



सत्यमेव जयते

PARLIAMENT OF INDIA
RAJYA SABHA

DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE
ON HUMAN RESOURCE DEVELOPMENT

TWO HUNDRED SEVENTY SIXTH REPORT

**ACTION TAKEN BY GOVERNMENT ON THE
RECOMMENDATIONS/OBSERVATIONS CONTAINED IN
THE TWO HUNDRED SIXTY-SEVENTH REPORT ON
DEMANDS FOR GRANTS 2015-2016 (DEMAND NO. 59)
OF MINISTRY OF HUMAN RESOURCE DEVELOPMENT,
DEPARTMENT OF SCHOOL EDUCATION AND LITERACY**

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

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



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

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COMPOSITION OF THE COMMITTEE

(Constituted w.e.f. 31st August, 2015)

1. Dr. Satyanarayan Jatiya — **Chairman**

RAJYA SABHA

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

LOK SABHA

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

* Ceased to be member of the Committee w.e.f. 21.3.2016

SECRETARIAT

Shri K.P. Singh, Joint Secretary

Shri Mahesh Tiwari, Director

Shri Vinay Shankar Singh, Joint Director

Shri R.K. Mecolt Singh, Assistant Director

P R E F A C E

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorised by the Committee to present the Report on its behalf, do hereby present this Two Hundred Seventy-Sixth Report on Action Taken by Government on the Recommendations contained in the Two Hundred Sixty- Seventh Report on Demands for Grants (Demand No. 59) of the Ministry of Human Resource Development, Department of School Education and Literacy for the year 2015-16.

2. The Two Hundred Sixty- seventh Report of the Department-related Parliamentary Standing Committee on Human Resource Development was presented to Rajya Sabha on 23rd April, 2015 and laid on the Table of Lok Sabha on the 23rd April, 2015. Replies of the Government to the recommendations/observations contained in the Report, were considered by the Committee at its meeting held on the 25th April, 2016.

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

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

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

ABBREVIATIONS

1. BRC: Block Resource Centre
2. CEE: Comprehensive Continuous Evaluation
3. CRC: Cluster Resource Centre
4. CTE: College of Teacher Education
5. CWSN: Children with Special Needs
6. DIET: District Institutes of Educational Training
7. DISE: District Information System for Education
8. EBB: Educationally Backward Blocks
9. FCI: Food Corporation of India/Food Craft Institute
10. GER: Gross Enrolment Ratio
11. IAS: Indian Administrative Service
12. IASE: Institute of Advanced Studies in Education
13. IVRS: Interactive Voice Response System
14. ICT: Information and Communication Technology
15. IDMI: Infrastructure Development in Minority Institution
16. IEDSS: Inclusive Education for Disabled at Secondary School
17. IHMs: Institute of Hotel Management
18. JNV: Jawahar Navodaya Vidyalaya
19. KGBV: Kasturba Gnadhi Balika Vidyalaya
20. KVS: Kendriya Vidyalaya Sanghathan
21. MDM: Mid Day Meal Scheme
22. MHRD: Ministry of Human Resource Development
23. MIS: Management Information System
24. MPLADS: MP Local Area Development Scheme

REPORT

The Report of the Department-related Parliamentary Standing Committee on Human Resource Development deals with the action taken by the Government on the recommendations contained in its Two Hundred sixty-seventh Report on Demands for Grants (Demand No. 59) of the Department of School Education and Literacy, Ministry of Human Resource Development for the year 2015-16

2. The 267th Report of the Committee was presented to /laid on the table of both the Houses of the Parliament on the 23rd April, 2015 and its copy was forwarded to the Department of School Education and Literacy on the 24th April, 2015. The Department was required to furnish a statement showing action taken (ATN) by them on the recommendations/observations contained therein within ninety days from the date of presentation of the Report, which is followed by each Ministry/Department of the Government of India. When the ATN was not received within the stipulated time period, reminders were sent to the Department on 5th June and 18th August, 2015 respectively. Result still not forthcoming, the Chairman of the Committee decided to seek explanation from the Secretary of the Department on 10th March, 2016 on this issue. However, on the request of the Secretary this meeting was postponed and held on the 14th March, 2016. In the instant sequel, the ATN was furnished to the Secretariat on the 11th March, 2016. The Secretary, in the meeting with the Chairman of the Committee on the 14th March, 2016, regretted for the inordinate delay in furnishing the ATN and assured that such delay would not be repeated.

3. Action Taken Notes received from the Government in respect of the recommendations contained in the 267th Report have been categorized as follows:

- (i) Recommendations/Observations which have been accepted by the Government – paras – 2.9, 3.2, 4.10, 4.20, 4.21, 4.23, 4.27, 7.5, 7.7, 8.2, 8.4, 9.2, 9.3, 9.5, 9.6, 11.3, 12.3 and 12.4.

(Chapter-I) Total – 18

- (ii) Recommendations/Observations which the Committee does not desire to pursue in view of the Government's reply – paras – 4.22, 5.3, 5.4, 5.6 and 6.6.

(Chapter-II) Total – 5

- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee – paras – 2.5, 2.11, 3.1, 3.4, 4.11, 4.15, 4.26, 4.29, 4.31, 5.12, 5.13, 6.8, 7.3, 7.14, 8.3 and 10.3.

(Chapter-III) Total – 16.

- (iv) Recommendations/Observations in respect of which replies of the Government are still awaited.

(Chapter-IV) Total - NIL

CHAPTER-I

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

BUDGETARY ALLOCATION

Recommendations/observations

2.9 The Committee observes that on the one hand there is shortage in fund allocations and there is under-utilization of funds on the other hand in respect of some schemes. The Committee expressed its concern about it and feels that the factors responsible for under-utilization of funds under the above mentioned schemes need to be addressed on an urgent basis as these schemes are meant to provide essential educational infrastructure, facilitating expansion of education by improving access, quality and educational opportunities to different social groups and regions of the country. The Committee further recommends that the Department should make concerted efforts to optimally utilize the allocated funds if the desired goals of various schemes were to be achieved. The Committee has been showing its concern about funds remaining under-utilized year after year terming it as unacceptable positions. Being the nodal Department for School Education and Literacy, it is the responsibility of the Department not only to get the required funds allocated but also to ensure their optimum and judicious utilization at least as per the spending formula laid by the Ministry of Finance in this regard.

Action Taken

Sarva Shiksha Abhiyan:

Up to 2013-14, the Central share & State share were released directly to State Implementation Societies (SIS), SSA for implementing the approved activities. However, keeping in view the emphasis on cooperative federalism, from 2014-15 the central share is being released to State Governments which in turn is released to State Implementation Societies by the concerned State/UTs. The time gap in receipt of central share by SIS has resulted in high unutilized balances at the level of State/UTs. This situation of delayed receipt of funds by SIS is likely to smoothen in coming year.

Component wise quarterly reviews, an annual Educational Management Information System (EMIS), quarterly review meeting of Finance Controllers, regular meetings with State officials are held to ensure effective implementation of the programme. A Manual on Financial Management and Procurement also assists States in streamlining implementation and financial management.

(₹ in crore)

Sl. No.	Year	Revised Expenditure (RE)	Actual Expenditure (AE)	AE as a % of RE
1	2012-2013	23875.83	23858.01	99.93
2	2013-2014	26608.01	24820.93	93.28
3	2014-2015	24380.00	24122.51	98.94
4	2015-16	22000.00	19267.58* (as on 1.3.2016)	87.57%

Teacher Education:

For the year 2014-15, out of total budget allocation of ₹500.00 crores, under the Centrally Sponsored Scheme of Teacher Education, the utilization of funds, as on 31.3.2015, was ₹499.99

crores, which is 99.9% and hence there was no under utilization of funds.

III. ENROLMENT, RETENTION AND DROP OUT

(iii) Drop out

Recommendations/observations

3.2 The Committee appreciates the reduction in the overall dropout rate and the dropout rate of the girl students and the students of SC/ST categories. However, the Committee feels that dropout rate is still high for all categories of students and is particularly high in the case of SC/ST students. Keeping in view the mandate of RTE/SSA to attain optimum enrolment the need is to reduce dropout rate for all categories of children to zero percent which is still a daunting task. The Committee feels that a concerted effort is required to retain all students in the schools till the completion of elementary cycle of Eight years of schooling. The Committee would appreciate if the Department takes up the issue of dropout with the States/UTs and employ specific interventions to bring the dropout rate to zero percent for all categories of students.

Action Taken

The trends in the dropout rate during the last two years may be seen below.

Year	Dropout Rate							
	All		Girls		SC		ST	
	Primary	Upper Primary	Primary	Upper Primary	Primary	Upper Primary	Primary	Upper Primary
2012-13	5.62	2.65	5.34	3.2	5.2	6.1	9.0	8.4
2013-14	4.67	3.13	4.66	4.01	3.1	4.6	6.7	7.9

Source: UDISE 2013-14

Multi-pronged strategies have been adopted to reduce the dropout rate and increase retention rate. These include inter-alia increase access of primary and upper primary schools, strengthening school infrastructure, improving pupil teacher ratio, gender sensitization of teachers, separate girls toilet, opening of Kasturba Gandhi Balika Vidyalayas in Educationally Backward Blocks, making available the teaching material in tribal dialect and other bridge courses, providing incentives like free textbooks, uniforms, mid-day meal in schools, and strategies for promoting education of girls and children belonging to disadvantaged group.

A crucial step in this direction is the identification of Special Focus Districts across the country under the SSA scheme. These districts are identified on the basis of the indicators like out of school children, high gender gap, low retention rate and infrastructure gap as well concentration of SC, ST and minorities' population. The financial allocation to Special Focus districts as percentage to total allocation was as high as 49% in 2013-14 and 48% in 2014-15.

IV. SARVA SHIKSHA ABHIYAN/RIGHT TO EDUCATION

Funding and Fund sharing pattern for RTE/SSA Programme

Recommendations/observations

4.10 From the above the Committee can only conclude that required amount is not being made available by the Centre for this major initiative putting a question mark on the objectives to be

achieved under RTE/SSA. In view of new system of funds allocation, if the required funds were delayed it would be impossible to maintain the pace of this scheme. The Committee calls upon the States to contribute the required funds in time to avoid any dilution of the goals of RTE/SSA. The Committee, therefore, recommends that all out efforts be made by the Centre and the States in this regard so that the implementation of RTE/SSA programme, which caters to the needs of the society at large, is not held up.

Action Taken

Up to 2013-14, the Central share was released directly to State Implementation Societies (SISs) to implement the approved activities of Sarva Shiksha Abhiyan (SSA) Scheme in states. However, keeping in view the emphasis on cooperative federalism and as per the advice of Ministry of Finance, from 2014-15 the central share is released to State Governments for adding the commensurate state share and transfer to SISs within 30 days of release of central share. State Governments have been requested to expedite transfer of funds to SSA SIS for smooth execution of mandated and approved activities under the combined RTE-SSA programme in the state. Situation of delayed receipt of funds by SIS is likely to smoothen this year. This Department releases central share in two or three installments, keeping in view the opening balance, approved outlay and pace of expenditure by SIS, to facilitate them achieving the goals of RTE/SSA and the implementation of RTE/SSA programme.

Quality of Education under RTE/SSA

Recommendations/observations

4.20 The Committee finds from the above data that by the time students come to class V their performance or learning outcomes in both language and mathematics decline considerably. Learning outcomes show sharper decline in mathematics in comparison to language in class V. Further, in class VIII learning outcomes for both language and mathematics come below 50 percent indicating poor learning outcome in both the subjects with language showing sharper decline. Even for science and social science learning outcomes remain around 50 per cent only. The above findings put a question mark on the quality of education being imparted to the children. It also reflects that in spite of a number of initiatives taken by the Department under RTE/SSA, learning outcomes for more than 50 percent of children do not show any improvement. The Committee would like to state that concerted efforts are required to ensure that a minimum set of cognitive skills are acquired by all the children during eight years of elementary school education. This would require, besides the existing initiatives of the Department, ensuring availability of trained teachers, developing good curriculum and innovative pedagogy. Teacher absenteeism and lack of accountability should also be addressed so as to ensure quality education for all children at elementary level to make their basic education foundation strong.

Action Taken

Recognizing the need to focus on improving learning levels of students across different classes, the Government of India has included a section under the chapter on Quality in Framework for Implementation of Centrally Sponsored Scheme of SSA which, inter alia, includes measuring learning level outcomes of all children on regular basis and to catalyse a performance-driven culture.

As per the current status, the NCERT has developed learning indicators for all subjects across all elementary grades which have been shared with all States/ UTs. 18 States/UT's (Andhra Pradesh, Assam, Bihar, Chhattisgarh, Goa, Haryana, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Telengana, Uttarakhand, Uttar Pradesh) have developed State specific learning indicators while others have adopted the NCERT indicators.

For focussed programmes to ensure learning States have been provided guidance to plan for different classes i.e foundational programme for ensuring reading, writing with comprehension and basic mathematics in classes 1 and 2; thereby improving learning outcomes in Maths and Science in upper primary classes.

In August 2014, the Government has launched Padhe Bharat Badhe Bharat a sub programme of the SSA providing a framework for ensuring learning in classes 1 and 2. States/UT's have been provided funds for various activities including large scale assessments for measuring learning against the learning indicators that have been set. In 2015-16, States/UT's have also been provided additional funds to conduct activities for promoting reading habits amongst children with the belief that if children become independent readers at an early stage, then they can take charge of their learning.

Similarly, funds have been provided to States/UT's for focussed programmes for ensuring learning in classes 3-5 at primary level and classes 6-8 at upper primary level. The Government is expected to launch Rashtriya Avishkaar Abhiyaan which would span across elementary, secondary and higher education institutions to promote learning of maths, science and technology. The NCERT has also developed PINDICS – a Performance Indicator Tools for Assessing the Performance of Teachers and many States/UTs are using this framework. The SSA framework also has detailed provisioning for in-service teacher training for elementary teachers. In 2014-15, a funding of ₹28622.93 lakhs was provided for training of 540566 teachers, at BRC and CRC levels.

Recommendations/observations

4.21 The Committee would also like to observe that there is a need to make the elementary education syllabus more child-friendly so that it has enough space to cover visual and performing arts, physical education and teaching of human values to students.

Action Taken

The Right of Children to Free and Compulsory Education (RTE) Act, 2009 became operative with effect from 01st April, 2010. Section 29 the RTE Act provides that (1) the curriculum and the evaluation procedure for elementary education shall be laid down by an academic authority to be specified by the appropriate Government by notification.

(2) The academic authority, while laying down the curriculum and the evaluation procedure under sub-section (1), shall take into consideration the following, namely:—

- (a) conformity with the values enshrined in the Constitution;
- (b) all round development of the child;
- (c) building up child's knowledge, potentiality and talent;

- (d) development of physical and mental abilities to the fullest extent;
- (e) learning through activities, discovery and exploration in a child friendly and child-centered manner;
- (f) medium of instructions shall, as far as practicable, be in child's mother tongue;
- (g) making the child free of fear, trauma and anxiety and helping the child to express views freely;
- (h) comprehensive and continuous evaluation of child's understanding of knowledge and his or her ability to apply the same.

The Government of India has adopted the National Curriculum Framework- 2005. State governments through their notified Academic Authority have developed State specific curriculum in consonance with NCF 2005. States have used SSA funding for implementing innovative programmes for introducing children to music, art forms, drama and theatre. Local artists have been involved at the school, cluster, block or district level activities, e.g. in Kerala, a local Kathakali dancer who lives in the same village as the school was invited to demonstrate the dance form and other details related to the dance form. In Haryana, teachers in schools have been trained by theatre experts who have, in turn, done theatre workshops with children in upper primary schools.

Under SSA, as per the RTE norms, schools with an enrolment of more than 100 students are eligible for part time physical education teacher. So far, 69844 physical education teacher positions have been approved and 30048 are filled.

Recommendations/observations

4.23 The Committee would also like to draw the attention of the Department to the Planning Commission Report on the Twelfth Five Year Plan (2012-2017) which on quality aspect observed that the biggest concern in elementary education is the poor level of student learning and evidence suggests that learning outcomes for children in Indian schools are far below. Improvement of the quality of education is strongly linked to the quality of physical space, textual materials, classroom processes, academic support to the teachers, assessment procedures and community involvement. All these areas should receive support, while adequate inputs and infrastructure are necessary for the proper functioning of schools, inputs will not automatically translate into effective teaching-learning processes or satisfactory learning outcomes. Therefore, improving school inputs is the starting point in improving educational quality and concerted efforts for building a strong systemic focus on teacher capacity, improving school leadership/management, strengthening academic support system, better community and parents' participation, measuring and improving learning outcomes in a continuous manner is required. Such a focus should be on provision for child-friendly schools and systems in teaching and learning processes as well as in improved water, sanitation, hygiene and mid-day-meal practices. The Committee would like the Department to take into account these observations.

Action Taken

Through the SSA, the Central government has financially supported the State governments/UT administrations to address gaps and challenges in ensuring quality education to children in elementary classes. Following steps have been taken in this regard :

1. 'Padhe Bharat Badhe Bharat',:- A sub-programme on early grade reading, writing & comprehension, and early mathematics.
2. Rashtriya Aavishkar Abhiyan (RAA): To motivate and engage children of the age group from 6-18 years in Science, Mathematics and Technology through observation, experimentation, inference drawing, model building, etc.
3. Focused Teacher Training: To provide focused training to teachers, States have been asked to dedicate teachers for teaching the classes-1&2, 3-5 and 6-8. Class 1& 2 teachers are being provided training to teach early grade language and Mathematics. Teachers for classes 3-5 are trained for teaching Mathematics, Language and EVS. For classes 6-8 the training is provided to teachers in Mathematics and Science.
4. Teacher Appraisal system: PINDICS (Performance Indicators of teachers) developed by the NCERT are to be used by teachers themselves for assessing their own performance and to make continuous efforts to reach the highest level.
5. Systemic focus on teacher capacity:- To upgrade skills of teachers, SSA provides for annual in-service training up to 20 days for all teachers, induction training for 30 days to newly appointed teachers and financial support for training of untrained teachers to acquire professional qualifications, duly approved by the National Council of Teacher Education (NCTE) through Open Distance Learning (ODL) Mode.
6. Measuring school performance over the academic year: A new plan scheme namely, Programme for School Assessment, Leadership and Strengthening of School Education Statistics has been launched during 2014-15. The plan scheme is being implemented by the National University of Educational Planning and Administration (NUEPA), in partnership with States/UTs.
7. Measuring and improving learning outcomes in a continuous manner: The National Council of Educational Research and Training (NCERT) conducts National Achievement Surveys (NAS) at periodic intervals to assess the learning levels of children in classes III, V and VIII. Three rounds of NAS have been conducted so far which reveal that the learning outcomes have improved in various subjects, though these continue to below.

States have also been assisted to conduct comprehensive external student assessment surveys to assess gaps in student learning, in order to undertake corrective actions.

Beti Bachao Beti Padhao

Recommendations/observations

4.27 Under this scheme, ₹5 crore will be made available for strengthening girls' education in 100 specified districts on the basis of Child Sex Ratio which works out to ₹5 lakh per district, for instituting district level awards to be given to 5 schools in each district every year on the following parameters:-

- ₹1 lakh award may be given to the School Management Committee (SMC) which enrolls 100 percent girls in the neighbourhood of the primary school and also retains them in the first year;

- Another ₹1 lakh can be given as an award to the SMC of a primary school which causes the transition 100 percent girls studying in class V into class VI of same/other neighbourhood upper primary schools;
- Two awards each of ₹1 lakh may be given to SMCs of upper primary schools which affect a 100 percent transition of girls studying in class VIII to class IX in same/other neighbourhood secondary schools; and
- ₹1 lakh award can be given to the SMC of the school which affect 100 percent transition of girls studying in class X to class XI in same/neighbourhood higher secondary schools.

The Committee appreciates this endeavour of the Department and hopes that positive outcomes will result from the scheme.

VII. KENDRIYA VIDYALAYA SANGATHAN

Recommendations/observations

7.5 The Committee observes that the cumulative achievement of KVs in respect of infrastructure creation in the last three years is only 58 percent. The Committee feels that the pace of construction of school buildings was quite slow in the first two years and picked up only during the last year. The Committee would appreciate if a steady pace of construction is kept and Procedural and Administrative bottlenecks removed at the shortest possible time so that planned KVS are operationalised in a time bound manner.

Action Taken:

Construction of permanent school buildings depends upon the availability of suitable piece, of land, availability of funds in Plan Head. However, all possible efforts are being made to get the land transferred and for enhancement of construction funds in Plan Head for speedy construction of School Building.

Recommendations/observations

7.7 The Committee also took note of the suggestion of the Members that the Number of dispensation coupons given to the Members of Parliament for recommending admission to KVs in their respective constituencies is needed to be enhanced as a large number of requests are received by the Members during each academic year. The Committee recommends the Department to consider enhancing dispensation quota to the Members of Parliament.

Action Taken:

The matter of enhancement of special dispensation admissions under MP quota was placed before the Board of Governors in its 103rd meeting held on 30-11-2015 and the Board approved the proposal to enhance the special dispensation quota for Members of Parliament (MPs) with regard to admission in KVs from 6 to 10 from next academic session i.e. 2016-17.

VIII. NAVODAYA VIDYALAYA SAMITI

Recommendations/observations

8.2 According to the Department construction work for JNVs is sanctioned in phases on requirement basis. Out of 589 functional JNVs, 442 JNVs have adequate infrastructure based on present student strength. Out of the remaining 147 JNVs, 62 are functioning from temporary sites provided by the State Government and in 85 JNVs phase-B work is under progress at various stages. It may be noted that out of 62 JNVs functioning from the temporary sites 26 are in the North-East States of Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland and Sikkim. The remaining JNVs functioning from temporary sites are in the States of Chhattisgarh, Madhya Pradesh, Orissa, Himachal Pradesh, Jammu & Kashmir, Andhra Pradesh, Rajasthan, Bihar Jharkhand, West Bengal, Gujarat and Maharashtra. The Committee observes that since the JNVs cater to the educational needs of children from rural/remote areas, traditionally lacking school facilities, every school sanctioned for such area must be run with proper infrastructure *i.e* permanent school buildings and other facilities if educational needs of such children were to be fulfilled in true sense. Therefore, 62 JNVs running from temporary sites, out of which 26 are in North-East, is a cause of major concern for the Committee. The Committee feels that tribal and border areas already lack in adequate infrastructure and school facilities, therefore, creating school infrastructure in these areas should be our top priority. The Committee, accordingly, recommends that procedural bottlenecks, administrative formalities with regard to construction work, identification of land, building plans etc. must be removed on priority basis so that sanctioned JNVs start functioning from permanent buildings with proper infrastructure.

Action Taken

Efforts are being made by NVS for early completion of construction of JNVs in order to provide proper infrastructure in the Vidyalayas. 591 JNVs have been made functional upto the 31.10.2015. Out of 591 JNVs, 536 JNVs have been shifted to their permanent buildings. 55 JNVs are functioning from temporary sites provided by the State Government (**Annexure-X**). Out of 536 JNVs, Phase – B has been completed in 428 JNVs and in 82 JNVs Phase – B work is in progress, according to the requirements from Regional Offices.

A list of State wise and District wise 55 JNVs, functioning from Temporary site, where construction work is in progress is at **Annexure-X-A**.

Navodaya Vidyalaya Samiti is making every effort to provide the infrastructure in these 23 JNVs of North-East States on priority. 10 JNVs out of 23 will be completed upto 31.12.2016 subject to the availability of required funds as per details given in **AnnexureX-B**. Samiti is making all possible efforts to sort out the problems in construction of remaining 13 JNVs in NE Region and to provide complete infrastructure facilities to the students as soon as possible. The list along with the problems faced is given in **Annexure-X-C**. The problems of these JNVs will be sorted out on priority basis and required funds will be made available.

With a view to make all the sanctioned Vidyalayas functional at the earliest, construction of permanent building has been sanctioned where permanent site has been made available by the concerned State Govt./ UTs. The matter regarding transfer of land and temporary accommodation is being pursued vigorously at the level of Commissioner, NVS with the concerned authorities of the State Govt. It is expected that the position will improve considerably in the coming Academic Session.

Construction work in JNVs is being executed by C.P.W.D. and Central / State undertakings. These departments also have their own internal projects monitoring system. Apart from this, the Samiti has been conducting quarterly and half yearly projects review meetings at Regional & Hqrs. level to monitor the progress of projects.

Achievable target dates are proposed by the Samiti to the construction agencies. Quarterly progress reports are being obtained from the construction agencies. Besides, meetings are being held by the Commissioner, NVS, General Manager(Construction), the Executive Engineers, Regional Offices to monitor the progress of the works effectively

Recommendations/observations

8.4 The Committee's attention was also drawn to the academic performance of the JNVs. Figures for the last three years reveal the following:-

Year Class	2011-12		2012-13		2013-14	
Class	X	XII	X	XII	X	XII
Pass Percentage	99.58	95.96	99.73	96.14	99.80	97.67

The Committee, taking into account the academic performance of the JNVs, would suggest the expansion of the scheme to each block of the country especially in tribal, border and rural areas which would not only improve the condition of the schooling system in these areas but would also open-up immense educational opportunities for the children in these areas.

Action Taken

As per the scheme of NVS, only 1 JNV is to be set up in each district of the country. Opening of new JNVs is a continuous process which depends upon the approval by competent authority, availability of funds and willingness of the state government to provide suitable land construction of the JNV school building. However, 10 additional JNVs have been sanctioned in districts having large concentration of ST population and 10 additional JNVs have been sanctioned in districts having large concentration of SC population. Two special JNVs have also been sanctioned at Senapati and Ukhrul in Manipur.

IX. RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN

Recommendations/observations

9.2 A perusal of the targets and achievements under RMSA during the first three years of the Twelfth plan period, the Committee notes that achievements have not been optimum as compared to targets. During the entire Twelfth plan a total number of 1854 new schools were to be opened. However, from 2012-13 to 2014-15 only 1075 new schools out of 1854 could be sanctioned. Further out of 1075 sanctioned schools only 30 schools have become functional. While all the existing secondary schools were supposed to be strengthened, only 2576 schools have been approved so far for strengthening. As against, 127000 additional teachers to be appointed, only 6354 teachers could be approved. The Committee finds that there has been a gap in the targets and achievements which indicate slow implementation of the scheme or bottlenecks in its implementation. One of the reasons given for shortfall in the target set and achieved was delay in implementation by the State implementing societies. Now that the other components have been

added to the scheme, efforts are required to identify bottlenecks and taking of remedial measures for expeditious implementation of the scheme.

Action Taken

Till 2015-16, a total of 2166 New schools have been approved under RMSA. It is mentioned that out of 2166 approved schools 919 schools have become functional. It is also stated that 127000 teachers indicated as the target for 12th Plan includes teachers already approved in 11th Plan. It is further stated that 115554 teachers have been approved till 2015-16. Also 5166 schools have been approved for strengthening till 2015-16.

The main problem areas in the implementation of RMSA are that.

- Slow progress in civil work in most of the State/UTs which leads to slow down in implementation of the scheme. The reason for delay in Civil Works are the non-availability of land for sanctioned schools, delay in identification of construction agency delay, in finalisation of tenders, revision of construction cost and long gestation period of construction work etc.
- Also after subsuming of various components under the RMSA scheme, the funds of all subcomponents (ICT, IEDSS and Girls Hostel) are transferred directly from State Treasury to the Department/Society implementing these components. Sometimes, the funds for the components are not released to State Implementing Society in a timely manner.
- There is shortage of teachers in Core subjects and also a number of posts of teachers/headmasters are lying vacant.

In addition, there is delay in submission of documents like UCs, Audited Account, Expenditure Statement, from the State/UT which leads to delay in releasing of funds to the States/UTs.

Recommendations/observations

9.3 The Committee also takes note of the physical targets and achievements of the other component schemes under RMSA. The Committee finds that in respect of Girls Hostel Scheme the target was to set up Girls' hostel in all the Educationally Backward Blocks (EBBs) of the country. Out of 3453 EBBs approval for setting up of Girls' hostel in 2160 EEBs has been given. Surprisingly even out of 2160 only 536 Girls' hostel are functional. Similar gaps in targets and achievements are seen in ICT @ schools, IEDSS and vocational education schemes. The Committee feels that these schemes have not been able to expand their outreach thus defeating the very objectives of the schemes. In view of the slow implementation of the schemes, the Committee feels that merger with RMSA would slow down the implementation of ambitious RMSA scheme itself leading to a situation where gains of optimal enrolment at elementary stage would be negated. In view of this, the Committee feels that time bound achievements of the targets through effective implementation and monitoring would be required.

Action Taken

The Department based on the recommendation of Shri D.K.Chaturvedi Committee and with the approval of Cabinet subsumed the four other Centrally Sponsored Schemes catering to

Secondary education viz, ICT @Schools, Girls Hostel, Inclusive Education for Disabled at Secondary Stage (IEDSS) and Vocational Education (VE) under integrated RMSA in year 2013-14. Subsuming these schemes under the RMSA has led to significant financial savings and administrative rationalization and brought in a greater flexibility in utilization of funds leading to better utilization of funds under RMSA.

As regards to Girls Hostel scheme, the physical progress as on date (June, 2015) is that **2225** Girls Hostel have been approved against which **624** Girls Hostel are functional with an enrolment of 52,649 girls. Out of 624 Girls Hostel, 184 are running in own building, 133 in rented accommodation and 80 in KGBV campus. The State Governments are continuously stressed upon to complete the constructions process so that all the approved Girls Hostels become functional in their own building.

Apart from this, following measures for expeditious implementation of the scheme have been taken:-

- 1 Half yearly National Level Review meeting of State Education Secretaries being organized to take stock of implementation of integrated RMSA.
- 2 Also half-yearly Joint Review Mission with Works Bank organized to see the progress undertaken in selection States/UTs.
- 3 On line quarterly progress reports from the States/UTs introduced.
- 4 Field Visits to the States/UTs for monitoring and evaluation.
- 5 Half-yearly/Quarterly National Level and Regional Level Workshops with the implementing States concerning each component of RMSA undertaken. In these workshops, the obstacles if any, in the process of implementation of components such as ICT @ Schools, Girls Hostel, IEDSS and Vocational Education are taken up and issues discussed and resolved as far as possible.
- 6 In order to hasten the implementation as per Annual Work Plan, this Department has started releasing ad-hoc grants at the beginning of financial year without waiting for UCs, and other requirements. Follow up action with States and UTs is regularly under taken besides the review meeting to ensure timely utilization of funds on the approved activities so that no funds gets lapsed.

Recommendations/observations

9.5 The Committee finds that there is a huge gap between the allocation and the actual expenditure under the RMSA. The trend of allocation and expenditure of the last two years *i.e* 2013-14 and 2014-15 reveals that the allocation was reduced at RE stage in both the years and the actual expenditure was even lower than the reduced RE allocation. The Committee notes that the total outlay for the RMSA during the Twelfth Plan period is ₹27466 crore out of which less than 50 percent has been allocated during the first three years of the plan. The Committee feels that RMSA is an ambitious scheme aimed at sustaining the optimum enrolment at elementary level to secondary level, there should not only be optimum utilization of funds but also optimum required allocation of funds under the scheme. As for the subsumed schemes the Committee finds that actual utilization of funds have been lower than the RE allocation under the Girls' hostel, IEDSS

and vocational education schemes for the years 2013-14 and 2014-15. Fund utilization in ICT @ schools scheme has been optimum during the years 2012-13 and 2013-14. Now that these schemes have been subsumed under RMSA, the Committee is of the considered opinion that enhanced funds should be made available under the RMSA integrated scheme. The Committee would also like the Department to have focussed strategies in co-ordination with the States/UTs for smooth and effective implementation of the scheme.

Action Taken

Under RMSA Scheme (including components of RMSA, ICT, Girls Hostel, IEDSS and Vocational Education) during 2013-14, against RE of ₹4171.61 crores funds amounting to ₹4084.01 crores were released, and during 2014-15 against RE of ₹ 3480.1 crores funds amounting to ₹3398.33 crores were released. The minor shortfall in release of funds against RE was mainly due to shortfall in receipt of viable proposals from NER States and slow implementation of Civil works under the scheme.

Based on the 14th Finance Commission recommendations, due to higher devolution of funds and also change in the funding pattern from overall 75:25 to 60:40 in respect of most of the States, allocation at Central level to various Centrally Sponsored Schemes including RMSA is now being done accordingly.

An online Project Monitoring System (PMS) has been developed for smooth and effective implementation of the scheme. The States/UTs are required to submit physical and financial progress online in the system. This system has resulted in facilitating continuous monitoring of the scheme which would help in implementation of scheme at a faster pace. Besides, the Ministry time and again corresponds with States/UTs at different levels for expediting the implementation. Also, capacity building workshops are organized at State as well as National level for providing training to the concerned staff.

Recommendations/observations

9.6 The Committee during its visit to Srinagar and Leh received a large number of suggestions for effective implementation of RMSA and regular release of funds under the scheme. The Government authorities in both the regions, especially, in Leh brought to the notice of the Committee that due to difficult terrain and extreme cold weather conditions the time period available for carrying out construction activities is very limited and that is the main reason for non spending of funds by them. They have, therefore, suggested that in view of the extreme and hard geographical conditions in this region, the funds may be released to them immediately in April itself and the time period to spend the money also be increased so that full allocation may be utilized. The Committee agrees with the suggestion put forward by them and directs the Department to take into consideration this peculiarity especially in Leh and work in close co-ordination with the State Government for effective implementation of the scheme and optimum utilisation of funds.

Action Taken

In this regard, the Ministry has adopted the process of Ad-hoc releases (from the F.Y.

2014-15) to take up initial activities at the start of the financial year itself.

XI. NATIONAL MEANS-CUM-MERIT SCHOLARSHIP SCHEME

Recommendations/observations

11.3 The Committee was informed that all the States/UTs except Lakshadweep have taken the benefit of the scheme since its launch. According to the information made available to the Committee for the year 2014-15, the following States/UTs had the minimum number of students covered under the scheme:-

States/UTs	No. of students
Sikkim	3
Uttarakhand	26
Daman & Diu	49
Arunachal Pradesh	103
A&N Island	116
Mizoram	137
Tripura	185
Nagaland	225
Chandigarh	238

From the above data the Committee notes that in nine States/UTs less than 250 students are covered under the scheme. Coverage of scheme in the North-East Region is particularly low. Maharashtra with 29478 students had the maximum number of students covered under the scheme followed by Kerala 13803, Karnataka 10803, Tamil Nadu 9760, Orissa 7564, Bihar 5088, Punjab 4966, Uttar Pradesh 3142 and Andhra Pradesh with 3061 students. The above details indicate that all the States/UTs have not been taking full benefit of the scheme. The Committee feels that there appears to be a lack of interest on the part of the States/UTs in the scheme reasons for which needs to be found out. The Committee recommends to take remedial measures accordingly for making it more attractive. Required publicity may also be given to the scheme to expand its outreach.

Action Taken

BE for 2014-15 was Rs 70 crore out of which Rs 7 crore was for scholarships in eight NER States. The total expenditure under the scheme was ₹ 65.20 crore covering sanction of 106770 scholarships during 2014-15 which also includes an expenditure of ₹ 2.20 crore for NER States. The unutilized amount of Rs 4.80 crore for NER States was on account of lack of viable proposals from these States.

2. One lakh scholarships of ₹6000/- per annum (₹500/- per month) per student are awarded to selected students of class IX every year and their continuation/renewal in classes X to XII for study in State Government, Government-aided and Local body schools under the scheme. Students whose parental income from all sources is not more than ₹1,50,000/- per annum are eligible to avail the scholarships. Some States have not been able to fully utilize the allotted quota of scholarships due to the fact that the students appearing in examination for award of NMMSS scholarships are not able to get the prescribed minimum number of qualifying marks in the examination. If the sufficient number of students are made to appear in the examination by the State Governments, this problem may be overcome.

3. The Department has been monitoring the scheme regularly and identifying the constraints being faced by the students and States and based on the feedback received from students, States

Governments and Bank, regular interventions are being made for effective implementation of the scheme.

4. The Department has advised the State/UT Governments to popularise the scheme amongst the weaker sections of the society so as to make maximum use of the scheme.

XII. ADULT EDUCATION AND SKILL DEVELOPMENT SCHEME (SAAKSHAR BHARAT)

Recommendations/observations

12.3 According to the Department upto 30/11/2014, the following were the achievements of Saakshar Bharat:-

- 1.53 lakh Adult Education Centres set up;
- Survey has been completed in 1,28,562 gram panchayat;
- 9,99,64,574 teachers identified;
- Teaching learning process commenced in 34,43,504 literacy centres.

Committee's attention was also drawn to the result of the biannual basic Literacy Assessment tests conducted by the National Institutes of Open Schooling (NIOS). It was informed that 2.86 crore learners out of 3.92 crore learners had successfully passed the Assessment Tests under basic literacy up to March, 2014. In addition about 41 lakh learners had taken up the Assessment Tests held in August, 2014. Data in respect of 3667247 learners was received out of which 2715054 learners were declared successful. Result of remaining learners was under compilation. The Committee appreciates the outcomes of the Saakshar Bharat programme under the Adult Education and Skill Development Scheme. The Committee recommends greater expansion and periodic evaluation of the scheme with strengthening of monitoring mechanism so that learning skills and outcomes of the learners are sustained.

Action Taken

It is submitted that the Programme is covering 410 Districts in 26 States and 1 UT. However, due to financial constraints, it has not been possible to consider further expansion of the Scheme beyond 410 Districts.

Periodic evaluations are carried out by NLMA with the help of National Institute of repute. Tata Institute of Social Sciences (TISS), Mumbai undertook an evaluation of the processes of Saakshar Bharat in 2011.

A consortium of three IIMs - IIM Lucknow, IIM Bangalore and IIM Shillong- have conducted the mid-term review of Saakshar Bharat programme in different zones. IIM, Lucknow has separately submitted 'All India Report' on Saakshar Bharat and report on 'Review of Processes of Saakshar Bharat Programme'.

The Monitoring Mechanism is being strengthened by involving ICT initiatives. The implementing agencies are being asked to submit the progress online on the Saakshar Bharat Portal.

Recommendations/observations

12.4 The Committee's attention was also drawn towards the budget allocations and expenditure under the scheme for the years 2013-14 and 2014-15. The details of which are as under:-

(₹ in crore)

2013-14			2014-15		
BE	RE	Actual (31.3.2014)	BE	RE	Actual (31.3.2015)
572.00	354.00	297.28	450.00	371.35	358.35

The Committee notes that the allocated BE of ₹572.00 crore for the year 2013-14 was reduced to ₹354.00 crore at RE Stage. The actual expenditure was even less than the RE allocation. Further, during 2014-15, the BE allocation was kept at ₹450.00 crore which was reduced to ₹371.35 crore at RE stage. This year also the actual expenditure was less than the RE allocation. The Committee feels that lower actual expenditure shows that the benefits of the scheme are not reaching to the targeted beneficiaries or there are implementation flaws. The Committee would appreciate if the implementation of the scheme is improved. The Committee further notes that this scheme has been subsumed under the support to Educational Development including teacher Training and Adult Education and an outlay of ₹450.00 crore for the year 2015-16 has been kept in BE allocation. The Committee apprehends that subsuming of the scheme may dilute the objective of the Saakshar Bharat scheme which caters to specific groups of the society across the country. The Committee hopes that the Department would ensure smooth and effective implementation of the scheme by employing innovative methods.

Action Taken

Noted. It is submitted that the actual expenditure during 2014-15 is ₹358.35 crore which is 96.5 per cent of RE of 2014-15. Due to timely non-submission of Utilization Certificates by the State Literacy Mission Authorities, the required grants to the States could not be released. Regular reviews with the States are being held to accelerate the pace of implementation and utilization of funds under the programme.

CHAPTER-II

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

IV. SARVA SHIKSHA ABHIYAN/RIGHT TO EDUCATION

Quality of Education under RTE/SSA

Recommendations/observations

4.22 Further, the Committee feels that one of the reasons for poor learning outcomes of the students at elementary level is the automatic up-gradation from class I to VIII or the policy of 'No Detention' upto class VIII under the RTE Act, especially in view of the findings of the NCERT Learning Achievement Survey. One must not forget that the main objective of RTE/SSA is to ensure the right of every child to have a quality elementary education. The Committee feels that with no detention policy a student may not be motivated to work hard if he/she is aware that his/her promotion to the next grade is guaranteed. This would work against interests of the child especially when he/she will be required to sit for formal examination from class IX onwards and obtain the minimum benchmarks. Further, even the teachers, parents, peer groups will not succeed in motivating the child to learn through step by step process and be prepared with enough cognitive faculties to take on higher grade examination. The Committee feels that the 'no detention' policy in its present form works against the children particularly of those children coming from disadvantaged categories for whom it has been specially designed. It is a known fact that learning outcomes are very poor in rural areas than the urban areas. The Committee would like the Department to reconsider the policy of 'no-detention' upto class VIII accordingly.

Action Taken

In pursuance of a resolution adopted in the 59th meeting of the Central Advisory Board of Education (CABE) held on 6th June, 2012, a Sub-Committee was constituted for assessment of implementation of Continuous and Comprehensive Evaluation (CCE) in the context of No-Detention provision in the Right of Children to Free and Compulsory Education (RTE) Act, 2009. The Sub Committee during the course of its work held 5 (five) regional meetings and consulted various stakeholders over the issue of No Detention. The Sub-Committee has submitted its report in August, 2014. The recommendations of Sub-Committee include, inter-alia, measuring Learning Level Outcomes of all children on regular basis, to catalyse a performance-driven culture and review of 'No-Detention' policy and its implementation in a phased manner.

The report of the Sub-Committee was placed before CABE in its meeting held on 19.8.2015, wherein it was decided to request all States/UTs to share their views on the No-Detention policy, in writing with Ministry of Human Resource Development. 22 States shared their views on the No Detention policy out of which 18 States have suggested to modify the No Detention policy.

Another Sub-Committee under the Chairpersonship of Minister of Education, Government of Rajasthan has been constituted on 26.10.2015 inter-alia, to review the feedback received from States/UTs on the No-Detention policy.

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

Fund utilization under MDM Scheme

Recommendations/observations

5.3 During the first three years of the Twelfth Five Year Plan a total BE allocation ₹38367.00 crore has been made under the scheme against which ₹32195.00 crore were spent. That the fund utilization under the scheme has remained underutilized in the first three years of the Twelfth Five Year Plan is indicated by the trend of expenditure which is as under:-

(₹ in crore)

Year	BE	RE	Actuals
2012-13	11937.00	11500.00	10867.00
2013-14	13215.00	12189.16	10927.21
2014-15	13215.00	11050.90	10400.57

The Committee notes that there has always been a gap in the allocation of funds and their utilization under the MDM scheme. According to the Department, one of the reasons for underutilization of the funds is the availability of unspent balances with the States/UTs in the beginning of the financial year. The Committee feels that the maximum utilization of funds under the scheme should be made each year as the scheme is meant for the welfare of the small children. The Committee would appreciate if the Department takes concerted efforts to facilitate/motivate the States/UTs to achieve optimum utilization of the funds.

Action Taken:

The Year wise status of Budget Estimate, Revised Estimate, release and expenditure under Mid Day Meal Scheme is as under:

(₹ in Crore)

	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
Budget Estimate	7324.00	8000.00	8000.00	9440.00	10380.00	11937.00	13215.00	13215.00	9236.40
Revised Estimate	6678.00	8000.00	7359.15	9440.00	10239.01	11500.00	12189.16	11050.90	9236.40
Total Release	5835.40	6539.52	6937.79	9128.44	9901.91	10867.90	10927.21	10526.97	8470.10*
% Releases against RE	87%	82%	94%	97%	97%	95%	90%	95%	92%
Total Exp.	3483.60	4999.55	5621.67	7786.56	9235.82	10196.98	10873.75	11316.28	8470.10*
% Exp. against Releases	60%	76%	81%	85%	93%	94%	99.50%	107%	92%

*as on 05.01.2016

It may be seen from the above table that the total released against Revised Estimates (RE) during first four years of the Twelfth Five Year Plan i.e. 2012-13, 2013-14, 2014-15 and 2015-16 are 95%, 90%, 95% and 92% respectively and against these releases total expenditure (total funds utilised by States/UTs) during the financial years 2012-13, 2013-14 and 2014-15 is 94%, 99.50%

and 107% respectively. Comparing to the earlier years i.e. 2007-08 & 2008-09 there is a vast improvement in utilisation of funds. This is a reflexion of efforts and initiatives taken by Government to motivate the States/UTs to achieve optimum utilization of the funds.

Lifting of foodgrains

Recommendations/observations

5.4 As per the information made available by the Department during 2014-15 a number of States/UTs lifted less than 45 percent of the allotted food grains. The following figures reveal less than 45 percent lifting of foodgrains by a number of States/UTs.

(in MTs)

States/UTs	2014-15 % lifting as on 30/9/2014
Arunachal Pradesh	42.90
Assam	43.63
Bihar	42.56
Chhattisgarh	36.82
Gujarat	43.64
Haryana	30.61
Karnataka	40.70
Kerala	40.92
Madhya Pradesh	35.83
Maharashtra	42.83
Orissa	42.21
Tamil Nadu	30.87
West Bengal	35.01
A&N Island	44.21
Chandigarh	27.57
Dadra & Nagar Haveli	42.06
Lakshadweep	42.06

The Committee notes that five States/UTs namely Chhattisgarh, Haryana, Tamil Nadu, West Bengal and Chandigarh have lifted even less than 40 percent of their allocated foodgrains during 2014-15. Further remaining 11 States/UTs lifted less than 45 percent of their allocated foodgrains during 2014-15. The Committee is aware of the fact that many States/UTs have opening balance of foodgrains in the beginning of the year and that the allocation of foodgrains under the scheme is done on the basis of number of children and working days approved by the Project Approval Board (PAB) based on the performance of the States/UTs upto third quarter of the preceding year. Meticulous planning needs to be done before approving the number of children and working days in a year, to avoid the availability of opening balance of the foodgrains with the States/UTs in the beginning of the year. The Committee can only conclude that either there are some grey areas in the projected requirements of foodgrains or all the targeted beneficiaries are not being covered under the scheme. Either way, it is a fit case for making analysis and taking corrective measures. The Committee would further like the Department to take up the matter with the concerned States/UTs and ensure follow-up action required in this regard.

Action Taken

As per the existing system the Ministry allocates foodgrains in two instalments. The first instalment for first two quarter of the forthcoming financial year is issued in the month of February of the preceding financial year on the basis of PAB approvals for the last year. As per the guidelines the State can lift the foodgrains one month in advance i.e. for the quarter (April to June) lifting can be made in the month of March itself. The position of lifting of foodgrains is also been reviewed through regional workshops etc. The status on lifting of foodgrains was also discussed in detail with the States/UTs during the meetings of Programme Approval Board. The States/UTs have been requested from time to time for preparing a lifting calendar and lift food grains accordingly. The status of lifting of foodgrains during 2014-15 is given attached at **Annexure-VII**.

Infrastructure under MDM Scheme

Recommendations/observations

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

Action Taken

The issue of non-completion of the sanctioned kitchen-cum-stores has been discussed with the concerned States/UTs from time to time on various forums. The issue was discussed in detail with the States/UTs during the meetings of Programme Approval Board meetings held for approval of Annual Work Plan & Budget for the year 2015-16. All the States/UTs were advised to complete the construction of pending kitchen-cum-stores latest by December, 2015. The status of construction of kitchen-cum-stores was again discussed and reviewed in the National Consultation held at Shillong on 1-2nd June, 2015 and regional workshops held at Aurangabad on 11 July, 2015 and Amritsar on 16th September, 2015.

As per the information provided by States/UTs through 2nd QPR of 2015-16, construction has been completed for 7.59 lakh kitchen-cum-stores, work is in progress for 1.28 lakh kitchen-cum-stores and work is yet to start for 1.19 lakh kitchen-cum-stores. Many of the States have expressed that the kitchen-cum-stores which were sanctioned earlier at the rate of ₹ 60,000/- per unit are the one, which are at various stages of construction. This issue will be reviewed through regional workshops to be held during January and February, 2016 and also by the PAB-MDM in the meetings scheduled to be held from February, 2016. The State wise status of construction of kitchen-cum-stores is given at (**Annexure-VIII**).

Comments of the Committee

There has been a marked improvement in the construction of Kitchen-cum-Stores and some states like Kerala have been outstanding in this regard, the percentage of constructed Kitchens was only 13% at the beginning has now completed 98%. The best practice from such states can be learnt and efforts should be made to replicate it in other states. The Committee, therefore, feels that the Department needs to keep pressing the States/UTs for achieving more result in this regard.

VI. TEACHER EDUCATION

Recommendations/observations

6.6 The Committee appreciates the large-scale initiatives taken by the Department to strengthen teacher education in the country. However, inspite of all these concerted efforts there is no denying the fact that standard of teaching in most Government and private sector schools at elementary level is a cause for serious concern. The fact that most children cannot read or write upto V Standard, especially in rural areas, indicates that our education system has remained more focussed on quantitative expansion rather than qualitative. The Committee feels that there is a need to focus on improving the standard of teaching in the schools especially in rural, tribal, extremism affected and remote areas.

Action Taken

NCTE has revised its Regulations in November, 2014 and some salient features of the revised regulations are:

- Norms and Standards of 12 Teacher Education Programmes revised.
- New Norms and Standards framed for 3 Teacher Education Programmes: 4 yrs integrated courses: BA/B.Ed. & B.Sc./B.Ed.; B.Ed. Part time face to face (for in situ teachers); and 3 yrs. integrated B.Ed./M.Ed.
- Curriculum of all courses revised and more sharply defined.
- Yoga, ICT, Gender and Children with Special Needs (CWSN) included in curriculum of all programmes.
- Clear thrust and focus on Practicum, School Internship and Field work in Teacher Education Programs.
- School Internship of full 20 weeks.
- Accreditation principle introduced.

2. Joint Review Missions: As a part of the monitoring mechanism of TE scheme, Joint Review Mission consisting of experts in Teacher Education have been sent to 26 States from the year 2012-13 till 2015-16 for ensuring effective implementation of Centrally Sponsored Scheme for Teacher Education (CSSTE). By 2016-17 all States under CSSTE will be covered with a JRM team visiting the 4 remaining States i.e. Delhi, Goa, Himachal Pradesh and Nagaland from 15th to 22nd March, 2016.

3. E-Governance Initiatives: Enhanced use of E-Governance in Teacher Education by National Council for Teacher Education (NCTE) for better regulation of the sector.

4. Accreditation for Teacher Education Institutions (TEIs) by NCTE for better management and improved quality of teacher education.

5. Mapping of Teacher Education Institutions (TEIs) by NCTE to identify the gap areas for effective future planning.
6. Demand and Supply gap study: NCTE has also undertaken a demand and supply gap study to forecast State-wise requirement of different categories of teachers over the next 10 years.
7. In-STEP: Capacity Building Program of Teacher Educators: Ministry of Human Resource Development (MHRD) and USAID have formulated the In-STEP program (India Support to Teacher Education Program). 110 teacher educators from the Eastern and North Eastern part of the country have undergone a 3 month fellowship at Arizona State University with the clear purpose of understanding issues related to teacher education in the years 2013-14 and 2014-15.
8. TESS India Programme: TESS-India (Teacher Education through School based Support) is another programme for Teacher Educators – A joint collaboration between Department for International Development (DFID) and DEA with MHRD as the implementing agency. Under this programme, 125 Teacher Developmental Units (TDUs) for 7 States (U.P, Bihar, M.P, Odisha, Assam, West Bengal, Karnataka) in Mathematics, Science, English, Social Science and Leadership have been developed in English language and the regional language of the States.
9. Various National and Regional Workshops (2 National Workshops and 2 Regional Workshops) have been conducted under CSSTE to review the effective implementation of the Teacher Education Scheme and to envisage future roadmap and initiatives.
10. As on 4th March, 2016 a sum of ₹449.10 Crore has been allocated in Revised Estimate (RE), out of which ₹442.70 Crore has been released by the Ministry.

XIII. CONCLUSION

13.1 School Education is the basic aspect of a nations' life. Good quality school education goes a long way in shaping the quality of people and ultimately of the nation. Over the years, Department of School Education and Literacy has been striving to strengthen the elementary and secondary education system in the country. There is no denying the fact that quantitative expansion of education has taken place across the country but a lot more remains to be done on the qualitative aspect. Therefore, all the stakeholders viz Central/State Governments, Union Territory Administrations, society and others need to come together on one platform and focus on both these aspect of Education. The Department has to play the role of a co-ordinator especially with respect to the allocation of funds to the States and ensuring better utilisation thereof so as to achieve the maximum results which would go a long way in improving the social status of the lower strata of society who have remained outside the growth and development attained so far. The Committee further believes that Department has all the expertise and capacities at its command and if the things are taken in mission mode they would surely succeed in giving a better and desired shape to the future of the country.

Action Taken

The Department is committed to make all efforts as suggested by the Committee to improve the implementation of various schemes by collaboration with States/UTs Rashtriya Madhyamik Shiksha Abhiyan (RMSA) was launched by Government of India in March, 2009 envisaging inter-alia provision of a secondary school within a reasonable distance of any habitation and to improve quality of education imparted at secondary level by making all

secondary schools conform to prescribed norms, removing gender, socio-economic and disability barriers etc. In 2013, secondary education the schemes of ICT, vocational education, Girls Hostel and IEDSS were subsumed under the umbrella of RMSA.

Due to various interventions implemented under RMSA, there has been improvements in overall educational scenario at secondary level as tabulated below:

Sl. No.	Indicator	SSE* 2009-10	UDISE 2014-15
1.	GER (total)	62.71%	76.64%
2.	GER (boys)	66.65%	76.80%
3.	GER (girls)	58.45%	76.47%
4.	Dropout rate	52.76% (I to X)	17.86% (Secondary Level)

*Statistics of School Education

Under RMSA, 11,599 new secondary schools have been approved and funds have been provided for strengthening of 37,731 existing secondary schools. the details of are as under:

Sl. No.	Intervention	Status		
		Sanction	Functional	Yet to be functional
1.	New Schools	11599	10082	1517
		Sanction	Completed	In progress
2.	Strengthening of existing schools	37731		
2.1	ACR	52715	22065	7926
2.2	Science Lab	25948	10962	4323
2.3	Computer room	21864	7925	3105
2.4	Library	27428	11594	5178
2.5	Toilet Blocks	62218	62218	0
2.6	Drinking Water	12327	7476	747

Under this scheme, 115554 secondary school teachers to the existing Government secondary schools have been approved from 2009-10 to 2015-16.

Under the Scheme, various type of training programme has been introduced to improve quality of teachers which includes in-service teacher training to Headmasters/Principal, Master Trainers Training , Training of Key Resource Persons, induction training of Teachers, Headmaster's/Principals Professional Development/ Management and Leadership training of Headmasters & State Resource Groups (SRGs) through NUEPA. The details Teacher's Training are as under:-

Sl. No.	Categories of Trainings	Approved	Training Completed
1.	In-service Teacher Training	3657370	1445952
2.	In-service Training of Headmasters	260340	81292
3.	Master Resource Person & Key Resource Persons (MRP & KRP)	50209	16534
4.	Induction training of Teachers	182168	39151
5	State Resource Groups (SRGs) routed to NEUPA	1334	742

Comments of the Committee

The Committee is happy to note that a considerable effort has been made by the Department in pursuance of its recommendations to improve various schemes in collaboration with States/UTs. There has been a marked improvement in GER across the board and the drop-out rate has decreased considerably under RMSA. However, the Committee notes that teachers' training is not progressing as well as in other areas. The figures pertaining to completed Teachers' training *vis-a-vis* approved training shows that majority of the teachers have not yet been given training. Hence, the Committee feels that renewed efforts are needed for imparting training to at least the teachers, whose training has been approved.

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

II. BUDGETARY ALLOCATION

Recommendations/observations

2.5 The Committee finds that there has always been a gap between the projected requirement of funds and allocations to the Department for its various schemes. Taking into account the fact that SSA/RTE, MDM and other Programmes of the Department are major social sector schemes meant to create a network of educational facilities for all sections of the society across the country with focus on universal access, retention, social and gender parity, greater amount of funds is required for each of these schemes/programmes. However, lower allocation of funds for each of these programmes does not match the objectives to be achieved. Inadequacy of funds would certainly adversely impact the outreach of the schemes to the remote and tribal/border areas lacking school infrastructure and other facilities, unserved habitats, disadvantaged groups, backward and poor people having no access to school facilities defeating the very objectives of the schemes.

Action Taken

The financial outlay for SSA for 2014-15 in the BE was ₹28258.00 crore which was revised to ₹24380.00 crore at the RE stage. The overall plan budget of the Department during 2015-16 is ₹39038.50 Crore, out of which the BE for SSA is ₹22000.00 crore and ₹9236.40 crore for Mid Day Meal Scheme. Against the allocation of ₹ 24380 crore for SSA-RTE programme in 2014-15 an amount of ₹24122.51 crore (98.94%) has been released. It has been the endeavour of the Department that SSA programme addresses the infrastructural gaps and socio-geographical diversities among the States and ensure that its goals are met.

The Mid Day Meal Scheme (MDMS) has been allocated 30% budget in 2015-16 w.r.t. the BE 2014-15. The less allocation has affected the implementation of the scheme in the sense that additional funds of ₹560.48 Cr. have been demanded from MoF under 3rd supplementary for meeting the requirement of funds of States like Jharkhand, Jammu & Kashmir, Uttar Pradesh, Rajasthan & West Bengal. The funds are also required for GNCT of Delhi, Puduchery and all UTs without legislature.

Comments of the Committee

The Department has not taken any concrete step to address the gap between the projected requirement of funds and allocations for its various schemes. Further the allocation were reduced by ₹3878 crore, at RE Stage. This could be for the reason that the Department was not able to spend as per the norms of Ministry of Finance. While replying, the Department should have made explanation to that effect nor has the Department mentioned the reasons why there has been decreased allocation for the year 2015-16. Inadequate funds would certainly act as a huge hurdle in the implementation of these important schemes. The Committee observes that the Department should examine as to what measure, can be taken by them to avoid such a situation and if need be, take up this matter with the Ministry of Finance at the earliest so that the implementation of the schemes does not get affected. The Committee is also of the view that the Department should make all out

efforts to increase the outreach of the schemes to every nook and corner of the Country.

Recommendations/observations

2.11 The Committee is fully aware of the fact that various schemes of the Department are implemented in accordance with the Annual Action Plan. Pending Utilization Certificates are indicative of the non-adherence of the financial norms of the schemes and availability of unspent balances indicates slow pace leading to targeted beneficiaries not being covered fully as also physical targets for various schemes remaining unachieved. The Committee reiterates that the Department has to be more vigilant in realizing its fiscal responsibility and that the Department should initiate steps for liquidating old pending Utilization Certificates expeditiously and facilitating the implementing agencies to submit the same in time. The Department should also pursue the issue of unspent balances with the State Governments/Uts to ensure that the allocated funds are utilized optimally and judiciously. Besides, the Committee would like to be apprised of the latest State-wise figures of outstanding Utilization Certificates and also the amount of unspent balances. The Committee once again emphatically states that factors responsible for funds remaining unutilized need to be identified and remedial measures taken accordingly. The Committee also calls upon the States and other implementing agencies to treat the matter of Utilization Certificates and unspent balances with all seriousness so that the pace of the schemes does not suffer.

Action Taken

The central share is released in two installments in a year, once in April and then again in September. The 1st installment is released in two tranches, 1st tranche as ad-hoc installment & 2nd tranche as balance of the 1st installment. The ad-hoc installment is released in the month of April-May to the tune 25% to 30% of the expenditure made in the previous financial year.

In order to maintain the steady fund flow, the balance of the 1st installment is released in the month of June-July subject to release of matching share by the State & provisional utilization certificate of previous year. The 2nd installment is released in the month of September-October based on the pace of expenditure, receipt of commensurate state share, audited accounts, adjustment of outstanding advances etc. and provisional utilization certificate for the current year.

All the States/UTs have already submitted their Audited accounts for 2013-14 under SSA. Quarterly meetings are held up for review of financial management status including the issue of settlement of outstanding advances. With the result, substantial reduction in the amount of outstanding advances has taken place during the past three years from ₹16498.02 crore (as per audit report for the year 2011-12), on 01.04.2012 to ₹5232.67 crore as on 31.03.2015.

The release of 2nd instalment of central share depends on availability of Audited Utilization Certificate, pace of expenditure, providing of commensurate State share of previous year and the current year, adjustment of outstanding advances etc. The Govt. of India has already laid down the timelines for following up during the preparation of Annual Reports and Audited Accounts as per **Annexure-I.**

The unspent balance consist of central share, state share, excess state share, bank interest & misc. receipts. The unspent balance of the previous year is passed on to next financial year for implementation of approved interventions. Further un-utilized balance sometimes accumulates

due to excess state share/contribution. The State-wise unspent balance as on 01.04.2015 comes to only 12.8% (**Annexure-II**).

Comments of the Committee

The Committee acknowledges the efforts put in by the Department in reducing the amount of outstanding advances. The Department has however not given detailed information about the pending UCs of the last three years. Hence, the Committee observes that a comparative analysis of the pending UCs of these years cannot be made. Pending UCs continue to remain as a perennial problem. Hence, the Committee can only reiterate that the Department should make all out efforts to deal with this problem. Pendency pertaining to the recent years also needs to be brought to the minimum level.

III. ENROLMENT, RETENTION AND DROP OUT

(i) GER/NER

Recommendations/observations

3.1 The Committee is happy to note that the country has almost achieved the goal of universal access at primary level and there is considerable improvement both in GER and NER at upper primary level. However, at upper primary level both GER and NER show decline with NER showing a sharper decline. NER of 70.20 percent reflect that around 30 percent children drop out of the schools by the time they reach class VIII, therefore, for maintaining the optimum GER and NER at upper primary level is still a challenge for the Department. The Committee is aware that a number of factors such as non-availability of schools in neighbourhood, poor school infrastructure, non-availability of adequate number of teachers, teachers absenteeism and other socio-cultural barriers are responsible for sliding GER and NER at upper primary level. The Committee however, feels that notwithstanding these constraints, the gains of optimum enrolment at primary level are negated if the same level of enrolment is not sustained at upper primary level. The Committee would like to draw the attention of the Department to the three most crucial parameters of RTE/SSA *i.e* availability of neighbourhood schools, proper school infrastructure with all the facilities and the availability of required number of teachers in the schools, which were required to be pursued in a mission made manner and completed within a stipulated timeframe. The Committee feels that inspite of the considerable progress made in this regard, the ground realities might be different and perhaps these factors may be contributing towards sliding GER and NER at upper primary level. The Committee would like the Department to make State specific assessment about the GER and NER at primary level ascertaining the factors responsible for low GER and NER at upper primary level and take corrective measures.

Action Taken

Section 6 of the Right of the Children to Free and Compulsory Education Act, 2009 provides for establishment of schools within the area or limits of neighbourhood as prescribed in the State RTE Rules. Accordingly the required numbers of schools have been sanctioned/opened as per neighbourhood norms. Since coming into force of the RTE Act, 2009, 44,595 school buildings, 7,00,460 additional classrooms, 5,46,513 toilets and 34,671 drinking water facilities have been sanctioned to the State under SSA programme to augment the school infrastructure for compliance with RTE.

The GER, at upper primary level has increased from 75.80 in 2009-10 to 91.24 in 2014-15 and NER increased from 58.29 to 72.48 during the same period. Under SSA, the teachers posts are sanctioned as per the provisions contained in the Schedule to RTE Act to maintain the Pupil Teacher Ratio (PTR) of 30:1 at primary level and 35:1 at upper primary level. Since inception of SSA, 19.77 lakh teacher posts have been sanctioned, of which 15.58 lakh teachers have been recruited. The average attendance rate of teachers at primary level has also improved from 81.7 in 2006-07 to 84.8 in 2012-13 and at upper primary level the same has improved from 80.5 in 2006-07 to 83.1 in 2012-13.

(iii) Out of School Children

Recommendations/observations

3.4 The Committee feels it is not a happy situation that over 60 lakh children are out of school. Still worrisome fact is that majority of the out-of-school children belong to the disadvantaged communities *viz* scheduled castes, scheduled tribes, minorities, migrants, children with special needs, deprived children, working children, children in difficult circumstances *i.e* those living in difficult terrain, children from displaced families and areas affected by civil strife. Attention of Committee was drawn to the fact that while discussing the issue of social access and equity, the tendency was to confine it to broad categories like SC, ST, Muslims, Girls etc. However, our social realities are too complex as there are more disadvantaged within the disadvantaged groups. The Committee feels that there is a need to identify all the out-of-school children and to mainstream them to appropriate classes by adopting a flexible approach. All this requires taking concerted efforts to reach out to the out-of-school children. The Committee feels that the Department should shift its focus from schooling to learning for these children and also envisage new ideas and schemes so that they are attracted to schools.

Action Taken

The number of Out of School Children (OoSC) has declined from 81.5 lakh in 2009 to 60.64 lakh in 2014 as per All India Survey of OoSC conducted by an independent agency. Under SSA, to enrol and retain children in the 6-14 years age group, steps have been taken, inter alia, to open schools in the neighbourhood, construct additional class rooms, provide drinking water & toilet facilities, provide additional teachers, textbooks, uniforms (for all girls and children belonging to SC, ST and BPL families in government schools) and provide special training to OoSC for eventual mainstreaming into schools.

Through the SSA, the States /UTs are being financially supported to address gaps and challenges in ensuring quality education to children in elementary classes through recruitment of additional teachers to improve the Pupil Teacher Ratio (PTR), regular annual-in-service teacher training to all teachers to update their skills and knowledge, support for Computer Aided Learning at upper primary level and regular academic support through Block Resource Centres and Cluster Resource Centres. Padhe Bharat Badhe Bharat, a sub-programme under SSA has been launched to enhance the quality of foundational learning in languages and early mathematics in classes 1 & 2 and a focused programme for Science and Maths at upper primary level under SSA is also being supported.

Comments of the Committee

The Committee appreciates the efforts taken by the Department in ensuring improvement in GER and NER at upper primary level. However, the Committee observes

that a lot more can be done in this regard. The Department has not provided the factors responsible for low GER and NER at upper primary level, nor has the Department mentioned information about the corrective measures taken. Teachers' absenteeism and non-availability of adequate number of teachers continue to remain as hurdles in ensuring universal access at primary education. The Department should take urgent steps to ensure that maximum students are retained at the upper primary level as well. More neighbourhood schools with proper infrastructure with all the facilities need to be established. The Committee is of the view that the Department should take up urgent steps to find out the problems at grass-root level which are contributing towards sliding GER and NER at upper primary level and take corrective measures. The Committee would like to be apprised about the progress made in this regard.

SARVA SHIKSHA ABHIYAN/RIGHT TO EDUCATION

Funding and Fund sharing pattern for RTE/SSA programme

Recommendations/observations

4.11 The Committee feels that RTE/SSA programme, largely being a Central Government initiative, is the responsibility of the Government for mobilizing adequate resources to achieve the mandates of the RTE Act. It is a known fact that time and again States/UTs have been pressing for more funds for implementing the provisions of the RTE Act. The RTE obligates the States/UTs to ensure completion of free and compulsory education from class I to VIII for all children in a neighbourhood school, make provisions for buildings and infrastructure, maintaining norms and standards relating to Pupil Teacher Ratio, increased school working days, appointment of appropriately trained teachers and developing curriculum for all around development of the children through a system of child-friendly and child-centred learning. It is believed that the States/UTs are not able to fulfil many of these mandates mainly on account of inadequacy of the funds. This indicates lack of the required commitment on the part of the Central and State/UT governments to strive for universalization of quality elementary education for all. In view of the above, the Committee recommends that adequate funds be mobilised at the earliest for implementing the Scheme.

Action Taken

The Planning Commission had allocated Gross Budgetary Support at current prices of an outlay of ₹1,92,726 cr. for SSA scheme for the 12th Plan period (2012-17).

The financial outlay for 2014-15 in the BE was ₹28258.00 crore which was reduced to ₹24380.00 crore at the RE stage. Against the demand of ₹50000.00 crore, the Government has approved ₹22000.00 crore for 2015-16 for implementation of RTE-SSA programme. State-wise central releases under RTE-SSA programme from 2010-11 to 2014-15 are placed at **Annexure-III**.

Comments of the Committee

The Committee notes the efforts made by the Department to mobilise the funds to the concerned States/UTs. However, inadequate funds continue to be a major obstacle in implementing the RTE/SSA programme. The Committee is of the view that the Department should find ways to tackle this obstacle and to ensure that the States/UTs utilize the funds meaningfully. For universal access, retention and improving the quality of elementary

education, sufficient funds are required. The Committee, therefore, reiterates that the problem of insufficient funds should be dealt with earnestly without any delay.

Recommendations/observations

4.15 The Committee would like the Department to keep an eye on the ground reality with respect to infrastructures created in various States and to take up the issue on priority basis with States/UTs which shows dismal and slow performance. The Committee would like to reiterate that all the schools must be run as per the mandate of RTE with proper infrastructure having sufficient facilities. The Committee views the inadequacy of infrastructural and facilities seriously and desires the Department to play a more pro-active role in persuading the States/UTs in creating the required infrastructure facilities in a time bound manner. Another related issue with the infrastructure creation is the design of the school buildings. The Committee feels that irregularly planned schools not only disturb the students but also has an adverse impact on the whole range of activities of the schools. The Committee accordingly recommends that the school buildings must be designed in such a manner that it helps in attracting the students to them.

Action Taken

Regular meetings are held with States and UTs representatives to monitor performance of infrastructure created. Planning and design of school building are done by the States and UTs as per availability of resources including suitable land.

Comments of the Committee

The Committee observes that it is the responsibility of the Department to ensure that the States/UTs construct the required infrastructure facilities in a time bound manner. The Department has not provided any UT/Statewise details of the infrastructures those have been constructed in the States/UTs so far. Strict actions are needed to be taken up with those States/UTs whose performance in this regard is dismal and slow. Regarding the design of the school buildings, the Committee is of the view that experts' opinion needs to be taken so that the school activities do not get disturbed.

Kasturva Gandhi Balika Vidyalayas (KGBVs)

Recommendations/observations

4.26 The Committee finds that the overall enrolment percentage of the Minorities and the BPL girls in KGBVs is abysmally low. Further even in Muslim concentration districts, the enrolment percentage of muslim girls is very low. The Committee feels that the muslim girls are not coming forward to join KGBVs in even muslim concentration districts, the probability of their being enrolled in other areas in large numbers is remote. Another area of concern for the Committee is girls from economically weaker families not availing of this facility as envisaged under the scheme. The Committee is of the view that public awareness about the targeted areas and the benefits of the KGBV Scheme needs to be taken to higher levels of penetration in targeted areas with increased intensity as well as with more participation of Gram panchayats and community leaders in its implementation.

Action Taken

The enrolment of Muslim girl's in 544 KGBVs which have been sanctioned in Muslim

Concentration Districts (SFDs) has increased from 21.64% in December, 2014 to 25.19% in December, 2015 which is a 3.55% increase in the overall enrolment of Muslim girls. The state-wise details of enrolment of girls belonging to Muslim families in KGBVs are as under:-

SN	State	KGBV Sanctioned	KGBV Operational	Total Girls belonging to Muslims Families	% of Muslim Girls
1	Assam	34	34	1083	58.54
2	Bihar	102	102	1714	17.08
3	Gujarat	8	8	60	12.24
4	Haryana	6	6	175	31.19
5	J & K	69	69	2163	75.03
6	Jharkhand	40	40	544	13.86
7	Madhya Pradesh	2	2	1	0.33
8	Manipur	1	1	0	0.00
9	Rajasthan	3	3	26	10.08
10	Uttar Pradesh	219	219	4277	20.10
11	Uttarakhand	9	9	14	3.31
12	West Bengal	51	51	1423	40.88
	Total	544	544	11480	25.19

Similarly, the overall category-wise enrolment % of the girls of minority communities in the KGBVs has increased from 6.22% in December, 2014 to 7.68%, in December, 2015 an increase of 1.46% in the overall enrolment of Minority girls. State wise details are placed at **Annexure-V**.

The Overall category-wise % of girls in the KGBVs as on 30th December, 2015 is as below:-

Description	% enrolment
SC	30.02%
ST	24.95%
OBC	31.27%
BPL	6.07%
Minority	7.68%

In order to improve the enrolment of girls from Muslim communities and weaker sections a range of strategies and interventions have been evolved to improve SC, ST and Muslim girls' participation in KGBVs, through building systemic responsiveness, motivating girls and their parents and forging partnerships with community based groups so that maximum number of eligible girls of said categories benefit from this scheme.

Some measures taken in this regard are:-

- Provision of an option for a section to provide instructions in Urdu medium in KGBVs in Muslim dominated blocks.
- 2 Urdu teachers provided (only for blocks with Muslim population above 20% and select urban areas), if required
- Involvement of community members in functions celebrated in KGBVs.

In addition quarterly meetings are held at the National level and Regional level to review the implementation of girls' education Programmes including the KGBV scheme. These are review cum capacity building workshops with exchange of good practices across the State.

National level meetings are conducted by Secretary, Department of School Education & Literacy, with State Education Secretaries and State Project Directors (SPDs) of SSA including Directors of State Council for Education Research and Training twice a year and other regional Reviews are also held. Progress of KGBV is reviewed in each of these.

Other than this School enrollment campaigns are generally launched by States at the start of the school academic year for awareness generation to enroll out-of-school children in schools and KGBVs. The school enrolment campaigns enable States to reach out to hitherto unreached children, including children in remote areas, working children, girls, children belonging to SC, ST and Minority communities, and children in difficult circumstances to facilitate their enrolment in KGBVs and schools.

Comments of the Committee

The Committee notes that in Muslim concentrated districts there has been an increase of 3.55% in the over-all enrolment of Muslim girls and thereby raising their enrolment to 25.19% . The Committee desires that continued effort should be made by the Department so that there is a remarkable growth in their enrolment. Further, the Committee observes that the overall enrolment percentage of the Muslim, Minorities and the BPL girls in KGBVs continues to be abysmally low despite the efforts of the Department. Therefore, the Committee feels that either the public awareness about the KGBVs is not there or the target audience are not getting the message. The Committee, therefore, urges the Department to act pro-actively to find more innovative and out-of the Box solution so as to improve the enrolment of Girls in the most weakest and vulnerable parts of the Country.

Teacher Recruitment and Training under RTE/SSA

Recommendations/observations

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

Action Taken

The Pupil Teacher Ratio (PTR) norm as per the RTE Act 2009 is 1:30 for primary schools and 1:35 for upper primary schools. Since the implementation of the Act, States have been sanctioned around 7 lakhs additional teachers' posts in order to meet the PTR norm. As on 31.03.2015, 19.77 lakhs teachers' posts have been sanctioned to all States/UTs to improve the PTR

under SSA, against which 15.58 lakhs teachers' posts have been filled up by the States/UTs. As on 31.03.15, the national PTR is 26:1. However, inter State variations remain.

The issue of filling up of vacant teachers' posts, deployment of teachers are periodically taken up with State governments/UTs through fora like Education Secretaries Meetings and the Project Approval Board Meetings.

Comments of the Committee

The Committee fails to understand that even with around 4.19 lakh posts of teachers vacant under SSA as on 31.03.2015, the Department has submitted that the present National Pupil Teacher Ratio (PTR) is 26:1. This implies that either the previously estimated PTR do not reflect the correct ratio, or the estimate of the number of students/Teachers under SSA does not reflect the actual figures. Hence, the Committees desire that the total number of pupils under SSA and the total number of Teachers may be provided. Further, the Committee also feels that not enough has been done to fill up the vacancies as recommended earlier.

Recommendations/observations

4.31 The Committee finds that no training has been given to untrained teachers in a number of States/UTs. The Committee does not know the reasons for this and desires to have State-wise figures of service teachers requiring professional training and the number of untrained teachers in the States/UTs. The Committee would also like to know what steps the National Council for Teachers' Education is taking to ensure that only professionally qualified teachers are appointed under RTE/SSA to provide quality education to children.

Action Taken

In 18 States/UTs, viz, Andaman & Nicobar Islands, Andhra Pradesh, Chandigarh, Dadra & Nagar Haveli, Daman & Diu, Delhi, Goa, Gujarat, Haryana, Karnataka, Kerala, Lakshadweep, Maharashtra, Punjab, Puducherry, Rajasthan, Tamilnadu, Telangana all the teachers at elementary level in Government and Govt. Aided Schools are trained teachers. The details of untrained teachers in remaining 18 States/UTs is placed at **Annexure-VI**.

The NCTE as the notified Academic Authority as per Section 23(2) of the RTE Act, 2009 has prescribed minimum qualification for persons to be eligible for becoming teachers in Classes I-VIII. Additionally, NCTE has also laid down guidelines for the Teacher Eligibility Test (TET). The State Government/UTs conduct the TET examination to ensure that well qualified candidates join the teaching profession.

Comments of the Committee

The Committee finds that the total number of untrained teachers recruited is very high i.e., 7,45,327. This figure is even higher than the total number of NCTE approved trained teachers. This does not speak well of the status of fitness for teachers in the Country and it would ultimately reflect on the quality of teaching and the students under SSA. The Committee, therefore, feels that pro-active steps need to be taken up by the Department to impart training to these teachers in the right earnest.

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

Recommendations/observations

5.12 The Committee notes the various measures and initiatives taken by the Central and State Governments with respect to the maintenance of quality of food being served to the students under MDM Scheme. The Committee, is, however, also aware that a large number of complaints regarding poor quality of food served to students all over the country reported in the media. The Committee feels that either the aforementioned measures largely remain on paper and are far way from ground realities or there is no proper monitoring mechanism put in place to check these kinds of reports and to provide remedial measures.

5.13 The Committee therefore, strongly feels that the implementation of MDM scheme needs a very strong and effective supervisory mechanism. The best practices and initiatives in some States can easily be adopted by schools in other States/UTs. The Department should motivate the other States/UTs by sharing such information with them. The other suggestions which the Committee wants the Department to consider is that the teachers, as far as, possible be taken off from all MDM duties and specialised staff be deployed for this purpose

Action Taken

Various complaints regarding poor quality of food served to students are received from different places from time to time, despite the various measures and initiatives taken by the Central and State Governments for providing quality of food to the students under MDM Scheme. However, it may be mentioned herewith that the matter is immediately taken up with concerned States/UTs for sending their comments as well as action taken report on the complaints whenever any complaints or news reports come to the notice of this Department regarding any irregularity including poor quality of meals in implementation of the scheme. The status of complaint received and action taken thereon during the year 2012 to 2015 is given at **Annexure-IX**.

The need for strengthening the monitoring mechanism by the State Governments at the district, block as well as state level was discussed with States/UTs in the regional workshop held on 11-07-2015 at Aurangabad and on 16-09-2015 at Amritsar. One of the reasons that emerged is that there is insufficient staff for regular monitoring of the implementation of the scheme. The States/UTs have been advised to take care of aforesaid problem.

As per suggestion of Committee, the best practices and initiatives in some States/UTs have already been shared with other States/UTs on different forums and platforms and motivated them to adopt these best practices and initiatives. As far as the other suggestion of committee regarding the teachers, as far as, possible be taken off from all MDM duties and specialised staff be deployed for this purpose is concerned, it is submitted that The Mid Day Meal Guidelines envisage that teachers should not be assigned responsibilities that will impede or interfere with teaching learning. The teacher is to supervise that the mid day meal is served in an orderly manner within specified time (recess period) and to taste the meal on rotational basis before it is served. Except the above supervisory responsibility, he / she has no other role in the preparation of the mid day meal, as there are cooks-cum-helper preparing and serving the meals. The teaching learning activities are not affected because the meals are served during the recess period.

Comments of the Committee

The Committee notes that the data regarding various types of action taken on complaints received during 2012-2015 is not elaborate or up-to-date and it also does not show the actual nature of complaints received by the Department. Thus, Committee feels that the Department should keep up its vigil on the quality of food and the extent of its reach in giving nutritious food to the children of this Nation.

VI. TEACHER EDUCATION

Recommendations/observations

6.8 The Committee notes that in some of the States/UTs, a large number of posts are lying vacant in DIETs, CTEs and IASEs. Situation is particularly discouraging in the States of Andhra Pradesh, Assam, Madhya Pradesh, Orissa, Tamil Nadu, Telangana and Uttar Pradesh where vacancies exist in all the teacher education institutions. Position is no better in a number of other States/UTs in this regard. The Committee has been making observations in its previous reports also about the vacant positions in the teacher education institutions. It has been the Committee's consistent opinion that teacher education institution would not be strengthened unless all the sanctioned academic posts have been filled up. If 40 to 50 percent of the posts are lying vacant in teacher education institutions, then the Department's claim of there being fully functional and strengthened teacher education institutions cannot be taken seriously. Further, the quality of teaching in the schools cannot be improved, unless the quality of teacher education and institutions thereof are also improved. This cannot be done, if the optimum faculties are not available in the teacher training institutes. The Committee hopes that the Department would make concerted efforts to ensure fully functional DIETs, CTEs and IASEs for teacher education.

Action Taken

The updated status for States with respect to DIETs, CTEs and IASEs are as provided in the table below:

Sl. No	States	DIETs			CTEs			IASEs		
		Sanctioned Posts	Filled Posts	Vacant Posts	Sanctioned Posts	Filled Posts	Vacant Posts	Sanctioned Posts	Filled Posts	Vacant Posts
1	Andhra Pradesh	340	135	205	51	39	12	26	6	20
2	Assam	572	323	249	136	120	16	51	34	17
3	Madhya Pradesh	741	406	335	143	65	78	71	51	20
4	Odisha	640	371	269	149	122	27	52	28	24
5	Tamil Nadu	725	497	228	93	82	11	18	18	0
6	Telangana	250	72	178	91	30	61	31	10	21
7	Uttar Pradesh	2030	1150	880	66	21	45	27	5	22

In the Teacher Education Approval Board (TEAB) meetings which are conducted annually to consider the AWP&B of States/UTs and various forums such as National and Regional Workshops, JRM, etc States/UTs have been encouraged to fill up existing vacancies in TEIs on a priority basis. Moreover funding under programme & activities for different TEIs is directly

linked to the number of academic Posts filled in these institutions.

Comments of the Committee

The Committee notes that the data for sanctioned number of posts for DIETs, CTEs and IASEs provided by the Department at the beginning of the year do not match with the data provided now. Even some of the data seems to be wrong e.g., the % of Vacancy under Teacher Education Institution (TEIs) has been totalled and its sum has been stated as 141.53% vacancies, which is prima facie not correct. Notwithstanding the factual inaccuracies, the Committee is saddened to note the large amount of vacancies still exist and strongly urge the Department to take strong measures to ensure that all these vacancies are filled up at the earliest and in right earnest.

Recommendations/observations

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

Description	As on 1/3/2015
Kendriya Vidyalayas with permanent school Building	713
Kendriya Vidyalayas where school building is under construction	77
Kendriya Vidyalayas where school building is under planning	48
Kendriya Vidyalayas where land identified and awaiting lease in favour of Sangathan	88
Kendriya Vidyalayas where land yet to be identified	41

From the information made available, it is evident that 77 buildings are under construction and building plans are under process in respect of 48 KVs. In case of 88 KVs land has been identified but lease in favour of KVs is awaited and for 41 KVs land is yet to be identified. According to the Department, KVs was making concerted efforts at various levels for procurement of land and execution of lease deed in order to sanction permanent school buildings at the earliest. The Committee notes with serious concern that the delayed construction of building has become a perennial problem. In case of 177 KVs, the construction of buildings is yet to be started as the proposals are in various stages of procedural and administrative formalities. The Committee, would appreciate if the projects are awarded for construction only after all the procedural and administrative formalities have been completed. Under construction building also needs to be fast-tracked. The Committee would like to be informed about the latest position in this regard.

Action Taken

The present status of construction of school buildings as on 01-08-2015 is as under:

Description	As on 01-08-2015
Kendriya Vidyalayas with permanent school building	713
Kendriya Vidyalayas where school building is under construction	92
Kendriya Vidyalayas where school building is under	58

planning	
Kendriya Vidyalayas where land is identified and awaiting lease in favour of Sangathan	83
Kendriya Vidyalayas where land yet to be indentified	37

During the current financial year till 1st August, 2015, 8 new KVs have been opened. Regarding delay in construction of school buildings, review meetings are being regularly held with construction agencies from time to time for completion of ongoing construction work at site removing all bottlenecks.

At present 92 school building works are under construction and in order to timely completion of works all efforts are being made by reviewing the progress of works with the Head of construction agencies at various levels and through Vidyalaya Monitoring Committee.

It is further reported that KVS has been awarding works to construction agencies only after leasing/permanent grant of land done by the sponsoring agencies. There has been considerable delay in transfer of land i.e. completion of lease/permanent grant basis formalities by the sponsor. To tide over this problem, regular reminder are sent to sponsoring authorities i.e. State Govt., Min. of Home Affairs, Min. of Defence, Min. of Railways etc. In the past matter has been taken up by the :

- (i) Hon'ble HRM vide letter dated 09.01.2012 & 26.08.2014 to all Chief Ministers of the States concerned for transfer of land in favour of KVS.
- (ii) Hon'ble HRM vide letter dated 18-09-2014 to Defence Minister, Minister of Railways & Home Minister (Govt. of India) for transfer of land in favour of KVS for Kendriya Vidyalaya opened under their sponsorship.
- (iii) Addl. Secretary (SE&L), Ministry of HRD vide letter dated 04-09-2012 to all Chief Secretary of the States concerned for transfer of land in favour of KVS.
- (iv) Commissioner, KVS vide letter dated 26-04-2013, 17-11-2014, 26-12-2014 & 17-06-2015 to all Chief Secretary of the states concerned for transfer of land in favour of KVS.
- (v) Addl. Commissioner (Admn.) KVS vide letter dated 11-02-2015 to all Collector concerned District for early allotment of land in favour of KVS. DC, KVS of the concerned ROs are also directed to liaise with sponsoring authority for allotment of land.
- (vi) Further follow up communications were sent by Secretary (SE&L) on 17.12.2015 to the Chief Secretaries concerned and Heads of Organisation or Sponsoring agencies for early completion of land transfer formalities.

Comments of the Committee

The Committee notes that there are 37 KVs where land for construction has not been identified. The Committee also notes that for 83 KVs land has been identified and waiting lease in favour of Sangathan. The Committee feels that the Department has to take a proactive role and take up this issue with the concerned authorities for identification and leasing of land for the KVs.

Recommendations/observations

7.12 To a query of the Committee as to whether introduction of cent per cent filling of post of Vice-Principal in Kendriya Vidyalaya by Departmental/ direct recruitment undermines importance of experience, subject expertise viz. a viz. capacity to memorize and to reproduce, the Department has informed that 6 years experience as PGTs for direct recruitment and 5 years

experience for PGTs for limited departmental examination is still required. The Committee is, however, of the opinion that 5 or 6 years experience is not sufficient to acquire the level of maturity needed for the post for Vice-Principal. In reply to another query, the Department has stated that questions relating to establishment and financial matters are very relevant for the post of Vice-Principal in view of duties of that post and that has been cited as a rationale for testing PGTs in financial and establishment rules. Caliber of a person is best judged by testing him on what he knows than what he may be required to know in future if promoted. It is on this principle that candidates to be recruitment even to prestigious positions like Indian Administrative Service (IAS) are tested in the subjects which they have studied and not in the financial and establishment rules that they may be required to deal with if selected. Once a person is selected, he/she is given necessary training in these rules. In view of its above-mentioned arguments the Committee feels that testing of PGTs in establishment and financial rules for promotion to the post of Vice-Principal is not appropriate and it needs to be reconsidered.

Action Taken

A Committee has been constituted under the Chairmanship of joint Commissioner (Acad.) to review the syllabus of Limited Departmental Examination, Kendriya Vidyalaya Sangathan.

The observation made by the Parliamentary Committee regarding syllabus and recruitment rules in respect of teaching and non-teaching posts will be placed before the Committee for necessary action while reviewing the recruitment rules and syllabus of Limited Departmental Examination of KVS.

Recommendations/observations

7.14 In view of above, the Committee strongly recommends that amendments by the Kendriya Vidyalaya Sangathan which have reduced promotion to the post of Vice-Principal through seniority-cum-selection method to zero percent even though earlier it used to be 100% be repealed forthwith and original position of 100% promotion through seniority-cum-merit be restored.

The Committee feels that this has happened mainly due to absence of a clear cut transfer and promotion policy in KVs. Such a policy should be put in place at the earliest to avoid discretion etc. in these matters.

Action Taken

The Board of Governors of KVS, in its 103rd Meeting held on 30.10.2015 has approved recommendation of Finance Committee, KVS that all Recruitment Rules (RRs) of KVS should be vetted by Law Department and DoPT, Govt. of India. In case of any financial implications involved, the approval of Finance Ministry should also be taken. The recommendation of the committee for review of Recruitment Rules will be placed accordingly to the MHRD for approval by the concerned Department/Ministry.

A Committee has been constituted under the Chairmanship of Addl. Commissioner (Admn) to review the syllabus of Limited Departmental Examination Kendriya Vidyalaya Sangathan.

The observation made by the Parliamentary Committee regarding syllabus and recruitment rules in respect of teaching and non-teaching posts will be placed before the Recruitment Rules Committee for necessary action while reviewing the recruitment rules of KVS

KVS transfer policy is under review by a Committee and suggestions made by the Parliamentary Standing Committee will also be taken into consideration during the review of these

policies.

Comments of the Committee

The Committee is not at all in agreement with the existing policy of 100% recruitment of Vice-Principals (VPs) of KVs from Limited Departmental Examination (LDE) and Direct Recruitment as it will affect the morale of the PGTs completely halting their career progression. The Committee, therefore, reiterates its earlier recommendation that for the promotion of PGTs to the post of Vice-Principal, the original position of 100% through seniority-cum-selection be restored. As regard the requirement of specific knowledge of Establishment and Financial Rules for the post of VPs, the Committee feels that the PGTs in the zone of consideration can be suitably trained by the developing short term modules. Further, regarding the matter of reviewing of the Recruitment Rules (RRs) of KVs, which is pending before the Cadre Review Committee of KVs, the Committee recommends that the same may be expedited at the earliest, keeping in view this Committee's recommendations as stated above.

Recommendations/observations

8.3 The Committee's attention was also drawn to the number of teaching and non-teaching staff vacancies in JNVs. The Committee notes that 1140 vacancies of PGT, and 826 posts of TGT were vacant. In all out of 12917 total teachers posts 2276 posts were lying vacant. In non-teaching staff also out of 9154 posts 1627 were lying vacant. The Committee feels that such a large number of teaching and non-teaching posts lying vacant is a cause of serious concern. Since, the JNVs cater to the needs of rural children, the Committee would like the Department to take steps to ensure that all the posts are filled up expeditiously so as to ensure quality education to children in rural areas.

Action Taken

Recruitment to fill up the vacant posts is a continuous process. Vacancies keep on arising due to the following reasons:

- a. New posts arise every year at the starting of new academic session due to upgradation of Vidyalayas from secondary level to senior secondary level.
- b. Vacancies arise due to retirement/resignation of existing teachers.
- c. Vacancies arise due to promotion from TGTs to PGTs, PGTs to Vice-Principals.
- d. Vacancies exist due to non-availability of suitable candidates in the reserved category.

Regular efforts are being made to fill up the vacant posts. In 2015, in the month of April, 229 TGTs have been promoted to the post of PGTs. Further, recruitment drive 2014 of teachers has also been finalized in 2015 and in the month of June, offer of appointments to 463 candidates (227 PGTs + 236 TGTs) have been issued on direct recruitment basis. Process for recruitment drive 2015 to fill up the remaining unfilled vacant posts has already been initiated.

It is further stated that all Regional Offices / Principals have been empowered to fill up the vacancies of teachers from time to time on contract basis so that studies of the students are not hampered. For filling up of the vacancies against rest of the posts in non-teaching cadre, action is being taken on priority basis to fill up the vacancies at the earliest.

The performance of the students of JNVs have been much higher than the average of the CBSE

affiliated schools and are also comparable with any established public schools and other group of schools.

Comments of the Committee

The Committee is not happy with the reply of the Department. The Committee strongly feels that the shortage of teachers at both PGT and TGT levels would affect the studies of the children. The Committee recommends that the Department should take urgent steps in recruiting the teachers in JNVs.

Recommendations/observations

10.3 The Committee observes that the Scheme is aimed at promoting enrolment of girls belonging to weaker sections of the society at secondary school level and also to reduce their dropout rate at secondary and higher secondary stage. The Department should pursue with the respective State Governments/UT Administrations to make maximum use of the Scheme. The Committee would appreciate if the Department encourages the States/UTs to popularize the scheme amongst the weaker sections of the society to enhance its outreach and also ensure that funds are utilised to the full extent to achieved better results.

Action Taken

BE for 2014-15 was Rs 100 crore out of which Rs 10 crore was for eight NER States. The total expenditure under the schemeduring 2014-15 was ₹94.23 crore covering sanction of incentive amount to 312736 girls. This expenditure of ₹94.23 crore also included an expenditure of ₹4.23 crore for NER States as well as ₹0.41 crore of administrative expenditure. The unutilized amount of ₹5.77 crore for NER States was on account of lack of viable proposals from these States. The Department has advised the State/UT Governments to popularise the scheme amongst the weaker sections of the society so as to make maximum use of the scheme.

Comments of the Committee

The Committee feels that the National scheme of incentive to girl child for secondary education is a good scheme for promoting emolument of girls belonging to weaker sections at secondary level and reduce their dropout rate. The Committee notes that the expenditure in NER states is not up to the mark due to the lack of viable proposals by these states. The Committee strongly feels that as the nodal agency for implementation of this scheme, the Department should take pro-active steps and collaborate with these States/UT/NER Governments to promote this scheme in an aggressive manner and make sure that girls from the weaker sections benefit from this scheme.

CHAPTER-IV RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT ARE STILL AWAITED

-NIL-

RECOMMENDATIONS/OBSERVATIONS AT A GLANCE

CHAPTER-II

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

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

There has been a marked improvement in the construction of Kitchen-cum-Stores and some states like Kerala have been outstanding in this regard, the percentage of constructed Kitchens was only 13% at the beginning has now completed 98%. The best practice from such states can be learnt and efforts should be made to replicate it in other states. The Committee, therefore, feels that the Department needs to keep pressing the States/UTs for achieving more result in this regard. (Para 5.6)

XIII. CONCLUSION

The Committee is happy to note that a considerable effort has been made by the Department in pursuance of its recommendations to improve various schemes in collaboration with States/UTs. There has been a marked improvement in GER across the board and the drop-out rate has decreased considerably under RMSA. However, the Committee notes that teachers' training is not progressing as well as in other areas. The figures pertaining to completed Teachers' training *vis-a-vis* approved training shows that majority of the teachers have not yet been given training. Hence, the Committee feels that renewed efforts are needed for imparting training to at least the teachers, whose training has been approved. (Para 13.1)

CHAPTER-III

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

II. BUDGETARY ALLOCATION

The Department has not taken any concrete step to address the gap between the projected requirement of funds and allocations for its various schemes. Further the allocation were reduced by ₹3878 crore, at RE Stage. This could be for the reason that the Department was not able to spend as per the norms of Ministry of Finance. While replying, the Department should have made explanation to that effect nor has the Department mentioned the reasons why there has been decreased allocation for the year 2015-16. Inadequate funds would certainly act as a huge hurdle in the implementation of these important schemes. The Committee observes that the Department should examine as to what measure, can be taken by them to avoid such a situation and if need be, take up this matter with the Ministry of Finance at the earliest so that the implementation of the schemes does not get affected. The Committee is also of the view that the Department should make all out efforts to increase the outreach of the schemes to every nook and corner of the Country.

(Para 2.5)

The Committee acknowledges the efforts put in by the Department in reducing the amount of outstanding advances. The Department has however not given detailed information about the pending UCs of the last three years. Hence, the Committee observes that a comparative analysis of the pending UCs of these years cannot be made. Pending UCs continue to remain as a perennial problem. Hence, the Committee can only reiterate that the Department should make all out efforts to deal with this problem. Pendency pertaining to the recent years also needs to be brought to the minimum level. (Para 2.11)

III. ENROLMENT, RETENTION AND DROP OUT

(i) GER/NER

(iii) Out of School Children

The Committee appreciates the efforts taken by the Department in ensuring improvement in GER and NER at upper primary level. However, the Committee observes that a lot more can be done in this regard. The Department has not provided the factors responsible for low GER and NER at upper primary level, nor has the Department mentioned information about the corrective measures taken. Teachers' absenteeism and non-availability of adequate number of teachers continue to remain as hurdles in ensuring universal access at primary education. The Department should take urgent steps to ensure that maximum students are retained at the upper primary level as well. More neighbourhood schools with proper infrastructure with all the facilities need to be established. The Committee is of the view that the Department should take up urgent steps to find out the problems at grass-root level which are contributing towards sliding GER and NER at upper primary level and take corrective measures. The Committee would like to be apprised about the progress made in this regard. (Paras 3.1 & 3.4)

SARVA SHIKSHA ABHIYAN/RIGHT TO EDUCATION

Funding and Fund sharing pattern for RTE/SSA programme

The Committee notes the efforts made by the Department to mobilise the funds to the concerned States/UTs. However, inadequate funds continue to be a major obstacle in implementing the RTE/SSA programme. The Committee is of the view that the Department should find ways to tackle this obstacle and to ensure that the States/UTs utilize the funds meaningfully. For universal access, retention and improving the quality of elementary education, sufficient funds are required. The Committee, therefore, reiterates that the problem of insufficient funds should be dealt with earnestly without any delay. (Para 4.11)

The Committee observes that it is the responsibility of the Department to ensure that the States/UTs construct the required infrastructure facilities in a time bound manner. The Department has not provided any UT/Statewise details of the infrastructures those have been constructed in the States/UTs so far. Strict actions are needed to be taken up with those States/UTs whose performance in this regard is dismal and slow. Regarding the design of the school buildings, the Committee is of the view that experts' opinion needs to be taken so that the school activities do not get disturbed. (Para 4.11)

Kasturva Gandhi Balika Vidyalayas (KGBVs)

The Committee notes that in Muslim concentrated districts there has been an increase of 3.55% in the over-all enrolment of Muslim girls and thereby raising their enrolment to 25.19% . The Committee desires that continued effort should be made by the Department so that there is a remarkable growth in their enrolment. Further, the Committee observes that the overall enrolment percentage of the Muslim, Minorities and the BPL girls in KGBVs continues to be abysmally low despite the efforts of the Department. Therefore, the Committee feels that either the public awareness about the KGBVs is not there or the target audience are not getting the message. The Committee, therefore, urges the Department to act pro-actively to find more innovative and out-of the Box solution so as to improve the enrolment of Girls in the most weakest and vulnerable parts of the Country. (Para 4.26)

Teacher Recruitment and Training under RTE/SSA

The Committee fails to understand that even with around 4.19 lakh posts of teachers vacant under SSA as on 31.03.2015, the Department has submitted that the present National Pupil Teacher Ratio (PTR) is 26:1. This implies that either the previously estimated PTR do not reflect the correct ratio, or the estimate of the number of students/Teachers under SSA does not reflect the actual figures. Hence, the Committees desire that the total number of pupils under SSA and the total number of Teachers may be provided. Further, the Committee also feels that not enough has been done to fill up the vacancies as recommended earlier. (Para 4.29)

The Committee finds that the total number of untrained teachers recruited is very high i.e., 7,45,327. This figure is even higher than the total number of NCTE approved

trained teachers. This does not speak well of the status of fitness for teachers in the Country and it would ultimately reflect on the quality of teaching and the students under SSA. The Committee, therefore, feels that pro-active steps need to be taken up by the Department to impart training to these teachers in the right earnest. (Para 4.31)

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

The Committee notes that the data regarding various types of action taken on complaints received during 2012-2015 is not elaborate or up-to-date and it also does not show the actual nature of complaints received by the Department. Thus, Committee feels that the Department should keep up its vigil on the quality of food and the extent of its reach in giving nutritious food to the children of this Nation. (Paras 5.12 & 5.13)

VI. TEACHER EDUCATION

The Committee notes that the data for sanctioned number of posts for DIETs, CTEs and IASEs provided by the Department at the beginning of the year do not match with the data provided now. Even some of the data seems to be wrong e.g., the % of Vacancy under Teacher Education Institution (TEIs) has been totalled and its sum has been stated as 141.53% vacancies, which is prima facie not correct. Notwithstanding the factual inaccuracies, the Committee is saddened to note the large amount of vacancies still exist and strongly urge the Department to take strong measures to ensure that all these vacancies are filled up at the earliest and in right earnest. (Para 6.8)

The Committee notes that there are 37 KVs where land for construction has not been identified. The Committee also notes that for 83 KVs land has been identified and waiting lease in favour of Sangathan. The Committee feels that the Department has to take a pro-active role and take up this issue with the concerned authorities for identification and leasing of land for the KVs. (Para 7.3)

The Committee is not at all in agreement with the existing policy of 100% recruitment of Vice-Principals (VPs) of KVs from Limited Departmental Examination (LDE) and Direct Recruitment as it will affect the morale of the PGTs completely halting their career progression. The Committee, therefore, reiterates its earlier recommendation that for the promotion of PGTs to the post of Vice-Principal, the original position of 100% through seniority-cum-selection be restored. As regard the requirement of specific knowledge of Establishment and Financial Rules for the post of VPs, the Committee feels that the PGTs in the zone of consideration can be suitably trained by the developing short term modules. Further, regarding the matter of reviewing of the Recruitment Rules (RRs) of KVs, which is pending before the Cadre Review Committee of KVs, the Committee recommends that the same may be expedited at the earliest, keeping in view this Committee's recommendations as stated above. (Paras 7.13 & 7.14)

The Committee is not happy with the reply of the Department. The Committee strongly feels that the shortage of teachers at both PGT and TGT levels would affect the studies of the children. The Committee recommends that the Department should take urgent steps in recruiting the teachers in JNVs. (Para 8.3)

The Committee feels that the National scheme of incentive to girl child for secondary education is a good scheme for promoting emolument of girls belonging to weaker sections at secondary level and reduce their dropout rate. The Committee notes that the expenditure in NER states is not up to the mark due to the lack of viable proposals by these states. The Committee strongly feels that as the nodal agency for implementation of this scheme, the Department should take pro-active steps and collaborate with these States/UT/NER Governments to promote this scheme in an aggressive manner and make sure that girls from the weaker sections benefit from this scheme. (Para 10.3)