



सत्यमेव जयते

PARLIAMENT OF INDIA
RAJYA SABHA

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

**HUNDRED THIRD REPORT
ON**

**(PRESENTED TO THE RAJYA SABHA ON 24TH APRIL, 2001)
(LAID ON THE TABLE OF LOK SABHA ON 24TH APRIL, 2001)**

**RAJYA SABHA SECRETARIAT
NEW DELHI
APRIL, 2001/VAISAKHA, 1923 (SAKA)**

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**COMPOSITION OF THE COMMITTEE
(2001-2002)**

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SECRETARIAT

Shri Satish Kumar, Additional Secretary
Smt. Vandana Garg, Director
Shri C.B. Rai, Under Secretary
Shri Ratan Kumar Sahoo, Research Officer
Shri P. Narayanan, Committee Officer

PREFACE

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorised by the Committee to present the Report on its behalf, do hereby present this Ninety Third Report of the Committee on the Demands for Grants (Demand No.46) of the Department of Elementary Education and Literacy, Ministry of Human Resource Development for the year 2001-2002.

2. The Committee considered the various documents and relevant papers received from the Department of Elementary Education and Literacy, Ministry of Human Resource Development and also heard the Secretary and other Officials of that Department on the said Demands for Grants in its meeting held on 27th March, 2001.

3. The Committee considered the Draft Report and adopted the same in its meeting held on 11th April, 2001.

NEW DELHI;

S.B. CHAVAN

April 11, 2001
Chaitra 21, 1923 (Saka)

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

REPORT

INTRODUCTION

1.1 With the Constitutional mandate of 1950 under Article 45 Chapter IV, Directive Principles of State Policy, which states “the State shall endeavour to provide within a period of ten years from the commencement of this Constitution for free and compulsory education to all children until they complete the age of 14 years” and efforts of 83rd Amendment focussing on making Elementary Education a Fundamental Right, provision of universal elementary education has been strongly upheld and made a salient feature of National Policy since independence. This resolve has been vigorously spelt out in the National Policy on Education (NPE) 1986 and the Programme of Action (POA) 1992. Social justice and equity are by themselves a strong argument for providing basic education for all. It is an established fact that basic education improves the level of human well-being especially with regard to population control, life expectancy, infant mortality, nutritional status of children etc. Studies have also shown that universal basic education significantly contributes to economic growth.

II ELEMENTARY EDUCATION STATUS

2.1 As compared to 1950-51, the number of Primary Schools which was 2.10 lakh with 5.38 lakh teachers has grown up to 6.27 lakh Primary schools with 19.04 lakh teachers in 1998-99. Similarly, there were 13,596 upper primary schools with 86000 teachers in 1950-51 which has increased to 1.90 lakh upper primary schools with 12.78 lakh teachers. Similarly, in 1950-51, 19.50 million children were enrolled which increased to 150 million in 1998-99.

2.2 As per Census 1951, the literacy rate which was 16.67% rose to 52.2% in 1991 and 62% in 1997 as per National Sample Survey Organisation (NSSO) 53rd round survey. If the rate of growth of literacy is compared with 1951 it is seen that during 1951 to 1991 it increased at a slow pace. However, if the rate of growth between 1991 and 1997 is taken into account it will be seen that it has increased around 10% in a short span of 6years showing 1.6% rate of growth per year. If this is taken as the base, then it is expected that the target of 75% literacy could perhaps be achieved by the end of 2005 as envisaged by National Literacy Mission. According to the NSSO Survey (53rd Round), the female literacy rate rose from 39.3% in 1991 to 50 % in 1997 and the rural literacy rate increased from 44.7% to 56% during this period. The Committee feels that NSSO figures are highly misleading as the samples chosen are not really representative samples. Both NSSO figures and other indicators may hold good so far as the Country as a whole is concerned, but the reality in the field is totally different. Though these figures may give the impression that the gender gap and urban rural differential has reduced considerably, the gap between Male-female Literacy, urban-rural literacy, literacy amongst SCs/STs and other weaker sections is still a cause of concern for the Committee. The Committee is conscious of the fact that in certain Tribal dominated areas in the country, literacy among males is very low and particularly among females is even less than 2% especially in the State of Orissa. The Committee is of the considered view that balanced growth will not be possible in case this gap is not bridged by taking special care of such weaker groups. Such groups will have to be brought to the mainstream by educating them and providing all possible assistance.

III BUDGETARY ALLOCATION

3.1 The Ninth Plan allocation for Elementary Education and Literacy has been Rs. 16,999.98 crores against Rs. 4,280.00 crores in Eighth Five Year Plan. The projected requirement of Ninth Plan was Rs. 63118.98 crores. The Secretary, Department of Elementary Education and Literacy stated that expenditure during four years of the Ninth Plan was Rs. 11324.96 crores which was approximately 66.62% of the entire allocation. Taking this into account Rs. 5675.02 crores is available for allocation for 2001-2002. The projected requirement was Rs.5,227.40 crore. However, actual allocation made is Rs.4,000 crore which shows a shortfall of Rs.1227.40 crores. The allocation for 2001-2002 for the major schemes of the Department are as under:-

Scheme	Allocation (Rs. in crores)	% of outlay
-Mid Day Meals Programme	930.00	23.25
-District-Primary Education Programme (DPEP)	1100.00	27.50

- Operation Blackboard (O.B.)	520.00	13.00
-Sarva Shiksha Abhiyan (SSA)	500.00	12.50
-Education Guarantee Scheme and Alternative and Innovative Education (EGS & AIE)	400.00	10.00
-Teacher Education	220.00	5.5
-Adult Education	200.00	5.0

3.2 The Committee notes that the plan allocation of Rs.3728.75 crore for elementary education in 2000-2001 was reduced to Rs.3250.00 crore at the RE stage and against this reduced allocation, expenditure reported upto 16th February, 2001 is only Rs.2601.89 crore. This has been there for all the four years of the Ninth Plan. The Committee suggests that all the Schemes should be included in the Budget only after the approval of all the concerned Departments. The present practice should be stopped forthwith. It has been informed that the long process of approval of a number of programmes like Sarva Shiksha Abhiyan (SSA), Education Guarantee Scheme and Alternative and Innovative Education Scheme etc. has adversely affected the utilization of funds as only planning activities could be initiated during 2000-2001. The Committee has noticed the trend of under-utilisation during 1999-2000 also. The Committee hopes that as substantial work in building up capacity of States to undertake the planning exercise has already been initiated, SSA and EGS and AIE Scheme would be effectively launched during 2001-2002 leading to optimum utilization of allocated funds.

PERFORMANCE BUDGET

3.3 The Committee is of the view that the present document of Performance Budget is anything but Performance Budget. It merely gives description of the Schemes which in fact is also necessary. The Performance Budget is expected to give the quarterly financial and physical targets and authorities responsible for implementing the same. There should be monitoring by a joint Committee of Centre and State.

IV UNIVERSALISATION OF ELEMENTARY EDUCATION

4.1 Last year, the Committee was given to understand that the revised 83rd Constitution Amendment Bill, 1997 to make education for children from 6-14 years of age a Fundamental Right had been referred to a Group of Ministers for detailed examination of financial and legal aspects. As per the latest information, the 83rd Constitution Amendment Bill is still under consideration of the Group of Ministers.

4.2 The Committee strongly recommends that the Constitutional obligation of making free and compulsory education upto the age of 14 years be declared as a Fundamental Right. The Bill should be brought before the Parliament without any loss of time.

V OPERATION BLACKBOARD

5.1 The Scheme of Operation Blackboard was started in the year 1987-88 to bring all existing primary schools in the country to a minimum standard of facilities by providing them with:-
at least two reasonable large all weather rooms along with verandah and separate toilet facilities for boys and girls;
at least two teachers as far as possible one of them a woman; and
essential teaching and learning material.

The Scheme has been expanded to provide a third room/ teacher to primary schools where enrolment exceeds 100 and to extend the same to the upper primary schools from 1993-94. The Scheme is implemented through State Governments/UTs through 100% Central assistance for procurement of teaching learning material and appointment of additional teacher in single teacher schools. However, construction of school buildings is the responsibility of the State Governments.

5.2 The Committee while appreciating the lofty objective of introducing Operation Blackboard is of the view that Government have miserably failed in achieving those objectives. In most of the schools in the country these minimum facilities hardly exist. There are many schools which have only one teacher. The Committee cannot think of a single teacher school because of its inherent constraints. The Committee strongly recommends that the concept of single teacher school should be stopped without any loss of time as it is not serving any useful purpose. The Committee is of the opinion that in every school there should at least be two teachers by the end of Ninth Plan. There is a provision for additional teachers for far flung areas which are normally the tribal areas and 50% of the teachers have to be lady teachers. These lady teachers should be asked to join in their assigned rural areas and all the State Governments may be requested to implement the Scheme for better enrolment of girls in these areas.

5.3 Following are the details of Third Teachers posts sanctioned/appointed for primary schools with enrolment

exceeding 100 under Expanded Operation Blackboard scheme during 9th Plan (as on 5.3.2001)

State	Appointed	Sanctioned	To be appointed
Nagaland	95	0	95
Tamil Nadu	4613	1602	3011
West Bengal	3750	1292	2458
	8458	2894	5564

It may be seen from the above that out of 8458 sanctioned posts of Third teachers for the three States, 5564 posts remained unfilled. Such a large number of posts could not be filled up by the above mentioned States even when the expenditure was to be borne by the Central Government.

5.4 Following are the details of additional teachers posts sanctioned/appointed for upper Primary schools under Expanded Operation Blackboard Scheme during 9th Plan:-

State/UT	Sanctioned	Appointed	To be appointed
A.P.	306	0	306
Assam	6730	2804	3926
Haryana	1204	0	1204
Maharashtra	3905	0	3905
Mizoram	106	0	106 (Sanctioned during 2000-2001)
Nagaland	161	0	161
Orissa	10023	0	10023
U.P.	5310	2106	3204
West Bengal	2353	0	2353

From the above, it will be observed that the States of A.P., Haryana, Maharashtra, Mizoram, Nagaland, Orissa and West Bengal have not recruited a single teacher against their sanctioned posts. The State of Assam and U.P. have also to appoint most of the sanctioned posts. Out of the total sanctioned posts of 61,488 additional teachers 28,056 (nearly 50%) posts are yet to be filled up. Asked as to the reason for not filling up the posts by the States even though the expenditure on appointment has to be borne by the Central Government, the Department informed that States/UTs are reluctant to fill up the posts as the committed liability at the end of the plan period gets transferred to the States. The Committee is not convinced by the argument of the Department that the States are being encouraged to process the new appointments of teachers under SSA as it would ensure the financial support for a longer period from Central Government. The Committee wonders as to how far the financial norms of sharing of Teacher Salary between Centre and State Governments in a ratio of 75:25 during the Tenth Plan and 50:50 thereafter would be acceptable to the State Governments. Most of the State Governments due to their financial constraints find it difficult to shoulder this additional liability. The Committee, therefore, feels that the schemes should be formulated in such a way that State Governments could find it convenient to accept the liability when it comes to them. It should be understood that effective implementation of any scheme, which has to be done by the State Governments, is not possible without the full cooperation of the States.

5.5 As per the Performance Budget 2000-2001 of the Department, NIEPA, which was assigned the task of assessing quantitative and qualitative progress made in the implementation of the scheme in 1997-98 is yet to submit its report. The Committee regrets that the report of NIEPA is still awaited and wishes that the report should be finalized, studied and remedial measures taken by the Department at the earliest.

VI NON-FORMAL EDUCATION PROGRAMME

6.1 The programme was launched in 1979-80, particularly for those children especially girls and working children whose participation in the school system was thwarted by socio-economic conditions. The programme was revised in 1993, with emphasis on organizational flexibility, relevance of curriculum, diversity in learning, activity to suit the needs of learners through decentralized management. The main focus of the programme was on the educationally backward States of Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal. After evaluation of the programme by the Planning Commission, and also in the light of feedback received from various studies, the Programme of non-formal education has since been revised and named Education Guarantee Scheme and Alternative and Innovative Education (EGS&AIE). The revised scheme envisages the following strategies:-

Setting up of schools in schoolless habitations (EGS)

Interventions for main-streaming of “Out of School Children” i.e., bridge-course, back to school camps etc. (AIE) Strategies for very specific difficult groups of children who cannot be main-streamed (AIE).

6.2 The scheme has all-India coverage with priority to ten educationally backward States as stated above. The ratio of sharing of expenditure between Centre and State is 75:25. The Central assistance is 100 per cent for centres run by voluntary agencies, whose number is 816 at present. Since a lot of preparatory work, such as micro-planning, school mapping exercise, setting up of state level societies, etc. is to be carried out by States/UTs for operationalisation of the revised scheme, it would be fully implemented with effect from 1st April, 2001. However, EGS component could be operationalised during 2000-2001.

6.3 As per the sixth All-India educational survey 1993, there were 1,76,523 schoolless habitations out of 10,60,612 total habitations in the country which did not have a learning centre within one kilometre. The Committee does not know whether the Department has any time-bound strategy to cover these unserved habitations. The Committee would like to know in what manner the Department proposes to cover the habitations as the number of such habitations is quite large.

6.4 As per the revised EGS&AIE, the unit cost per child per annum has been revised from Rs. 375 to Rs.845 for an EGS primary centre and from Rs.580 to Rs.1200 for an upper primary centre. Similarly, honoraria of instructors and supervisors have been enhanced to Rs. 1000 per month and Rs.1500 per month respectively. The annual allocation for teaching learning material and cost of training of instructors have also gone up. In view of this increase, the enhanced B.E. allocation of Rs. 400.00 crore for 2001-2002 is likely to be fully utilized, the Department has informed.

Since the beginning of the Ninth Plan, allocation for Non-Formal Education Scheme is being drastically reduced at the RE stage and even that reduced allocation could not be fully utilized, the Department has informed, as the scheme was under revision during this period. The Committee feels that the change has taken place only in the nomenclature, the new Scheme will be continuing on the same pattern as the earlier one. The Scheme has totally failed. The Committee considers this as wasteful expenditure.

VII DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)

7.1 The Centrally sponsored scheme of District Primary Education Programme (DPEP) was launched in 1994 as a major initiative to revitalize the primary education system and to achieve the goal of universalisation of primary education. The programme adopts a holistic approach to universalize access, retention and improved learning achievement and to reduce disparities among social groups. The programme primarily aims at providing access to primary education for all children, reducing primary drop-out rates to less than 10 per cent, increasing learning achievement of primary school students by at least 25 per cent and reducing the gap among gender and social groups to less than 5 per cent. 85 per cent of the project cost is shared by the Central Government and 15 per cent by the State Governments. The Central share is resourced by external funding. The programme which was initially launched in 1994 in 42 districts of 7 States has now expanded to cover 248 districts of 18 States. The programme is to be further expanded in 8 districts of Orissa, 9 districts of Rajasthan and 6 districts of Gujarat. Under the programme, 10,000 new primary schools have been opened and 53,000 alternative schooling centres have been set up, so far. Besides this, 15,000 new school buildings and 24000 additional class rooms have been constructed, apart from repairing of 6000 school buildings. A provision of 25,000 units of drinking water and toilet facilities have also been provided in the schools. The Committee recommends that drinking water facility and toilets should be made the integral component of DPEP and these facilities must exist in every school under DPEP.

7.2 There has been by and large full utilisation of funds allocated under this programme since 1993-94 although instances of reduction at the RE stage are there. The allocation for DPEP in 2000-2001 was Rs.969.00 crores which was reduced to Rs.820 crores at R.E. stage. Asked as to the reason for this reduction, the Department clarified that the B.E. allocation for 2000-2001 was reduced to Rs.820 crores in spite of the proposed requirement of Rs.1056.00 crores. The B.E. 2001-2002 is Rs.1100.00 crores which will meet the requirement of funds for the on-going programmes as well as meet the requirements for the proposed expansion of DPEP in additional districts of the States of Rajasthan, Orissa and Gujarat. The Committee expresses its unhappiness over the drastic cut at the R.E. stage in 2000-2001 and hopes that there will not be any cut in R.E. 2001-2002.

7.3 According to the Department, the reviews and various evaluations studies of the programme have brought out that the programme has resulted in significant increase in enrolment, improvement in learning achievement, reduction in repetition rates/dropouts with increased community involvement and improvement in classroom processes. However, the Committee observes that the enrolment trend of DPEP phase I indicates that the increase in enrolment is not uniformly maintained in States of Assam, Kerala and Tamil Nadu. Similarly, with regard to the number of children enrolled in phase II districts, there is a declining trend with respect to the States of Bihar, Kerala and Tamil Nadu. The

Committee recommends that necessary steps should be taken by the Department to check the negative trends in the concerned States.

VIII NATIONAL PROGRAMME FOR NUTRITIONAL SUPPORT TO PRIMARY EDUCATION (MID-DAY MEAL PROGRAMME)

8.1 The Mid-day Meal Programme was launched on the 15th August, 1995 to give a boost to universalisation of primary education and simultaneously emphasizing on nutrition of students in primary schools. The scheme aims at providing wholesome cooked/processed food through local bodies such as Panchayats and Nagar Palikas. Under the scheme, food grains (wheat/rice) at the rate of 3 kg. per student per month is being distributed to all children in primary classes studying in Government, local bodies and Government-aided schools, subject to a minimum attendance of 80 per cent in month. The idea under the scheme was to give foodgrains initially and subsequently switch over to serving of cooked food. However, even after the passage of five to six years after the launching of the scheme, most of the States are still distributing foodgrains to the students, due to various difficulties being faced by them, such as constraint of resources, inadequate cooking arrangements and resentment among teachers. Only a few States like Gujarat, Kerala, Orissa, Tamil Nadu, Madhya Pradesh and Pondicherry serve cooked food to the eligible children. The Department has been persuading the States to change to hot cooked meals but so far it has not been successful.

8.2 The programme covers 9.90 crore children in about 7.14 lakh schools in the country and perhaps it is the largest programme in the world. While the programme has reportedly given a boost to enrolment in the States of Assam, Madhya Pradesh, Uttar Pradesh and West Bengal, it had positive impact in other States on school attendance and retention.

8.3 The Committee is constrained to observe that the trend of lifting of foodgrains during the period 1998-2001 has been very discouraging as indicated below: –

Year	Allocation (MTs)	Lifting (MTs)
1998-99	27,06,274	11,47,917
1999-00	27,67,251	14,01,765
2000-01	24,80,692	10,60,068(upto Dec.2000)

Cost of transportation of foodgrains is reimbursed through District Authorities for movement of foodgrains from FCI godowns to the schools @ actual cost subject to the maximum of Rs. 50 per quintal as applicable under Public Distribution System. The Committee finds that BE provision of Rs. 1090.00 crores in 2000-01 was enhanced to Rs. 1300.00 crores to make part payment against FCI bills. However, further bills of FCI amounting to Rs. 575.21 crores remain pending. The Committee is of the view that non-clearance of bills has resulted in poor lifting of foodgrains. Situation is very bad in NE States as non-clearance/delay in clearance of FCI bills resulted in lifting of only 26,327 MTs foodgrains against 1,14,789 MTs allocated to NE States during 1998-99. During 2000-2001 also, lifting has not improved in Assam, Arunachal Pradesh and Meghalaya. The Committee is of the view that effective measures are required to be taken for streamlining the procedural formalities so as to ensure timely clearance of FCI bills.

8.4 The Department has pleaded for higher allocation for this programme which should be commensurate with the requirement of the programme. The Committee while agreeing for higher allocation for such a big programme in the direction of universalisation of elementary education, wishes to record its reservations on the following counts:- The initial idea of serving cooked hot meal to the students is defeated as most of the States are distributing foodgrains due to their own compulsions.

The quality of cooked food is not of required standard due to lesser allocation. The Committee has been given to understand that it is very difficult to maintain the required standard of cooked meal with the present insufficient earmarking of funds for various food items.

8.5 The Committee has been given to understand that the Department is contemplating to involve the voluntary agencies in the implementation of Mid-Day Meal Scheme. The Committee has its own doubts about effectiveness of this proposed move. The Committee feels that in the light of experience gained on involvement of voluntary agencies in other Elementary Education Schemes, voluntary agencies should not be involved in the implementation of this Scheme. The Committee notes that in a recent meeting with State Secretaries, State Governments were impressed upon to provide hot cooked meals to students. The Committee has been given to understand that there is a proposal to suitably modify the scheme which would get implemented with the onset of Tenth Plan. The Committee would like to be apprised in this regard. The Committee reiterates its earlier recommendation that only hot cooked meals should be served to the students under Mid-Day Meal Scheme.

IX SARVA SHIKSHA ABHIYAN (SSA)

9.1 The programme of Sarva Shiksha Abhiyan which was approved by the Union Cabinet on 16 November, 2000, seeks to achieve the goal of Universalisation of Elementary Education (UEE) through a time-bound integrated approach, in partnership with States. Separate budget provisions for schemes like Operation Blackboard, Non-Formal Education, Teacher Education will cease at the end of 9th Plan and will be made under SSA Programme thereafter. All the externally aided projects like DPEP, Lok Jumbish, Shiksha Karmi, Mahila Samakhya will be part of the SSA framework and separate allocation will cease with the end of Project period in the case of ongoing programmes.

9.2 Some of the financial norms under SSA are as follows –

- Assistance on 85:15 sharing arrangement during 9th Plan, 75:25 sharing arrangement during 10th Plan and 50:50 thereafter between the Centre and State Govts.

- Funds to be released to State Govts only after transfer of previous instalment of Central and State share to the State Implementation Society.

- Support for teacher salary to be shared in the ratio of 85:15 during 9th Plan, 75:25 during 10th Plan and 50:50 thereafter between Centre and States.

The Committee has its own reservations on the financial norms laid down under Sarva Shiksha Abhiyan (SSA). In view of financial constraints of State Governments, it is doubtful whether the financial norms indicating increased liability on State Governments even in a phased manner would be acceptable to them.

9.3 The Committee notes that preparatory activities have been initiated in over 100 districts of more than 20 States/UTs. Only one District Elementary Education Plan has been received from Andhra Pradesh so far. These District Plans after their appraisal would be placed before the State and National level Mission for approval. The Committee is of the view that it would not be feasible to finish all these activities during 2001-2002. An allocation of Rs.500 crores has been proposed for SSA for 2001-2002. The Committee observes that SSA has been under the formulation stage since the beginning of Ninth Plan. Allocations are being made every year showing nil expenditure at the end of year. It was only during 2000-2001 that an expenditure of Rs.16.16 crore has been incurred upto 16.2.2001 against a BE provision of Rs. 350.00 crores apparently on preparatory activities prior to launching of SSA. In view of the background, the Committee is of the view that Department should ensure that all the preparatory activities are completed at the earliest leading to launching of the scheme already over-delayed. The Committee is of the considered view that budgetary allocation for a scheme should be made only when the scheme has been finally approved.

X NATIONAL PROGRAMME FOR WOMEN'S EDUCATION

10.1 The Committee notes that allocation of Rs. 674.68 crores has been made for the Scheme of 'National Programme for Women's Education' in the Ninth Plan. Funds were to be allocated to States on the basis of female illiteracy. Funding pattern proposed was – Elementary Education – 60%, Secondary and Senior Secondary – 20% and Higher Education – 19%. Expenditure Finance Commission approved the proposal on 30.3.99 and the approval of the Planning Commission was received on 18.1.2000. In the meanwhile, with the bifurcation of the Department of Education into two with different budget heads, the Scheme was bifurcated into two – one for elementary and one for secondary education.

10.2 The Committee is constrained to note that the present status of the scheme is that its details are yet to be finalised before other mandatory approvals, including approval of the Cabinet are sought. Allocation and utilisation position of funds is as follows:-

(Rs. in crores)

	1998-1999		
BE	RE		Act.
100.00	100.00		0.00
	1999-2000		
BE	RE		Act.
160.00	50.00		0.00
	2000-2001		
BE	RE		Act.
160.00	10.00		0.00

Provision of Rs. 10.00 crores is proposed for 2001-2002. Undue delay in launching of a scheme is a cause of concern. The Committee views with serious concern that almost the entire plan period would be over, and the chances

of launching of the Scheme of National Programme for Women Education seem to be very dim.

XI JANSHALA (GOI-UN) PROGRAMME

Janshala (GOI-UN) Programme is a collaborative effort of the Govt. of India and five UN agencies to provide programme support to the ongoing efforts towards achieving Universalisation of Elementary Education (UEE). The Programme covers 105 blocks in nine States – AP, Jharkhand, Karnataka, MP, Chathisgarh, Maharashtra, Orissa, Rajasthan and UP – with a total project outlay of Rs. 98.29 crores. Janshala Programme is to run for five years from 1998-2002. An amount of Rs. 15.00 crores has been allocated for the first time in (BE 2000-2001) reduced to Rs. 8.00 crores at the RE stage. No expenditure has been incurred against this allocation till 16.2.2001. Rs. 10.00 crores are proposed for 2001-2002. It has been informed that since the issue relating to routing of UNDP funds through the Department still stands unresolved, the programme is still being funded by UN agencies directly. The Committee is of the view that these procedural issues should have been handled prior to launching of the scheme, so that it could be implemented effectively.

XII SCHEME OF RESTRUCTURING AND REORGANISATION OF TEACHER EDUCATION

The Centrally Sponsored Scheme of Restructuring and Reorganization of Teacher Education was taken up to create a viable infrastructure, academic and technical resource base for orientation and training and continuous upgradation of knowledge, competence and pedagogical skills of elementary school teachers in the country. Allocation for this purpose in 1999-2000 and 2000-2001 indicates that it is being invariably reduced at RE stage and even the reduced funds are not being fully utilised as indicated below –

(Rs. in crores)		
	1999-00	
BE	RE	Actuals
219.00	160.00	149.43
	2000-01	(upto 16.2.01)
BE	RE	Actuals
219.53	197.78	154.72

One of the reasons for reduction in the allocation of funds at RE stage in 2000-01 is the availability of unspent balances lying with State Govts. It has been informed that with the modification of the scheme in 1999-2000, new projects will be sanctioned only in those States where operation of the scheme is satisfactory. The Committee is of the view that the Department should take effective steps for implementation of the scheme of Restructuring and Reorganisation of Teacher Education in States not performing well.

XIII NATIONAL COUNCIL FOR TEACHER EDUCATION

The National Council for Teacher Education (NCTE) is meant for achieving planned and co-ordinated development of teacher education system and regulation and proper maintenance of norms and standards in teacher education in the country. Allocation for this purpose shows a declining trend as detailed below :-

(Rs. in lakhs)

1998-1999		
BE	RE	Act.
600.00	300.00	309.00
	1999-2000	
BE	RE	Act.
700.00	700.00	511.50
	2000-2001	Upto 28.2.2001
BE	RE	Act.
700.00	600.00	400.00

Main reason for reduction in allocation at the RE stage is carrying forward of unspent balance of the previous year in the above-mentioned period. The Committee views with serious concern this unhealthy trend and feels that the matter should be taken up with the concerned State Governments without any delay.

XIV MAHILA SAMAKHYA

Allocation for `Mahila Samakhya' during the period 1998-2001 was reduced at RE stage and this reduced allocation could not be utilised in 1998-99,1999-2000 and 2000-2001 as indicated below: –

(Rs. in lakhs)

	1998-1999	
BE	RE	Act.
750.00	550.00	499.78
	1999-2000	
BE	RE	Act.
750.00	600.00	585.38
	2000-2001	Upto 16.2.2001
BE	RE	Act.
1000.00	900.00	559.00

It has been informed that during 1998-99 and 1999-2000, variation is due to unspent balances available with the MS societies. In 2000-2001 variation is due to the fact that balance funds are to be released to State Societies. The Committee takes serious note of this situation and strongly recommends that the Department should take effective steps to check this unhealthy trend.

XV SHIKSHA KARMI PROJECT

The Committee has been given to understand that the first and second phases of Shiksha Karmi project were completed in 1994 and 1998 respectively. However the Committee is constrained to note that even though the retention and average attendance rate over these phases have improved marginally yet the target fixed in case of number of Day Schools, Prahar Pathshalas (PPs), Shiksha Karmi Projects Enrolment, Mahila Prashikshan Kendras (MPKs) and Master Trainers (MTs.) have decreased significantly. Therefore the Committee is of the view that steps need to be taken to rectify the impediments in these particular areas.

XVI ADULT EDUCATION

16.1 With a view to bringing total literacy in the country, the National Literacy Mission was set up in 1988. The goal of the Mission now stands at attaining a sustainable, threshold level of 75% functional literacy by 2005. Total Literacy campaigns (TLCs) is the dominant strategy of NLM for implementation of literacy programmes. They are area-specific, time-bound, volunteer based, cost effective and outcome-oriented and aim to impart functional literacy to the learners. TLCs are implemented by Zilla Saksharata Samitis (ZSS), normally headed by the District Collector. As on date, out of 588 districts in the country, 559 districts have been covered under literacy campaigns.

16.2 The Committee is not convinced with the impact of Total Literacy Campaigns as ground reality seems to be entirely different, Under the banner of these campaigns, only processions of school children are being taken out. Experience of Public representatives is that funds released for these campaigns are being misused by District Collectors. The Committee is of the opinion that Panchayats and Village Education Committees should also be involved in this exercise. Another suggestion is that instead of making TLC Volunteer-based, high school students can be involved in the work of adult education. The Committee has been informed that a panel of external evaluation agencies has been drawn up who conduct the evaluation of the districts as per the norms and guidelines laid down by the National Literacy Mission. The Committee would like to be apprised about the findings of these reports, which at present, are being summarized.

16.3 The Committee finds that allocation for various programmes of Adult Education is invariably being reduced at RE stage and even this reduced allocation continues to be under-utilised as indicated below –

Voluntary Organisations in Mass Movement

(Rs. in lakhs)

	1999-2000	
BE	RE	Act.
1400.00	900.00	556.82
	2000-2001	Upto 16.2.2001
BE	RE	Act.

	1400.00	1000.00	796.00
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Special Project for Eradication of Illiteracy
(Rs. in lakhs)

		1999-2000	
	BE	RE	Act.
	2500.00	1800.00	1346.84

Grants to Shramik Vidyapeeths (Janshikshan Sansthan)

(Rs. in lakhs)

		1999-2000	
	BE	RE	Act.
	1200.00	600.00	671.66

		2000-2001	Upto 16.2.2001
	BE	RE	Act.
	1700.00	1300.00	1164.00

The Committee expresses its dissatisfaction with the trend of allocation and utilization of funds under different schemes of Adult Education. The Committee feels that the Scheme has totally failed in its objectives and there is no point in its further continuance.

XVII GENERAL

It is very unfortunate that the Social Services Sector which was already starved of funds is having an additional drastic reduction every year at the RE stage which the Committee feels is highly objectionable. The Committee strongly disapproves the tendency on the part of the Government to scuttle the entire Social Services Sector. The Committee has its own apprehension that drastic cut at the RE stage is a deliberate attempt to save the funds for purposes best known to the Government only. The Committee is very unhappy about the entire approach.

OBSERVATIONS/RECOMMENDATIONS AT A GLANCE

ELEMENTARY EDUCATION STATUS

The Committee feels that NSSO figures are highly misleading as the samples chosen are not really representative samples. Both NSSO figures and other indicators may hold good so far as the Country as a whole is concerned, but the reality in the field is totally different. Though these figures may give the impression that the gender gap and urban rural differential has reduced considerably, the gap between Male-female Literacy, urban-rural literacy, literacy amongst SCs/STs and other weaker sections is still a cause of concern for the Committee. The Committee is conscious of the fact that in certain Tribal dominated areas in the country, literacy among males is very low and particularly among females is even less than 2% especially in the State of Orissa. The Committee is of the considered view that balanced growth will not be possible in case this gap is not bridged by taking special care of such weaker groups. Such groups will have to be brought to the mainstream by educating them and providing all possible assistance. (Para 2.2)

BUDGETARY ALLOCATION

Scheme	Allocation (Rs. in crores)	% of outlay
-Mid Day Meals Programme	930.00	23.25
-District-Primary Education Programme (DPEP)	1100.00	27.50
- Operation Blackboard (O.B.)	520.00	13.00
-Sarva Shiksha Abhiyan (SSA)	500.00	12.50
-Education Guarantee Scheme and Alternative and Innovative Education (EGS & AIE)	400.00	10.00
-Teacher Education	220.00	5.5
-Adult Education	200.00	5.0

The Committee notes that the plan allocation of Rs.3728.75 crore for elementary education in 2000-2001 was reduced to Rs.3250.00 crore at the RE stage and against this reduced allocation, expenditure reported upto 16th February, 2001 is only Rs.2601.89 crore. This has been there for all the four years of the Ninth Plan. The Committee

suggests that all the Schemes should be included in the Budget only after the approval of all the concerned Departments. The present practice should be stopped forthwith. It has been informed that the long process of approval of a number of programmes like Sarva Shiksha Abhiyan (SSA), Education Guarantee Scheme and Alternative and Innovative Education Scheme etc. has adversely affected the utilization of funds as only planning activities could be initiated during 2000-2001. The Committee has noticed the trend of under-utilisation during 1999-2000 also. The Committee hopes that as substantial work in building up capacity of States to undertake the planning exercise has already been initiated, SSA and EGS and AIE Scheme would be effectively launched during 2001-2002 leading to optimum utilization of allocated funds.(Para 3.2)

PERFORMANCE BUDGET

The Committee is of the view that the present document of Performance Budget is anything but Performance Budget. It merely gives description of the Schemes which in fact is also necessary. The Performance Budget is expected to give the quarterly financial and physical targets and authorities responsible for implementing the same. There should be monitoring by a joint Committee of Centre and State.

UNIVERSALISATION OF ELEMENTARY EDUCATION

The Committee strongly recommends that the Constitutional obligation of making free and compulsory education upto the age of 14 years be declared as a Fundamental Right. The Bill should be brought before the Parliament without any loss of time.(Para 4.2)

OPERATION BLACKBOARD

The Committee while appreciating the lofty objective of introducing Operation Blackboard is of the view that Government have miserably failed in achieving those objectives. In most of the schools in the country these minimum facilities hardly exist. There are many schools which have only one teacher. The Committee cannot think of a single teacher school because of its inherent constraints. The Committee strongly recommends that the concept of single teacher school should be stopped without any loss of time as it is not serving any useful purpose. The Committee is of the opinion that in every school there should at least be two teachers by the end of Ninth Plan. There is a provision for additional teachers for far flung areas which are normally the tribal areas and 50% of the teachers have to be lady teachers. These lady teachers should be asked to join in their assigned rural areas and all the State Governments may be requested to implement the Scheme for better enrolment of girls in these areas.(Para 5.2)

The Committee is not convinced by the argument of the Department that the States are being encouraged to process the new appointments of teachers under SSA as it would ensure the financial support for a longer period from Central Government. The Committee wonders as to how far the financial norms of sharing of Teacher Salary between Centre and State Governments in a ratio of 75:25 during the Tenth Plan and 50:50 thereafter would be acceptable to the State Governments. Most of the State Governments due to their financial constraints find it difficult to shoulder this additional liability. The Committee, therefore, feels that the schemes should be formulated in such a way that State Governments could find it convenient to accept the liability when it comes to them. It should be understood that effective implementation of any scheme, which has to be done by the State Governments, is not possible without the full cooperation of the States. (Para 5.4)

The Committee regrets that the report of NIEPA is still awaited and wishes that the report should be finalized, studied and remedial measures taken by the Department at the earliest. (Para 5.5)

NON-FORMAL EDUCATION PROGRAMME

The Committee does not know whether the Department has any time-bound strategy to cover these unserved habitations. The Committee would like to know in what manner the Department proposes to cover the habitations as the number of such habitations is quite large. (Para 6.3)

The Committee feels that the change has taken place only in the nomenclature, the new Scheme will be continuing on the same pattern as the earlier one. The Scheme has totally failed. The Committee considers this as wasteful expenditure. (Para 6.4)

DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)

The Committee recommends that drinking water facility and toilets should be made the integral component of DPEP and these facilities must exist in every school under DPEP. (Para 7.1)

The Committee expresses its unhappiness over the drastic cut at the R.E. stage in 2000-2001 and hopes that there will not be any cut in R.E. 2001-2002. (Para 7.2)

However, the Committee observes that the enrolment trend of DPEP phase I indicates that the increase in enrolment is not uniformly maintained in States of Assam, Kerala and Tamil Nadu. Similarly, with regard to the number of children enrolled in phase II districts, there is a declining trend with respect to the States of Bihar, Kerala and Tamil Nadu. The Committee recommends that necessary steps should be taken by the Department to check the negative trends in the

concerned States. (Para 7.3)

PROGRAMME FOR NUTRITIONAL SUPPORT TO PRIMARY EDUCATION (MID-DAY MEAL PROGRAMME)

The Committee is constrained to observe that the trend of lifting of foodgrains during the period 1998-2001 has been very discouraging as indicated below: –

Year	Allocation(MTs)	Lifting (MTs)
1998-99	27,06,274	11,47,917
1999-00	27,67,251	14,01,765
2000-01	24,80,692	10,60,068(upto Dec.2000)

Cost of transportation of foodgrains is reimbursed through District Authorities for movement of foodgrains from FCI godowns to the schools @ actual cost subject to the maximum of Rs. 50 per quintal as applicable under Public Distribution System. The Committee finds that BE provision of Rs. 1090.00 crores in 2000-01 was enhanced to Rs. 1300.00 crores to make part payment against FCI bills. However, further bills of FCI amounting to Rs. 575.21 crores remain pending. The Committee is of the view that non-clearance of bills has resulted in poor lifting of foodgrains. Situation is very bad in NE States as non-clearance/delay in clearance of FCI bills resulted in lifting of only 26,327 MTs foodgrains against 1,14,789 MTs allocated to NE States during 1998-99. During 2000-2001 also, lifting has not improved in Assam, Arunachal Pradesh and Meghalaya. The Committee is of the view that effective measures are required to be taken for streamlining the procedural formalities so as to ensure timely clearance of FCI bills. (Para 8.3) The Committee while agreeing for higher allocation for such a big programme in the direction of universalisation of elementary education, wishes to record its reservations on the following counts:-

The initial idea of serving cooked hot meal to the students is defeated as most of the States are distributing foodgrains due to their own compulsions.

The quality of cooked food is not of required standard due to lesser allocation. The Committee has been given to understand that it is very difficult to maintain the required standard of cooked meal with the present insufficient earmarking of funds for various food items. (Para 8.4)

The Committee has been given to understand that the Department is contemplating to involve the voluntary agencies in the implementation of Mid-Day Meal Scheme. The Committee has its own doubts about effectiveness of this proposed move. The Committee feels that in the light of experience gained on involvement of voluntary agencies in other Elementary Education Schemes, voluntary agencies should not be involved in the implementation of this Scheme. The Committee notes that in a recent meeting with State Secretaries, State Governments were impressed upon to provide hot cooked meals to students. The Committee has been given to understand that there is a proposal to suitably modify the scheme which would get implemented with the onset of Tenth Plan. The Committee would like to be apprised in this regard. The Committee reiterates its earlier recommendation that only hot cooked meals should be served to the students under Mid-Day Meal Scheme. (Para 8.5)

SARVA SHIKSHA ABHIYAN (SSA)

The Committee has its own reservations on the financial norms laid down under Sarva Shiksha Abhiyan (SSA). In view of financial constraints of State Governments, it is doubtful whether the financial norms indicating increased liability on State Governments even in a phased manner would be acceptable to them. (Para 9.2)

The Committee notes that preparatory activities have been initiated in over 100 districts of more than 20 States/UTs. Only one District Elementary Education Plan has been received from Andhra Pradesh so far. These District Plans after their appraisal would be placed before the State and National level Mission for approval. The Committee is of the view that it would not be feasible to finish all these activities during 2001-2002. An allocation of Rs.500 crores has been proposed for SSA for 2001-2002. The Committee observes that SSA has been under the formulation stage since the beginning of Ninth Plan. Allocations are being made every year showing nil expenditure at the end of year. It was only during 2000-2001 that an expenditure of Rs.16.16 crore has been incurred upto 16.2.2001 against a BE provision of Rs. 350.00 crores apparently on preparatory activities prior to launching of SSA. In view of the background, the Committee is of the view that Department should ensure that all the preparatory activities are completed at the earliest leading to launching of the scheme already over-delayed. The Committee is of the considered view that budgetary allocation for a scheme should be made only when the scheme has been finally approved. (Para 9.3)

NATIONAL PROGRAMME FOR WOMEN'S EDUCATION

The Committee is constrained to note that the present status of the scheme is that its details are yet to be finalised before other mandatory approvals, including approval of the Cabinet are sought. Allocation and utilisation position of funds is as follows:-

(Rs. in crores)

	1998-1999		
BE	RE	Act.	
100.00	100.00	0.00	
	1999-2000		
BE	RE	Act.	
160.00	50.00	0.00	
	2000-2001		
BE	RE	Act.	
160.00	10.00	0.00	

Provision of Rs. 10.00 crores is proposed for 2001-2002. Undue delay in launching of a scheme is a cause of concern. The Committee views with serious concern that almost the entire plan period would be over, and the chances of launching of the Scheme of National Programme for Women Education seem to be very dim. (Para 10.2)

JANSHALA (GOI-UN) PROGRAMME

The Committee is of the view that these procedural issues should have been handled prior to launching of the scheme, so that it could be implemented effectively. (Para 10.2)

SCHEME OF RESTRUCTURING AND REORGANISATION OF TEACHER EDUCATION

The Committee is of the view that the Department should take effective steps for implementation of the scheme of Restructuring and Reorganisation of Teacher Education in States not performing well. (Para 12)

NATIONAL COUNCIL FOR TEACHER EDUCATION

The Committee views with serious concern this unhealthy trend and feels that the matter should be taken up with the concerned State Governments without any delay. (Para 13)

MAHILA SAMAKHYA

It has been informed that during 1998-99 and 1999-2000, variation is due to unspent balances available with the MS societies. In 2000-2001 variation is due to the fact that balance funds are to be released to State Societies. The Committee takes serious note of this situation and strongly recommends that the Department should take effective steps to check this unhealthy trend. (Para 14)

SHIKSHA KARMI PROJECT

Therefore the Committee is of the view that steps need to be taken to rectify the impediments in these particular areas. (Para 15)

ADULT EDUCATION

The Committee is not convinced with the impact of Total Literacy Campaigns as ground reality seems to be entirely different, Under the banner of these campaigns, only processions of school children are being taken out. Experience of Public representatives is that funds released for these campaigns are being misused by District Collectors. The Committee is of the opinion that Panchayats and Village Education Committees should also be involved in this exercise. Another suggestion is that instead of making TLC Volunteer-based, high school students can be involved in the work of adult education. The Committee has been informed that a panel of external evaluation agencies has been drawn up who conduct the evaluation of the districts as per the norms and guidelines laid down by the National Literacy Mission. The Committee would like to be apprised about the findings of these reports, which at present, are being summarized. (Para 16.2)

The Committee expresses its dissatisfaction with the trend of allocation and utilization of funds under different schemes of Adult Education. The Committee feels that the Scheme has totally failed in its objectives and there is no point in its further continuance. (Para 16.3)

GENERAL

It is very unfortunate that the Social Services Sector which was already starved of funds is having an additional drastic reduction every year at the RE stage which the Committee feels is highly objectionable. The Committee strongly disapproves the tendency on the part of the Government to scuttle the entire Social Services Sector. The Committee has its own apprehension that drastic cut at the RE stage is a deliberate attempt to save the funds for purposes best known to the Government only. The Committee is very unhappy about the entire approach.

2A. A verbatim record of the proceedings was kept.

The Committee then adjourned at 12.45 P.M. for lunch and adjourned again at 5.30 P.M. to meet again at 10.00 A.M. on Tuesday, the 27th March, 2001.

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Relates to other matters.

VII SEVENTH MEETING

The Committee met at 10.00 A.M. on Wednesday, the 11th April, 2001 in Committee Room No. 139, First Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

Shri S.B. Chavan $\frac{3}{4}$ *Chairman*

MEMBERS

RAJYA SABHA

Shri Rajnath Singh "Surya"

Shri Dina Nath Mishra

Shri Bratin Sengupta

LOK SABHA

Shri Ramakant Angle

Shri Kirti Jha Azad

Shri Ramanand Singh

Shri Dileep Sanghani

Shri Kishan Singh Sangwan

Shri G. S. Baswaraj

Shrimati Shyama Singh

Shri Kantilal Bhuriya

Shri Samik Lahiri

Shri Davendra Singh Yadav

Shri Shivaji Mane

Shri Anandrao Vithoba Adsul

Shri Trilochan Kanungo

Shri Mohammed Anwarul Haque

Dr. S. Venugopal

SECRETARIAT

Smt. Vandana Garg, Director

Shri C.B. Rai, Under Secretary

Shri Ratan Kumar Sahoo, Research Officer

Shri P. Narayanan, Committee Officer

The Committee considered the Draft Reports on Demands for Grants for 2001-2002 of the Departments of Elementary Education and Literacy. The Committee, after some discussion, adopted the Reports with certain modifications.

The Committee adjourned at 12.20 P.M. to meet again at 10.00 A.M. on Thursday, the 12th April, 2001.
