative measures were taken to make this scheme function more efficiently and also to bring about effective monitoring:

- Direct Benefit Transfer (DBT): Under IEDSS component of the Scheme, fund for Stipend for Girls will be through Direct Benefit Transfer (DBT) linked through Aadhaar ID *w.e.f.* next financial year 2017-18.
- Performance based releases to States/UTs: Under RMSA, 17.5% of total outlay has been earmarked for new quality initiatives for 2017-18. Out of this 10% of total outlay has been earmarked to the States based on their performance/initiatives taken for improvement of learning outcomes.
- GIS mapping of schools done to carry out spatial mapping for planning purposes. Till 01.02.2017, a total of 12,31,558 schools out of total 15,65,437 schools have been mapped.
- Shaala Siddhi for evaluation & grading of schools: It is a comprehensive instrument for school evaluation leading to school improvement. Developed by the National University of Educational Planning and Administration (NUEPA), it aims to enable schools to evaluate their performance in a more focused and strategic manner and

facilitate them to make professional judgments for improvement. So far, 25,438 schools have registered on the Shaala Siddhi Portal.

- Remedial Teaching for weak students: Remedial teaching have been provided to 6,37,191 students.
- Rashtriya Aviskar Abhiyan: During the current F.Y. 2016-17, an amount of Rs 157.31 crore has been approved for the RAA project on Science & Maths.
- Kala Utsav: MHRD has conceptualized an annual national event Kala Utsav to promote arts in education by nurturing and showcasing the artistic talent of school students at the secondary stage [IX TO XII] in the country and to inculcate in them awareness of India's rich cultural heritage and vibrant diversity. It includes performance and display of exhibits along with their online art project (e-project). Kala Utsav 2015, on the theme 'Beti Bachao Beti Padhao' was held from 8th to 11th December 2015 in which competitions in the four themes of Music, Dance, Theatre and Visual Arts were held. Nearly 1400 Students from all 36 States/UTs participated in the event. National level Kala Utsav, 2016 was held from 15th November 2016 to 18th November, 2016 in Delhi where National level competitions were held among the students of 36 States/UTs, KVS and NVS in the four areas of Music, Dance, Theatre and Visual Arts
- Child-wise data base being captured under UDISE along with Adhaar details, that will aid in child tracking: A total no of 22.35 lakh teachers (Government & Government Aided) data seeded with Aadhaar, has been captured.
- Shaala Darpan :-In 2016-17, School Management System project has been approved in 21 States for implementation on pilot basis.
- Online Monitoring through Project Monitoring System (PMS): Online reporting of physical and financial progress, state-wise, is being done on the PMS system.
- PFMS is being introduced: PFMS system ensures tracking of flow of funds in bank accounts at various tiers/levels of programme implementation. Till date, RMSA staff in 03 states namely Tamil Nadu, Uttarakhand and Madhya Pradesh have been trained for implementation of PFMS system.

5.26 The Committee appreciates the initiatives taken under the Integrated RMSA Scheme and feels that these have great potential in improving the health of Secondary Schools in the Country. The Committee, however, understands that much work still remains to be done and desires that the Department should now focus on the quality of Education imparted under RMSA. The Committee is aware of the disconnect between the curriculum and the expertise/knowledge required in the practical world and as a result, the employability of the Students after passing out from the schools is missing. Further, due to this disconnect, students have to undergo private coaching to clear the entrance exams for Higher Education like Engineering, Medical, Law etc. and this has resulted in the mushrooming of all sorts of

unregulated coaching Centres. This is actually an accurate reflection of how irrelevant the present curriculum in Secondary Schools is for preparing the Student for his future career. The Committee, therefore, recommends that the Department should review the curriculum so as to make it more relevant for their higher education or for their future vocation/employability.

VI. AUTONOMOUS BODIES:

A) KENDRIYA VIDYALAYA SANGATHAN(KVS):

6.1 The Kendriya Vidyalaya Sangathan was registered as a society under the Societies Registration Act (XXI of 1860) on 15th December 1965. The primary aim of the Sangathan is to provide, establish, endow, maintain, control and manage the Central Schools (Kendriya Vidyalayas) located all over India and abroad. The Government of India wholly finances the Sangathan.

6.2 Over the years, the number of Kendriya Vidyalayas steadily increased to 1140 as on date including three KVs abroad (Kathmandu, Moscow, Tehran) and three Non-functional KVs (Gulmarg in Tamarg, KIOCL in Kudremukh and Bandarsindri in Rajasthan). The number of KVs running in double shift are 66. The distribution of 1140 KVs, sector-wise is as under :-

Sl. No.	Sector	No. of KVs
1	Defence	351
2	Civil	652
3	Institutes of Higher Learning	29
4	Projects	108
	Total	1140

Budgetary Provision

6.3 The Department has submitted through its written replies the details of the BE, RE and actual expenditure for last four years as under: -

(Rupees in crores)

Year	Plan			Non-Plan		
	BE	RE	Actual Expenditure	BE	RE	Actual Expenditure
2013-14	350.00	350.00	351.00	2424.97	2424.97	2627.32
2014-15	853.00	742.00	734.72	2501.15	2501.15	2617.39
2015-16	875.00	875.00	896.37	2403.47	2403.47	2796.77
2016-17	1100.00	1102.71	825.00*	2695.47	2884.54	2478.77*

2017-18	Capital 1042.67	-----	---	Revenue 5164.94	---	-----
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6.4 The Committee takes note of the budget allocations for the year 2017-18 and also the expenditure incurred in the last 4 years. From the data given above, the Committee notes that the actual expenditure for the years 2013-14, 2014-15, and 2015-16 has been more than the allocations made at the RE level. It seems that it includes the expenditure incurred from non-lapsable funds given to north-eastern states in the previous years. The Committee is unable to comprehend the actual expenditure incurred in all these years from the allocations actually made, rather the Department should have furnished the figures separately.

6.5 The Department submitted that the basic criterion for admission in Class-I in KVs is the transferability of the parent during the last 7 years. Thereafter, other categories of children to be admitted are of non-transferable Central Government employees, transferable and non-transferable employees of Public Sector Undertakings, State Government transferable employees and wards of the floating population, if seats are available. A total number of 1190997 students (Boys 663881 and Girls 527116) are studying in Kendriya Vidyalayas including enrolment of SC students 234410 (19.68%), ST students 68282 (5.73%), OBC students 191851 (16.1%) and differently-abled students 3429 (0.28%). The total Enrolment of Students has increased to 12,32,393 as on date.

6.6 The Department further submitted that as an initiative for the girl students, all girls are exempted from paying tuition fee from Class I to XII. There is a provision of reservation in admission for single girl child in KVs: (i) 2 seats per section, in class I and (ii) 2 seats per class, in Class VI onwards. These seats are available over and above the sanctioned class strength.

6.7 The Department submitted that the performance of the Students of the KVs has been very good. The comparative performance of KVs with other school organizations during the last 5 years in Class X and Class XII examinations conducted by Central Board of Secondary Education is given in the Table below :-

	2012	2013	2014	2015	2016
Class X	99.36	99.90	99.59	99.39	98.92
Class XII	94.15	94.82	97.39	94.75	95.46

6.8 As regards the North Eastern Region of India, the Department submitted that there are 105 Kendriya Vidyalayas functioning in the NER(including the State of Sikkim) with an enrolment of

75,187 (Boys 40,461 and Girls 34,726). Among these, 59 are in Civil, 22 are in Defence, 17 are in Project Sector and 07 are in Institutes of Higher Learning. The pass percentage in class X & XII in the regions during 2015-16 is given as under:-

	Class X	Class XII
Guwahati Regional Office (covering Assam, Meghalaya, Arunachal Pradesh, Sikkim and West Bengal)	99.22	95.16
Silchar Regional Office (covering remaining part of Assam, Mizoram, Manipur, and Tripura)	98.34	94.90
Kolkata Regional Office (covering Andaman & Nicobar Island Schools and West Bengal).	95.74	94.19
Tinsukia Regional Office (covering Arunachal Pradesh, Nagaland, remaining part of Assam)	98.93	90.20

6.9 **Teachers' Vacancies:** The Department submitted that out of 46,141 sanctioned posts of teachers including Principal and Vice-Principal, 10,285 posts of teachers are lying vacant in Kendriya Vidyalayas located all over the country as on 31.01.2017. The summary of these existing vacancies of Teachers in KVs is given below :-

Sl.No.	Year	No. of vacancies
1.	2014-15	4296
2.	2015-16	2019
3.	2016-17	3970
	Total	10285

6.10 It was further submitted that filling up of vacancies is a continuous process, however, while the process for regular recruitment is undertaken from time to time, in the interim, with a view to ensuring that the academic interests of the students are not adversely affected, contractual teachers are engaged, as per requirement.

6.11 For the years 2014-15 and 2015-16, Kendriya Vidyalaya Sangathan (KVS) had issued advertisement in May, 2015 to fill up 4339 vacancies of teaching and non-teaching staff through direct recruitment. The written tests for the post of Trained Graduate Teachers (TGTs), Librarian, Primary Teacher (PRT) and non-teaching posts were also conducted. However, due to leakage of question papers of PRT and Lower Division Clerk (LDC), the recruitment process for the post of Post Graduate Teachers (PGTs), PRTs, PRT (Music), Librarian and other non-teaching posts were also cancelled.

6.12 Subsequently, an advertisement for filling up 6205 vacancies of teaching posts to be filled up through direct recruitment was published by KVS in September, 2016 and the written

examination for recruitment has already been conducted on 17th December, 2016, 7th and 8th January, 2017 by the recruiting agency.

6.13 The remaining 3994 vacancies are to be filled up through Limited Departmental Examination (LDE) and 86 vacancies of Head Masters (HM) are to be filled up through Promotion as per the provisions of the relevant recruitment rules.

6.14 The Committee is very disappointed with the very slow pace of development in the filling up of vacancies in the KVs. The Committee is also concerned about the leakage of question papers for the recruitment exams, which is a very grave matter. The Department should understand that every delay in the filling up these vacancies would directly affect one generation of students as these vacancies have been kept piling up. The Committee would remind the Department that there is no dearth in the availability of well-qualified Teachers and other officials and there is no reason for keeping these vacancies despite the same having been pointed out at every opportunity by the Committee in the past. The Committee feels that the Department is not serious enough as unlike in the case of SSA and RMSA, KVs is purely a Central Body, which falls squarely within its jurisdiction and the Department has no option but to fill these vacancies at the earliest.

6.15 The Committee is also very disappointed to note that the Recruitment Rules of KVS was amended reducing the promotion of PGTs to the post of Vice-Principals(VPs) through seniority-cum-selection method to zero percent even though earlier it used to be 100 %. This step is a retrogressive step, which would result in the discontentment of the 7,700 PGTs, who have given their blood and sweat for the KVs. The Committee had made its stand clear in its 267th Report on Demands for Grants 2015-16 and in a number of occasions thereafter. The Committee was given to understand that presently the Board of Directors of KVS has approved 50% by Direct recruitment, 25% by Limited Departmental Exam (LDE) and 25% by promotion, which is in contravention of the Expert Committee that recommended for 75% by promotion and 25% by LDE and the matter is now under the consideration of the MHRD. The Committee hopes that the fate of the 7,700 PGTs are taken care of and the important role they play in the organization is duly recognized by giving them promotions to the post of Vice-Principals rather than direct recruitment in the name of administrative capacity and experience. The Committee is not inclined to agree with assumption that direct recruitment would bring more administrative experience because the PGTs would

undoubtedly have more relevant experience in running KVs than the new recruits. The Committee again reiterates its recommendation that the recruitment to the post of Vice-Principals should be 100% by promotion from the PGTs only.

6.16 Regarding the Teachers' Training Programmes and Counseling, the Department submitted that KVS gives due emphasis to Refresher Courses for all categories of its teachers to update their knowledge, methodology and innovative practices. In the session 2015-16 the number of courses/workshops organized are as under:-

Sl. No.	Category	No. of Courses /Workshops	No. of participants
1	In-service Courses for Teachers	84	2675
2	No. of Workshop (ZIETs)	397	3616
	TOTAL	481	6291

6.17 KVS has hired counselors for career guidance and Counseling and also utilizes the services of its teachers, especially of those who have undergone the professional training in Guidance and Counseling, to help children at times of their social needs and also in selection of their career and social obligations through personality development.

6.18 As regards the Infrastructure Development, the Committee was informed that as on date, 1137 Kendriya Vidyalayas are functioning across the Country out of which, 732 KVs are having their own permanent school buildings, 137 KVs in Project Sector, 268 KVs are functioning in temporary accommodation provided by sponsoring agencies, the status of these 268 KVs is as under:

KVs where school building is under construction	102
KVs where school building is under planning	68
KVs where land identified and awaiting lease in favour of Sangathan	66
KVs where land yet to be identified	32
TOTAL	268

6.19 In 102 KVs, the construction of school buildings is under progress at different stages. The fund required for completion of these buildings is Rs. 1156.48 Crore (As on 01.02.2017). In 68 KVs, the transfer of land formalities are completed and planning action for construction of school building has been initiated. (Unit cost of 01 KV school building is Rs. 18.23 Crore). The construction cost for 68 KVs which are under planning, works out to be Rs. 1240.00 Crore.

6.20 The Committee was also informed that there are 8 KVs having hostel facility for boys and girls as detailed below:-

Sl. No	Name of the KV	Region	Total capacity of the students	Present enrollment as on 10.11.2016
1.	Lansdowne (boys)	Dehradun	100	36
2.	Jawahar Nagar (Boys)	Patna	96	58
3.	Jhajjar (Boys)	Gurgaon	50	17
4.	No. I Gwalior (Boys)	Agra	150	Nil
5.	ASC Center Bangalore (Girls)	Bangalore	60	24
6.	Pachmarhi (Boys)	Bhopal	50	50
7.	Ghaziabad (Boys)	Delhi	80	Nil
8.	No. I Delhi Cantt (Girls)	Delhi	72	45

6.21 The Department has submitted that the following constraints/problems are being faced in executing its objectives under the KVS scheme: -

i) Shortage of fund under Plan Head for construction activities.

- (a) Due to constraint of funds, Construction Agencies are not able to maintain the pace of progress and expedite the work within set target dates. Resulting in delay in completion.
- (b) On account of delay in completion proper infrastructure facilities cannot be provided to students and staff.
- (c) Due to delay in completion cost overrun also occurs.
- (d) Contractual complications, arbitration cases etc.
- (e) Audit objections on the delay in completion of work.

ii) Delay in transfer of land in favour of KVS by the sponsoring agency.

- (a) On account of delay in transfer of land by sponsoring agency, KVS is not in a position to sanction the works of construction of school building.

iii) Dispute in land boundaries after the land is transferred in favour of KVS.

- (a) The works get stopped.
- (b) Time & cost overrun.
- (c) Leads to contractual complications.

6.22 The Committee takes note of the refresher courses /workshops for the Teachers. The Committee, however, desires that KVS should also study the efficacy of these courses and

make an assessment as to what extent these are useful, areas for improvement, if any and apprise the Committee accordingly.

6.23 The Committee observes that last year there were 711 KVs functioning from permanent Buildings as compared to this year's figure of 732 permanent Buildings. This indicates that only 21 New school Buildings were added since last year. This achievement is quite poor compared to the target of 101 under construction KVs last year. The Committee feels that the Department needs to streamline its functioning and ensure that all concerned agencies deliver on time. The plea of fund constraint by the Department as mentioned in preceding paras cannot be agreed to as Budgetary allocation for the organization has not yet been fully utilized. The Committee recommends that the Department should keep a strict timeline for finishing the new target of 102 New Buildings this year.

6.24 The Committee also observes that for a huge Country-wide organization like KVs, having only 8 Hostels is very inadequate. The Committee feels that the Department can review this aspect for increasing the number of Hostel.

6.25 The Department also submitted that the Kendriya Vidyalaya Sangathan has taken various initiatives for improving school education system in the country including various Audio/Video device and application of Information and Communication and Technology (ICT). As on 30/06/2016 ICT infrastructure in Kendriya Vidyalayas is as follows:

Sl. No.	Item	Number
1.	Total no. of functional KVs	1136
2.	Total no. of computers available in KVs	66,368
3.	Total no. of students in KVs	11,90,997
4.	Student-Computer ratio	18:1
5.	No. of KVs with computer labs	1106 (97.70%)
6.	No. of KVs having Internet Connectivity	1116 (98.58%)
7.	No. of KVs having Broad Band Connectivity	1096 (96.81%)
8.	No. of KVs having their own Websites	1118 (98.76%)

6.26 As a part of these new initiatives to make the KVs, IT-enabled the following steps on Computer and ICT related Initiatives have been initiated:

- i) Setting up of E-Class rooms in Kendriya Vidyalayas: Initially, Kendriya Vidyalaya Sangathan had implemented the E-class room scheme in 50 Kendriya Vidyalayas @ 10 E-class room in each Kendriya Vidyalaya i.e. 500 E-Class rooms. Further, it has been

extended in 75 more Kendriya Vidyalayas @ 10 E-class rooms in each Vidyalaya i.e. 750 E-class rooms. 3000 more e-classrooms were established during the FY 2015-16 and 3000 are in pipeline and will be established within the FY 2016-17. Each e-classroom is equipped with Interactive Board, Multimedia Projectors and Desktop Computers. All the Kendriya Vidyalayas (except newly opened schools) are having audio-visual devices like tape recorders, television etc.

- ii) E-Content: Kendriya Vidyalaya Sangathan has developed its own E-content in all subjects for all classes which may be used in Kendriya Vidyalayas on-line/off-line basis. The process of updating the E-content is going on regular basis in collaboration with CIET-NCERT, CBSE, and NVS.
- iii) Initiatives taken by KVS In the field of ICT: KVS has implemented various ICT related training programmes in collaboration with Microsoft, Oracle Academy, INTEL & Google so that the students and teachers are prepared for collaborated and self directed learning.

6.27 Regarding the initiatives taken by the Department in furtherance of Sports/Co-curricular Activities in KVs, the following details were submitted to the Committee :-

- The children of Kendriya Vidyalayas participate in various sports and games activities at regional and national level. The students of Kendriya Vidyalayas also participated in Sports Games Federation of India (SGFI) and many students of Kendriya Vidyalaya won medals in different games and sports events.
- The students of Kendriya Vidyalayas participated in Jawaharlal Nehru Science Exhibition conducted by NCERT and won prizes of National level.
- Youth Parliament competition is organised in Kendriya Vidyalayas in collaboration with the Ministry of Parliamentary Affairs every year. For the year 2015-16 KV CRPF, Guwahati, Assam won Pandit Jawaharlal Nehru running Shield and Trophy by standing 1st position at National level.
- 1067 students (630 scouts & 437 guides) of KVs who qualified for Rashtrapati Scouts/Guides Award 2015.
- The student of Kendriya Vidyalayas participated in various Olympiads, namely, Mathematics/Physics/Chemistry/Biology, etc. and won medals at national and international levels.
- Kendriya Vidyalayas organised Social Science Exhibition to nurture the talent among the children in the area of art and culture.
- The KVS Social Science Exhibition cum - National Integration camp is organized at Regional and National Level.

6.28 The Committee feels that a good beginning has been made by the Kendriya Vidyalaya Sangathan and a stage has now come for focusing more on the quality of Education and a composite overhauling of its functioning is the call of the Hour for bringing all-round development for its Students.

B. NAVODAYA VIDYALAYA SAMITI (JNV):

6.29 The National Policy on Education-1986 envisaged setting up of residential schools, to be called Jawahar Navodaya Vidyalayas that would bring out the best of rural talent. It was felt that children with special talent or aptitude should be provided opportunities to progress at a faster pace by making good quality education available to them irrespective of their capacity to pay for it. Such education would enable talented students from rural areas to compete with their urban counterparts on an equal footing. The Jawahar Navodaya Vidyalaya System, which began as a unique experiment, is today unparalleled in the school education system in India and elsewhere. Its significance lies in the selection of talented rural children as the target group and the attempt to provide them with quality education comparable to the best in a residential school system. The number of students applying for admission to Class VI in JNVs is increasing every year. The Scheme is well appreciated and response from the rural poor is very good and there is a constant demand for opening new Vidyalayas, especially in such Districts having large concentration of minority or SC/ST population.

6.30 The Committee was given to understand that out of 644 districts in the Country (as on 31.5.2014), except Tamil Nadu State, which has not accepted Navodaya Vidyalaya Scheme as yet, a total of 638 districts have already been covered under Navodaya Vidyalaya Scheme. The Govt. of India, during 2008-09 has also sanctioned 20 additional JNVs in the districts having large concentration of SC/ST population, and two more JNVs in the State of Manipur. Urdu is the medium of instruction for class VI to VIII in 12 JNVs. Besides, Urdu is being taught as third language in 35 schools. Last FY, 62 new JNVs has been sanctioned for uncovered Districts in the Country.

6.31 The Department ha submitted the following statement showing the details of approved BE, RE and actual expenditure incurred by NVS for the last four years vis-à-vis BE of 2017-18:-

(Rs. in Crore)

Year	Plan			Non-Plan		
	BE	RE	Actual Expenditure	BE	RE	Actual Expenditure
2013-14	1250.00	1250.00	1250.00	498.29	487.49	496.05
2014-15	1500.00	1456.55	1474.53	538.40	538.40	538.40
2015-16	1550.00	1774.14	1774.14	511.00	511.00	511.00
2016-17	1900.00	1993.54	1487.32	571.00	621.24	475.03*
2017-18	-----	-----	---	2700.00 Revenue	---	----

(* as on 31.01.2017)

6.32 The annual outlay earmarked for NER for 2016-17 submitted by Ministry/Department of School Education and Literacy is as follows:

(Rs. In Crore)

Total GBS (Gross Budgetary Support)		Allocation for NER (By HRD)	Anticipated Expenditure against allocation for NER (Plan & Non-Plan)	% Allocation made by MHRD
(BE)	(RE)	(RE)		
1550.00	1993.54	199.35	Plan-Rs.210.93 & Non-Plan- Rs.47.18	9.999%

6.33 Further, there are 88 JNVs functioning under the North Eastern region (Shillong) including two special JNVs namely, JNV Senapati- II and JNV Ukhrul-II. The NVS is providing the allocation to all JNVs of the NER on the basis of the norms at par with hard and difficult areas. The total budget being provided by the Ministry is being used to its full extent.

6.34 The Committee observes that the utilization of funds has been very good in the last three FYs, however, there has been a significant drop this time and only 75.05% of the Budgetary allocation has been utilized. The Committee notes that by this time last year, the utilization figures were as high as 92.38% and the Committee finds this worrying as difficulty will rise in achieving targets, if funds remain un-utilized. The Committee feels that the fiscal discipline can be improved so as to avoid hasty performance towards to FY closing to meet the targets. The Committee appreciates the efforts undertaken by the Department during 2013 to 2016 and hopes that such a trend continues in the years to come. Proper utilization of funds can ensure achievement of the objectives laid out for this scheme and the talented children from rural areas can enjoy quality education and provide them with the opportunities to develop their potential.

6.35 The Department has submitted that the JNVs have been reaching out to the rural children and imparting education very efficiently and the results have been very encouraging. It was submitted that last year 400 students have been selected for IITs and another 554 for Medical exams (MBBS/BDS). The following details are indicative of the performance of the Vidyalayas: -

Number of Navodaya Vidyalayas sanctioned	660
Total No. of Students Enrolled in JNVs	2,53,659
Pass percentage in class X	98.83
Pass percentage in class XII	96.70

6.36 The Department submitted that at present 45 JNVs are functioning from temporary sites. The figure has dropped from 51 JNVs last year as 6 JNVs have been provided permanent site. The construction of 33 JNVs are in progress and may be completed within a period of 1 to 3 years. 5 JNVs were proposed to be constructed under PPP mode. However, the proposal has not fructified and the construction is now proposed to be undertaken under the normal mode to facilitate expeditious completion of the projects. As regard to remaining 7 JNVs functioning from temporary site, the land as assured at the time of sanctioning of the JNVs is yet to be provided by the concerned State/UT to the Samiti. The construction work will be taken up immediately after allotment of land by the State Govt.

6.37 The Committee notes from the information provided by the Department that 45 JNVs are operating from temporary sites. The Committee impresses upon the Department to ensure that the schools shift to its permanent sites within the stipulated time. As regards the strength of the teachers and other staff, that as on date, there are 10,319 teachers against a sanctioned strength of 13,146 Teachers, which is about 78.5% of the required strength. Similarly, there are 7412 Non-Teaching staff against a sanctioned strength of 9316, which is around 80% of the required strength. The Committee is constrained to note that more than 20% of posts are vacant which need to be filled up urgently. The Committee feels that the efforts made by the Department are not enough and the Committee recommends that these should be filled up at the earliest.

6.38 On a specific query by the Committee, the Department has submitted that Government has sanctioned opening of 62 new JNVs in uncovered Districts (as on 31.05.2014) of the Country to be opened in 3 phases of continuing 3 financial years (i.e.22 JNVs in 2016-17, 20 JNVs in 2017-18 and remaining 20 JNVs in 2018-19. However, construction of these JNVs is proposed to be started in 2 phases of continuing 2 financial years (i.e. 32 during 2016-17 and 30 in 2017-18). On a specific query on the status of these new JNVs, the Department submitted that while NVS is directly responsible for opening of these new Vidyalayas, the Department of School Education and Literacy on its part has been actively pursuing the matter with the concerned States/UTs to provide land for construction of buildings of these Vidyalayas and till such time as Vidyalayas can function from their permanent campus, temporary accommodation to start the Vidyalayas from the Academic Session 2017-18. Letters have been issued to Chief Secretaries by Secretary (SE&L) requesting States/ UTs for expediting the allotment of land/ provision of temporary

accommodation. As a result of these efforts proposals for 40 Districts have already been received and are being processed for early starting of the Vidyalayas. The status of opening of 62 new JNVs is as under:

Number of JNVs approved-	62
Number of proposal received as on 09.02.17	40
Number of Proposal approved by Chairman, NVS	15
Sites found suitable, but pending due to process/ Environmental –Forest clearance /status of land	04
Proposals received & inspection is being conducted.	12
Proposals received, but rejected as not found suitable	09
Proposal not received as on 09.02.2017	22

6.39 The Department further submitted that once all the 62 schools are made fully operational (from Class VI to XII), it will benefit about 33,000 students.

6.40 The Committee notes that a considerable amount of time have lapsed since the new JNVs were sanctioned in 2014 and so far only 40 proposals have been approved, which have been scheduled for completion by 2019. The Committee feels that work is not going on as per schedule. The Committee asks the Department to closely monitor the program so that time lines are met. The Committee wishes that the Department should now take up the matter in a mission mode and ensure that atleast the 15 approved proposals are completed during this year itself and also ensure that the Vidyalayas can start functioning without any further delay.

VII. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME (NMMSS) AND NATIONAL SCHEME FOR INCENTIVE TO GIRLS FOR SECONDARY EDUCATION (NSIGSE):

7.1 The Department of School Education & Literacy implements the following two Centrally Sponsored Scholarship Schemes : -

(i) **Means-cum-Merit Scholarship Scheme (NMMSS):** The following are the salient features of the scheme:

- It aims at reducing the dropout of meritorious students of economically weaker sections of society at secondary stage.
- A scholarship of Rs. 6000/- per annum is awarded per student from class IX to XII.

- It covers students of Government, Government-aided and Local Body Schools (KVS, NVS and State Government Residential Schools are excluded).
- Selection of students through an examination conducted by the State/UT Governments.
- States/UTs submit their proposals/beneficiary lists of 2016-17 online through the National Scholarship Portal.

(ii) **National Scheme of Incentive to Girls for Secondary Education (NSIGSE):** The following are the salient features of the scheme:

- It aims at promoting enrolment of girls mainly from SC/ST community at secondary stage.
- An incentive amount of Rs. 3000/- is kept in Fixed Deposit in Bank and released along with interest on-line into the bank accounts of the beneficiary on their passing Class X and attaining the age of 18 years.
- All girls of SC/ST community from State Government, Government-aided and Local Body Schools and all girls passing class VIII from KGBVs are covered under this scheme.
- The girls should be less than 16 years of age and unmarried at the time of enrolment in Class IX.
- States/UTs submit their proposals/beneficiary lists of 2016-17 online through the National Scholarship Portal.

7.2 The detail of scheme-wise allocation and utilization during last three years is given below:

(i) **National Means-cum-Merit Scholarship Scheme (NMMSS)**

(Rs. in crores)

Year	BE	RE	Expenditure	Remarks
2013-14	70.00	95.00	88.72	The unspent balance of Rs. 6.28 crore was due to lack of viable proposals from NER States.
2014-15	70.00	70.00	65.20	The unspent balance of Rs. 4.80 crore was due to lack of viable proposals from NER States.
2015-16	70.00	131.50	127.13	The unspent balance of Rs. 4.37 crore was due to lack of viable proposals from NER States.
2016-17	35.00	39.65	32.64	--
2017-18	282.00 (Revenue)	--	--	--

(ii) **National Scheme of Incentive to Girls for Secondary Education (NSIGSE)**

(Rs. in crores)

Year	BE	RE	Expenditure	Remarks
2013-14	100.00	100.00	94.12	The unspent balance of Rs. 5.81 crore was due to lack of viable proposals from NER States.
2014-15	100.00	100.00	94.23	The unspent balance of Rs. 5.77 crore was due to lack of viable proposals from NER States.
2015-16	100.00	162.00	153.54	The unspent balance of Rs. 8.46 crore was due to lack of viable proposals from NER States.

2016-17	45.00	45.00	42.54	--
2017-18	320.00 (Revenue)	--	--	--

7.3 The Department has submitted that under NMMSS, an amount of Rs. 32.65 crore has been the expenditure as on 03.02.2017 including an expenditure of Rs. 0.36 crore covering sanction of 586 scholarships for NER States. While under NSIGSE, Rs. 42.52 crore has been the expenditure as on 03.02.2017 including an expenditure of Rs.1.36 crore covering sanction of incentive amount to 4536 girls of NER States. These expenditures made so far are for the payment of backlog of scholarships / incentive amount of previous academic years. Further, a common National Scholarship Portal (NSP) has been developed by NIC for on-line submission of list of beneficiary students /proposals of 2016-17 for scholarship schemes of the concerned Ministries / Departments dealing with scholarship schemes. The proposals of 2016-17 under NMMSS and NSIGSE have been uploaded by the State Governments/UT's on this portal and verification is being carried out. The unspent balance under NER head under these schemes would be utilized for disbursement of scholarships / incentive amount of 2016-17in the current financial year.

7.4 The Scholarships / incentive amount are disbursed by the concerned banks directly by electronic transfer into the bank accounts of students through Public Financial Management System (PFMS) following DBT mode. Since the inception of the DBT platform for scholarship schemes, 100% disbursement of scholarships is being made directly into the bank accounts of the beneficiary students. Wherever Aadhaar seeded bank accounts of students are available, disbursement of scholarships/ incentive amounts are made through Aadhaar Payment Bridge (APB).

7.5 The Committee is unhappy to note that scholarships meant for the children of NER has remained un-utilized for so long and no remedial steps seems to have been taken to address this issue. The Committee recommends that the Department should find out why viable proposals are not coming and also to take necessary steps to give wide publicity to these schemes for popularizing amongst targeted groups and schools so as to avail maximum benefits under the schemes. Further, the Department should also review and monitor the schemes on regular basis with State Governments, especially of the NER, for their effective implementation of the schemes.

7.6 The Committee also notes that there has been a major increase in the Budgetary allocation of both these schemes and these can be put to good use in helping deserving

students get the financial support in furtherance of their education. The Committee, however, observes that the scholarship amount of Rs.6000/-, which was last fixed in 2008, is very less and not adequate during the present expensive times. The Committee, therefore, recommends that the Department should enhance the Scholarship and incentive of both the Schemes adequately.

7.7 The Committee further observes that the Department could not meet its target of awarding scholarships to 1 Lakh Students per annum due to the criteria fixed for the eligibility of the Student. The Committee feels that the Department should not be so strict with the technicalities of the Scheme and it should explore the reasons as to why this criteria is not being met and if necessary review the scheme.

VIII. IMPLEMENTATION OF THE SCHEME OF ADULT EDUCATION

8.1 In order to improve the literacy rate, rural areas of 410 districts have been identified under Saakshar Bharat programme in the Country that had the adult female literacy rate of 50 per cent or below as per Census 2001 including Left Wing Extremism affected districts, irrespective of their literacy rates, with special focus on women and other disadvantaged groups.

8.2 The Budgetary allocation for the 'Support to Voluntary Agencies for Adult education and Skill Development for the last 4 FY are as follows:

FY	BE	RE	Actual Expenditure
2013-14	100.00	118.00	114.41
2014-15	100.00	79.99	61.98
2015-16	75.00	100.00	93.67
2016-17	40.00	115.85	37.89
2017-18 (Revenue)	40.00	--	--

8.3 The principal target of the programme is to impart functional literacy to 7 crore adults in the age group of 15 years and above. Around 10.38 crore non-literate adults (15+ age group) were identified through door to door survey. About 44.43 lakh Volunteer Teachers (VTs) have been mobilized and trained. Teaching learning process has commenced through 51.5 lakh Literacy Centres since the beginning of the programme in the coverage area of Saakshar Bharat districts. The teaching learning activities have been undertaken in 13 Regional languages and 26 local dialects. Learners are assessed in reading, writing and arithmetic skills. Assessments are also designed to gauge the learner's general awareness, including that of social issues. Learners who

score 40% marks in all three components are declared successful and given a certificate jointly by NLMA and NIOS. Bi-annual assessments are conducted every year on pre-decided dates in the month of August and March. Around 5.75 crore adult learners have been certified as literate through 13 assessment tests conducted so far.

8.4 The Committee was also told that so far 5.75 crore adult learners have been certified as literate against the target of 7 crore, which is around 82% of the target. Around 1.5 crore learners are targeted to be assessed in the 14th Phase of biannual assessment test scheduled to be conducted on 19th March, 2017.

8.5 The Committee notes that the performance of the Scheme in terms of budgetary utilization has been quite weak through out the time except for the initial year i.e., 2013-14. This could explain the massive cut in the BE for two consecutive years. The Committee understands from the submission by the Department that this is the only scheme which is implemented through the Voluntary Agencies and not directly by the Department and hence utilization of funds have been very low and erratic. The Committee recommends that the Department should ensure that the objectives of the scheme should not suffer for want of funds.

IX. STRENGTHENING OF TEACHER TRAINING INSTITUTIONS

9.1 The Centrally Sponsored Scheme of Restructuring and Reorganization of Teacher Education (CSSTE) was initiated in 1987 pursuant to the formulation of the National Policy on Education, 1986. The National Policy on Education (NPE) 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.

9.2 The Scheme was revised for the 12th Five Year Plan with an approved outlay of Rs. 6308.45 Crore to be shared between the Centre and the States in the ratio of 60:40 (90:10 for the NE States and 3 Himalayan States). The Scheme aims to provide infrastructural and institutional support to Government Teachers Education Institutions (TEIs)

9.3 Up to the 3rd year of the 12th Five Year Plan period, i.e. from 2012-13 to 2016-17, 75 District Institute of Education & Training (DIETs)/ District Resource Centers (DRCs), 16 Colleges

of Teacher Education (CTEs) and 7 Institutes of Advanced Studies in Education (IASEs) have been approved by Teacher Education Approval Board.

9.4 The details of funds allocated and utilized in the 12th Five Year Plan is as follows:

(Rs. in crores)

Year	Budget Estimates	Revised Estimates	Actual Grant released/ Expenditure
2012-13	500.00	395.71	395.47
2013-14	500.00	525.00	507.60
2014-15	550.00	500.00	499.99
2015-16	557.60	489.10	488.70
2016-17	480.00	480.00	362.50*
2017-18	480.00	-	-

*Up to 31st January, 2017.

9.5 The Committee notes that the Budgetary allocation has decreased over the period of the 12th plan period and the reason seems to be inability of the Department to fully utilize the funds during the initial years of the plan period and even in the 2016-17. The Committee, therefore, recommends that the Department should pursue with the concerned authority for enhancement of the funds for strengthening the existing infrastructure and other facilities but more importantly to ensure that the funds are utilized properly and more efficiently.

9.6 The Committee is also disappointed to note that there still exists huge amount of vacancies of Academic Posts in the TEIs despite a number of recommendations of the Committee in its earlier reports. The Committee finds this apathy unacceptable and it is an indicator of the status of quality of teaching in our schools as the Teachers that graduate from such institutes cannot have the desired quality. The Committee, therefore, recommends again to the Department to take concerted efforts to fill up these vacancies at the earliest.
