



**PARLIAMENT OF INDIA**  
**RAJYA SABHA**

DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE  
ON HUMAN RESOURCE DEVELOPMENT



**Rajya Sabha Secretariat, New Delhi**  
**December, 2016/ Agrahayana, 1938 (Saka)**

Hindi version of this publication is also available

**PARLIAMENT OF INDIA**  
**RAJYA SABHA**

DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE  
ON HUMAN RESOURCE DEVELOPMENT

**TWO HUNDRED EIGHTY FIFTH REPORT**

**REPORT ON ACTION TAKEN BY THE GOVERNMENT ON THE  
RECOMMENDATION/OBSERVATIONS CONTAINED IN THE 280<sup>TH</sup> REPORT  
ON DEMANDS FOR GRANTS 2016-17 (DEMAND NO. 51) OF DEPARTMENT OF  
SCHOOL EDUCATION & LITERACY  
(MINISTRY OF HUMAN RESOURCE DEVELOPMENT)**

*(Presented to the Rajya Sabha on 16<sup>th</sup> December, 2016)  
(Laid on the Table of Lok Sabha on 16<sup>th</sup> December, 2016)*



**Rajya Sabha Secretariat, New Delhi  
December, 2016/Agrahayana, 1938 (Saka)**

## CONTENTS

		PAGES
1.	COMPOSITION OF THE COMMITTEE .....	
	(i)-(ii)	
2.	PREFACE.....	(iii)
3.	LIST OF ABBREVIATIONS .....	
	(iv)-(v)	
4.	REPORT.....	
	Chapter-I      Recommendations/Observations which have been accepted by the Government.....	
	Chapter-II      Recommendations/observations which the Committee does not desire to pursue in view of the Government's reply.....	
	Chapter-III     Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee... ..	
	Chapter IV      Recommendations/Observations in respect of which replies of the Government are still awaited .....	
5.	*OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE - AT A GLANCE ...	
6.	*MINUTES.....	
7.	*ANNEXURES.....	

## **COMPOSITION OF THE COMMITTEE**

*(Constituted w.e.f. 1<sup>st</sup> September, 2016)*

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

### **RAJYA SABHA**

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

### **LOK SABHA**

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

**SECRETARIAT**

Shri K.P. Singh, Joint Secretary

Shri Mahesh Tiwari, Director

Shri Vinay Shankar Singh, Joint Director

Smt. R.K. Mecolt Singh, Assistant Director

Shri K. Sudhir Kumar, Research Officer

## 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 Eighty Fifth Report on Action Taken by Government on the Recommendations contained in the Two Hundred eightieth Report on Demands for Grants (Demand No. 51) of the Ministry of Human Resource Development, Department of School Education & Literacy for the year 2016-17.

2. The Two Hundred eightieth Report of the Department-related Parliamentary Standing Committee on Human Resource Development was presented to Rajya Sabha on 27<sup>th</sup> April, 2016 and laid on the Table of Lok Sabha on the same day. Replies of the Government to the recommendations/observations contained in the Report, were considered by the Committee at its meeting held on the 14<sup>th</sup> December, 2016.

3. The Committee considered the Draft Report and adopted the same at its meeting held on the 14<sup>th</sup> December, 2016.

NEW DELHI  
*December 14, 2016*  
*Agrahayana 23, 1938 (Saka)*

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

## ABBREVIATIONS

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

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



## **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 Eightieth Report on Demands for Grants (Demand No. 51) of the Department of School Education and Literacy, Ministry of Human Resource Development for the year 2016-17

2. Action Taken Notes received from the Government in respect of the recommendations contained in the 280<sup>th</sup> Report have been categorized as follows:

- (i) Recommendations/Observations which have been accepted by the Government. 2.2, 2.19, 4.11 and 11.3  
**(Chapter - I) Total - 4**
- (ii) Recommendations/observations which the Committee does not desire to pursue in view of the Government's reply. 2.4, 2.7, 2.9, 2.12, 2.14, 2.20, 3.11, 3.12, 3.14, 3.18, 3.19, 3.20, 3.22, 4.7, 4.8, 4.9, 4.10, 4.12, 5.7, 6.5, 8.3, 8.4, 10.8, 10.12, 11.6 and 11.9  
**(Chapter - II) Total - 26**
- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee. 2.17, 3.3, 3.10, 3.13, 5.6, 5.8, 6.10, 7.5, 7.6, 9.4, 10.14  
**(Chapter - III) Total - 11**
- (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**

**Recommendations/observations**

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

**Action Taken**

**SSA:** The Committee's observations are noted. The major challenge under the Sarva Shiksha Abhiyan (SSA) now is, to implement initiatives to improve the quality of education at the elementary level. Therefore, reorienting the SSA programme towards quality is the main emphasis of the Department. This requires additional funds so that after fulfilling the commitment for teacher's salary, there are still adequate funds left to implement initiatives on improving quality. BE and RE for SSA for the past two years are as under:

(Rs. in crore)

<b>Year</b>	<b>Demand for BE</b>	<b>BE</b>	<b>RE</b>	<b>GoI Releases</b>
2012-13	40100.00	25555.00	23875.83	23858.00
2013-14	47735.14	27258.00	26583.01	24820.92
2014-15	50000.00	28258.00	24380.00	24122.51
2015-16	50000.00	22000.00	22015.42	21666.51
2016-17	55000.00	22500.00		

The BE for 2016-17 is Rs.22,500 crore as against the Department's request for Rs.55,000 Cr. There is an urgent need for higher allocation for SSA, and the matter will be taken up with MoF at the time of supplementary budget.

**MDM:** The allocation for Mid Day Meal Scheme during 2015-16 was Rs. 9236.40 crore as compared to Rs. 13215 during 2014-15. The BE for 2016-17 is Rs. 9700.00 crore. The funding pattern for General categories States was changed from 75:25 to 60:40, NER States including 3 Himalayan States to 90:10 and for all UTs 100%

### **Recommendations/observations**

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

### **Action Taken**

**SSA:** The fund provided by Ministry of Finance at Budget Estimate (BE) stage/ Revised Estimate (RE) stage under SSA is released to States and UTs as Central share based on pace of expenditure, providing of matching State share as per prevailing funding pattern, receipt of Audit Report and other required documents. BE, RE and Central releases under SSA during 2011-12 to 2016-17 (20.05.2016) may be seen in the table given below which shows that this Department has released the central share to States and UTs up-to the maximum possible extent. Actual utilization of funds at the ground level is accomplished by the State Implementing Societies, which are under administrative control of concerned State/UT. The implementation of approved interventions is monitored at central level, State level and district level to ensure the efficient and appropriate utilization of funds. There is no laxity in the implementation of SSA scheme on the part of this Department. The Department executes the SSA as per the financial and programmatic norms of the scheme.

## Budget Estimate, Revised Estimate and Releases during 2011-12 to 2016-17

(Rs. in Crore)

S. No.	Year	BE	RE	Release	% release against RE
1	2011-2012	21000.00	21000.00	20866.30	99.36
2	2012-2013	25555.00	23875.83	23858.01	98.78
3	2013-2014	27258.00	26583.01	24820.92	93.37
4	2014-2015	28258.00	24380.00	24122.51	98.94
5	2015-2016	22000.00	22015.42	21666.51	98.41
6	2016-17	22500.00	-	5182.52*	-

### Recommendations/observations

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

### Action Taken

The Department has been impressing upon the States to encourage the use of LPG in the schools under Mid Day Meal Scheme in order to reduce the drudgery of the cook-cum helpers. Further the LPG is fuel efficient, easily available, environment friendly and does not spoil the utensils. The Programme Approval Board-MDM headed by Secretary, Department of School Education & Literacy had advised all the States to introduce LPG in the schools in a phased manner. As present 33% schools have LPG connections under MDM Scheme.

### **Recommendations/observations**

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

### **Action Taken**

It has been a persistent effort of Navodaya Vidyalaya Samiti for proper & full utilization of funds allocated to it for providing quality education to the talented children predominantly from rural areas and all such effort of NVS will be continued in future also.

## CHAPTER-II

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

#### Recommendations/observations

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

#### Action Taken

**SSA:** The focus has been primarily for utilizing funds to the maximum as can be seen from the table given below:

(Rs in Crore)

Year	BE	RE	GOI Releases	% of GoI Releases to RE
2012-13	25555.00	23875.83	23858.01	98.78
2013-14	27258.00	26583.01	24820.92	93.37
2014-15	28258.00	24380.00	24122.51	98.94
2015-16	22000.00	22015.42	21666.51	98.41

It may be seen from the table that expenditure under SSA has been almost equal to the amount allocated under RE during the last four years. The savings were due to non-utilization of funds of NER States. It is also stated that the revised estimate for SSA in 2015-16 i.e. Rs.22,015.42 crore was not sufficient for release of the full requirement of 2nd instalment of Central share due for any State or UT.

Allocation of outlays of the States and UTs under SSA scheme is made on the basis of the approved Annual Work Plans and Budgets (AWP&B) prepared by the States based on their requirements and priority. Funds are released to States & UTs as per the approved AWP&B for each year in two or more instalments, depending on the opening balance with States/UTs release of commensurate State share, pace of expenditure, submission of audit reports and other such criteria laid down in the scheme.

With the acceptance of the recommendations of the 14th Finance Commission by the Government of India, the devolution of funds to the States has increased from 32% to 42% of the net Union Tax Receipts. With the enhanced devolution of funds, the States may have to consider allocating more funds to school education.

**MDM:** The release of Central assistance to States was 99.08% of the budget in 2015-16 compared to 79.66% in 2014-15.

**RMSA:** Under RMSA Scheme, during 2015-16, an amount of Rs.3561.6 crore out of BE of Rs.3565.00 crore was utilised which comes to 99.9% utilisation.

**General:** The Department is focussed on fulfilling the objectives of the three major programmes viz., Sarva Shiksha Abhiyan (SSA), Mid-Day-Meal (MDM) Scheme and Rashtriya Madhyamik Shiksha Abhiyan (RMSA), not only by utilising the funds allocated to the maximum in these schemes, but also to give impetus for utilising the funds for quality education under SSA. Allocation and utilisation of these Schemes for three years is as under:-

**(Rs. in Crore)**

Scheme	2013-14				2014-15				2015-16			
	BE	RE	Actuals	Actuals (%) w.r.t RE	BE	RE	Actuals	Actual (%) w.r.t RE	BE	RE	Actuals	Actual (%) w.r.t RE
SSA	27318	26668.01	24861.05	93.23	28258	24380.00	24096.61	98.84	22000	21946.70	21668.19	98.73
MDM	13215	12189.16	10903.88	89.46	13215	11050.90	10523.39	95.23	9236.40	9246.91	9144.88	98.90
RMSA	4913.10	4173.59	4083.88	97.85	5000	3480.10	3398.19	97.65	3565	3565.00	3555.86	99.74

### Recommendations/observations

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

## **Action Taken**

**SSA:** The cut in allocation has hampered in achieving the targets and outcomes specified for the SSA-RTE programme. The major challenge now is, to implement initiatives to improve the quality of education at the elementary level.

The revised estimate for SSA in 2015-16 was Rs.22,015.42 crore only and this was not sufficient for release of the full requirement of 2<sup>nd</sup> instalment of central share due for States and UTs. This has resulted in non-availability of funds for the approved activities in Annual Work Plan & Budget of respective States and UTs. This Department has written a letter on 19th February, 2016 to Department of Economic Affairs, Ministry of Finance regarding the acute shortage of funds under Sarva Shiksha Abhiyan and for additional allocation.

**MDM:** The allocation for Mid Day Meal Scheme during 2015-16 was reduced by 30% over the allocation of 2014-15. This Department had requested the Ministry of Finance to provide additional funds of Rs. 560.48 crores to meet the requirement of funds of various States/UTs. As a result of the less allocation full amount of the admissible funds under 2<sup>nd</sup> instalment could not be released to Jammu & Kashmir, Jharkhand, Rajasthan, Uttar Pradesh, West Bengal, Delhi, Puducherry, Andman & Nicobar Islands, Dadra & Nagar Haveli and Chandigarh. This has become a committed liability for the year 2016-17. Thus, the allocation of 2016-17 would stand reduced by this amount of liability of 2015-16. The BE of Rs. 9700 Cr for 2016-17 is not sufficient to meet requirement of recurring central assistance as per the rates/norms of 2015-16. The Ministry of Finance has been requested to provide additional funds under MDMS.

**RMSA:** The allocation under RMSA has increased from Rs.3565.00 crore to Rs.3700.00 crore. Due to higher devolution of funds to States as envisaged by the 14th Finance Commission, the States have more funds for achieving the objectives of the schemes. Also, due to change in funding pattern to 60:40 (Centre : State), for most of the states, overall availability of funds for implementation of the schemes has increased. As such the allocation of funds under the scheme is not likely to hamper the achievement of the targets of the scheme.

**General:** There has been cut in allocation in the following Schemes:-

(Rs. in Crore)



<b>Sl.N o</b>	<b>Scheme</b>	<b>BE 2015-16</b>	<b>BE 2016-17</b>
<b>1</b>	National Means cum Merit Scholarship Scheme	70.00	35.00
<b>2</b>	National Scheme for Incentive to Girls for Secondary Education	100.00	45.00
<b>3</b>	Appointment of Language Teachers	80.00	25.00
<b>4</b>	NCERT	25.00	15.00
<b>5</b>	National Bal Bhavan	11.00	6.00
<b>6</b>	Central Tibetan Schools Administration	5.00	2.50
<b>7</b>	Support to VAs for AE & Skill Development	75.00	40.00
<b>8</b>	National Literacy Mission Authority	3.00	2.00
<b>9</b>	Directorate of Adult Education	8.00	3.00
<b>10</b>	School Assessment Programme	50.00	5.00
<b>11</b>	Digital India e-learning	----	1.50
	<b>TOTAL</b>	<b>427.00</b>	<b>180.00</b>

The Department will seek additional funds for implementation of these Schemes at RE stage and also ask for additional funds at the Supplementary stage for achieving the objectives of the Schemes.

### **Recommendations/observations**

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

## Action Taken

Secretary (SE&L) has written letter dated 11th February, 2016 to Chief Secretaries of all States and UTs for allocating adequate funds for school education in view of higher devolution of funds under 14th Finance Commission. **(Annexure-I)**

While it has been indicated that the Plan allocation grew by 8.03 and 4.37 percent in 2013-14 and 2014-15 respectively. However, in the year 2015-16, the plan allocation has been reduced by a whopping 24.68 percent on account of a greater devolution of funds to the States in pursuance of the recommendation of the 14th Finance Commission. There is a nominal increase of 2.46 percent in the plan allocation of the Department and that greater devolution of funds to the States will positively add to the funds earmarked for the segment of School Education & Literacy.

In this regard, it is pointed out that the actual expenditure during the last three years against the Plan allocation has been in the range of Rs.42297-43804 Crore giving an average of Rs.42870 Crore over a period of three years. The year-wise details of Plan Allocation and actual expenditure are as under:-

(Rs. in Crore)

<b>Year</b>	<b>Plan Allocation</b>	<b>Actual Expenditure</b>
2012-13	45969	42297
2013-14	49659	43804
2014-15	51828	42511

Keeping in view the trend of actual expenditure being incurred and the devolution of funds to States proposed by the 14th Finance Commission, the Plan allocation for the year 2015-16 was kept at Rs.39038.50 Crore which has now been subsequently increased during 2016-17 to Rs.40,000 Crore.

However, the Department has asked the States to provide greater allocations to the education sector out of the enhanced allocation due to higher devolution to the States.

## **Recommendations/observations**

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

### **Action Taken**

**SSA:** The Department monitors and assesses performance periodically with the States at different fora, including the State Education Ministers' Conferences. An independent concurrent financial review is also undertaken to cover all States within two years. The combined RTE-SSA programme is reviewed twice every year by a Joint Review Mission (JRM) comprising independent experts and members of external funding agencies, covering all States by rotation. Educational data on outcomes is collected through a Unified District Implementation System of Education (UDISE) every year. The status of these evaluations and monitoring is placed in the public domain on the Ministry's website.

Some Success Stories during the last year are highlighted here

#### **(i) Gujarat – Gunotsav**

While in Gujarat there has been notable focus and efforts on enrolment, in order to strengthen the quality outcomes of students the Government of Gujarat launched a programme called Gunotsav, or 'Celebrating Quality'. Gunotsav is defined as an accountability framework for quality of primary education which includes learning outcomes of children as well as co-scholastic activities, use of resources and community participation with the aim of evaluating primary education and grade school teachers. Gunotsav is carried out with the participation of all state departments and is carried out in two phases:

The assessment is conducted for over 52 lakh children of classes 2-8. In the first phase, self-evaluation is done by covering 100% schools which is known as “Self-Evaluation phase”.

In the second phase, evaluation is done by around 3000 senior government officials covering around 9000 schools. As a part of the exercise the officials visit schools to assess the laid down parameters on school infrastructure and environment and evaluate the status of learning levels of students.

## **(ii) Karnataka- Nali-Kali**

Searching for ways to revitalize primary schools, a group of 15 primary school teachers and administrators went to Rishi Valley (Madanapalle, Chittoor district, Andhra Pradesh) to study the satellite schools where children in multi-grade classrooms were learning to read, write and unleash their creativity in a joyful and exciting environment. As this methodology was more appropriate in multi-grade situation in a school, this methodology was introduced in 13691 schools of Karnataka where the number of children is less than 30 at lower primary level under Sarva Shiksha Abhiyan in the year 2008-09. Currently, the State implements Nali-Kali in all government Kannada medium schools and the State is now working on introducing it in Urdu medium schools at classes I & II.

## **(iii) Kerala - Public Private Partnership (PPP) for improving school infrastructure**

In Kerala, Nadakkavvu experiences of peoples participatory planning (PPP) in school development programmes is one of the good initiatives taken by the State to use PPP model.

## **(iv) Sikkim**

The State of Sikkim has taken several steps in implementing Padhe Bharat Badhe Bharat a programme to improve reading and mathematics in foundational classes 1 and 2.

Sikkim has prepared and published reading materials for classes I & II in English, EVS, Nepali and Mathematics. These materials were distributed to all the government schools in the state.

## **(v) Uttar Pradesh**

‘Rashtriya Avishkar Abhiyan’ (RAA) is an initiative by MHRD, Government of India which aims at making learning of Math and Science subjects easy and stress free. States have undertaken many initiatives which have not only helped in improving the attendance but have also lead to migration of students from Private to Government Schools.

**MDM:** The performance of the Mid Day Meal Scheme is regularly monitored at National Level by the Empowered Committee headed by Hon’ble HRM, National Steering-cum Monitoring Committee headed by Secretary, Department of School Education & Literacy (SE&L), Meetings of the Secretaries Education of the State Government, meetings of the

Programme Approval Board for Mid Day Meal held under the Chairpersonship of Secretary (SE&L), Regional Review Meetings with the State Governments etc. The scheme is also monitored by the 38 independent Monitoring Institutes, Joint Review Missions, Quarterly Progress Reports. The areas of concern identified through these mechanisms are addressed immediately both at the Central and State level for improving the Implementation of the scheme. The good practices of various States are shared with the other States/UTs for adoption by other States. The MDM MIS portal is functional from June 2012 and all States/UTs are making data entry into the portal. This has scope to integrate it with Automated System for near real time monitoring

**RMSA:** Due to various interventions implemented under RMSA, there has been overall improvement in the educational indicators at secondary level as tabulated below:

SI No.	Indicator	SSE* 2009-10	UDISE 2014-15
1.	Gross Enrolment Ratio (total)	62.90%	78.51%
2.	GER (boys)	66.70%	78.13%
3.	GER (girls)	58.70%	78.94%
4.	Gross Access Ratio	68.22 (2011-12)	85.08 (2014-15)
5.	Total Enrolment	3.07 Cr.	3.83 Cr.
6.	Gender Parity Index	0.88	1.01
7.	Gender Gap in enrolment	10	5

\*Statistics of School Education

The indicators reflect the significant impact of RMSA at Secondary level. However, the area of concern is that the indicators of ST are still below the national average. Further, in States like Rajasthan, Gujarat, Haryana and Punjab, the gender gap is high for enrolment at secondary level.

#### **Comments of the Committee**

**The Committee appreciates the very well structured monitoring and feedback mechanisms that have been put in place by the Department. The Committee hopes that these mechanisms are replicated in other schemes as well and also in other parts of the Country where the implementation of its various schemes are not up to the mark like in the NER or the backward areas of the Country.**

#### **Recommendations/observations**

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

### **Action Taken**

**SSA:** The State Governments have the primary responsibility to provide better quality of education to the children. SSA is a Centrally Sponsored Scheme. It is the overall responsibility of the Government of India to achieve certain monitorable goals in terms of children's level of education.

**RMSA:** In this regard, it is stated that even though the implementation of the Scheme is done by the States/UTs, the same is regularly monitored at the Central level through review meetings especially when the States/UTs submit the Annual Work Plan & Budget for appraisal. The States and UTs are aware that Budget allocation is based on their past performance and achievements. The Department is regularly looking into the areas of concern in the implementation and progress of the scheme state-wise and devising ways and means to overcome the same.

### **Recommendations/observations**

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

## **Action Taken**

**SSA:** The audit report from SIS in respect of SSA fund becomes due after six months of closure of the financial year i.e. 1st November of each year. It is also mentioned here that the furnishing of audit report along-with the audited utilization certificate is mandatory requirement for release of the 2<sup>nd</sup> instalment of central share under the programme. No utilization certificate upto 2014-15 is pending for issue except in respect of Telangana SSA. The statement showing the State-wise status on issue of Utilization Certificate (UC) during 2012-13, 2013-14 and 2014-15 is at **Annexure-II**.

**MDM:** No utilization certificate is pending in respect of Mid Day Meal Scheme.

**RMSA:** 102 UCs pertaining to various components of RMSA scheme are pending for liquidation. The Department is pursuing regularly with the States for settlement of pending UCs.

## **Comments of the Committee**

**The Committee notes from the figures provided earlier (upto 1<sup>st</sup> April, 2015) by the Department, which indicates that 1819 UCs were pending. However, the Committee notes from the latest data furnished by the Department that the figures have improved quite a lot and its efforts are very encouraging. The Committee appreciates that, as on date, no UCs are pending in any schemes except 102 UCs under RMSA.**

## **Recommendations/observations**

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

## **Action Taken**

Besides improving access of the children to elementary education system, SSA has also attempted to provide contextual solutions to the children who remain out of school. As the planning, funding and implementation under SSA is district based, hence, districts/states are encouraged to plan for

education of out of school children taking into account their reasons for being out of school and with a comprehensive response to their local/ individual specific needs. Some of main strategies are summarized below.

**(a) Bringing Children in Schools**

All such children who are never enrolled, school dropout and long absentees are motivated and enrolled in schools/ back to school camps. The children are provided special training which may be residential and non residential to develop an interest in education. In these camps the children are provided bridge course transaction and appropriate academic competencies are developed to facilitate their mainstreaming in regular formal schools in classes appropriate to their age.

The special training facility is based on specially designed age appropriate learning material, approved by the academic authority is intended to integrate out of school children to an age appropriate class academically and emotionally with the rest of the children of the class. The special training is provided in classes held on the premises of the school or in safe residential facilities as per the requirement of children

**(b) Strategy for Education of children affected with migration**

**Seasonal hostels:-** It is found some school going children are forced to drop out from school when their families migrate. Coming back to village they usually don't join the school. Parents fear to leave these children back in the village without guardian. In these situations, SSA has introduced hostel facilities with minimum basic infrastructure and facilities for villages with incidence of out bound migration. Children whose parents migrated stay in the hostel during night- and continue to go to school where he/she was studying. The hostels are manned by a local motherly figure retaining the child in seasonal hostels.

**Migration card:-** A migration card is developed for those children who migrate with their parents. Transfer certificate is given with migration card. When the children enrolled in schools in the village the child migrates to, the HM of the school returns TC to the original schools. Migration card is given to the parents. The HM signs the card. The HM of the school attaches the progress card of the child with the migration card. Progress card shows standard, subject and lesson learnt, by the child and attendance in the current year. Based on the information in the migration card &



progress card the child is enrolled in a suitable class by the school in the village the child migrates to. At the end of the migration period child returns with parents to the original school to continue education in the same school and class.

**Migration Monitoring system (MMS):-** SSA Gujarat has developed an MMS to track and cover the inter-state and intra-state migratory children. This is an online web based system which is shared with neighbouring states for addressing this issue. In addition, data collection on OOSC is being done in collaboration with the community and NGOs. Efforts are being made to include hard to reach groups like rag pickers, orphans, children without adult protection, children from tribal communities and Muslim minorities.

**(c) Other Measures include**

- i) Provision of Free uniform to Children.
- ii) Provision of Free Text books to Children
- iii) Provision of Mid day meal to all children
- iv) All children in the age group of 6-14 years are eligible for admission in regular schools and are not subjected to any kind of eligibility test during admission.
- v) Procedural barriers are removed. Documents like birth certificate and transfer certificate are not required at the time of admission.
- vi) All states organise Enrolment Drives (Dakhila Abhiyan) at the beginning of academic session in which official and public representatives participate to create a favourable and conducive environment for education and to enrol all out of school children in schools.
- vii) There is greater emphasis on community involvement and ownership in the management of the schools after RTE coming into force. School Management Committees (SMC) are being constituted with 75% members being the parents of children studying in respective schools. The purpose of greater parental participation is to involve the real stake holders in the functioning of the schools and to empower the community to run schools as per their aspirations.

**Recommendations/observations**

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

**Action Taken**

Under Sarva Shiksha Abhiyan (SSA) Scheme has made inclusion an important part of its agenda. The RTE Act 2009 also outlines critical issues related to quality, equity and a need to ensure that educational space is discrimination free which requires addressing gender and social

equity within a framework that is holistic and is not confined to the girl's education only. Gender sensitisation is a continuous process. In the light of the recommendation of the committee on replicating gender sensitisation in other states to further move ahead in the suggested direction the following efforts are being made;

National Curriculum Framework -2005 emphasizes the core value of equality. It stressed upon the need to remove gender bias from the school curriculum and textbooks. It underlined the need to sensitize all school personnel so that equality between sexes gets internalized by a gender sensitive and gender inclusive curriculum and its transaction. The initiative to remove existing bias in textbooks has been undertaken by states while reviewing the curriculum and text books.

**Efforts under SSA for Gender sensitisation in the States include the following:**

**Through Teachers Training Modules:** The revision of in service teacher training designs to incorporate gender sensitization for all elementary school teachers, to create a supportive and enabling environment for girls participation in schools is a continuous exercise. All States are giving Teachers Training.

**Classroom Environment:** Positive and inclusive practices in schools in promoting inclusion of all kinds and form i.e., caste, class, gender or disability is being undertaken in all States.

**Gender sensitive Curriculum, Syllabus & Text Books:** Gender review of textbooks by NCERT. Following the NCF 2005 Guidelines, States have consciously taken a decision to establish gender as a critical marker of transformation through increasing visual representation of girls and women and facilitating role reversal.

**School Management Committees (SMC):** They have the responsibilities to sensitize for gender responsiveness in schools. All States have new formed SMCs and are giving Teachers Training.

**Intensive community mobilisation efforts to promote girls education:** Training of the members of the School Management Committees (SMCs) with SSA funds is a regular feature. SMCs training modules incorporate gender sensitization of the community to encourage enrollment, attendance and retention of girls in elementary schools, benefits of girls education and the

necessity to maintain a gender sensitive school environment. The RTE Act provides that 50% of the members of the SMCs shall be women.

Under Beti Bachao, Beti Padhao Scheme the States have been asked to:

- Activate SMCs to ensure universal enrolment of girls
- Create Balika Manch/Meena Manch
- Construct girls toilets
- Make dysfunctional toilets functional
- Complete of Kasturba Gandhi Bal Vidyalayas
- Undertake sustained campaign to re-enroll drop-out girls in secondary schools.

### **Recommendations/observations**

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

### **Action Taken**

Private Corporates and Public sectors under Corporate Social Responsibility have contributed to construction of toilets under “Swachh Vidyalaya Initiative”. Even after the completion, some of them have come up with the responsibility for maintenance of toilets, campaigns and programmes for promoting awareness for Behavioural changes amongst schools.

Twelve Private Corporates and Sixty Four PSUs have funded construction of 3466 and 1,41,436 school toilets respectively, together accounting for 1,59,152 school toilets.

Apart from the above, private entities have also contributed to the Swachh Bharat Kosh. Funds to the tune of Rs. 16267.215 lakhs from Swachh Bharat Kosh have been released for construction of toilets in schools in different States/UTs.

### **Recommendations/observations**

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

### **Action Taken**

**SSA:** The States and UTs are being supported to create and upgrade their infrastructure facilities in schools as per the Annual Work Plan & Budget (AWP&B) appraised/approved by Ministry of Human Resource Development. 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.

**RMSA:** RMSA envisages *inter-alia*, opening of new secondary schools (Classes IX-X) and strengthening of existing secondary schools with special focus on SC/ST/Minority/hilly and difficult areas. Till date, 6552 new secondary schools in Special Focus Districts (SC focus Dist. – 1216 new School, ST focus Dist. -2763, Minority focus Dist. – 8 new school, LWE Dist. – 992 and Muslim Focus Dist. – 1581 New Schools ) and 645 New School in NER states have been sanctioned.

### **Recommendations/observations**

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

### **Action Taken**

The states/UTs are being supported to create and upgrade their infrastructure facilities in schools as per the Annual Work Plan & Budget (AWP&B) appraised/approved by Ministry of Human

Resource Development. Regular meetings are held with States and UTs representatives to monitor performance of infrastructure created.

State governments are already looking into the issue and through State and CSR funding attempts are made to provide Solar panels, Bio-gas plants in green schools with eco-friendly buildings to utilize sunlight optimally. Wherever, electricity is near the vicinity of the village, State governments are already converging with different departments or community funds to provide 100% electrification in schools.

Solar panels are provided in some of the schools and KGBV's through state government or through convergence with different departments and CSR funding on pilot basis. Ongoing efforts are concluded by states to arrange funds and spread use of Green Energy in maximum schools.

Drinking water facilities are covered under SSA. States have roped up to meet the requirement through convergence with other Departments. Community participation seems to be active in many States.

Under the Swachh Vidyalaya Initiative every government school has been provided a gender segregated toilet including in LWE affected areas and inaccessible areas. States and UTs are maintaining these toilets through SMCs and convergence with Panchayati Raj Departments.

Apart from above measures, almost every state is working into the direction of setting up of Green/ Adarsh/Model schools in each district/ block, which are full-fledged with above mentioned facilities like solar panels, lightning, toilets etc. Such schools are set –up with the objective to set motivation in all neighbouring schools to enhance and move into the lines of Model schools. For maximum facilities, society is being involved through community participation and CSR funding along with convergence through various schemes.

### **Recommendations/observations**

3.20 The Committee recommends that the Department should put in place a good monitoring mechanism to ensure that the infrastructures like Classroom, Toilets etc., that have been constructed should be as per specification and should comfortably accommodate all the students.

The Department must also put in place mechanisms to ensure that these facilities remain functional and clean e.g., availability of water, lighting etc., should be ensured.

### **Action Taken**

Ministry of Human Resource Development (MHRD) has well defined system for monitoring progress of infrastructure components constructed under Sarva Shiksha Abhiyan (SSA) in government schools. Monthly and quarterly progress reports are regularly collected from the State/UTs in the format prescribed by MHRD. National level workshops and progress review meetings of the State Project Engineers (SPEs) and civil works coordinators are held on quarterly basis. State specific issues including reasons for the slow and dismissal progress are discussed at length.

There is already an online monitoring system through UDISE to monitor the infrastructural facilities in the schools. States are coming with their requirements in Annual Budget Plan every year in Ministry according to their requirement and Ministry ensures and approves the infrastructure only after seeing the state Schedule of Rates (S.O.R) and designs approved by respective state governments through PWD department. States are already running individual campaigns throughout for cleanliness and maintenance of school infrastructure.

### **Recommendations/observations**

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

### **Action Taken**

The ground assessment of schools is a large micro level exercise which can be done best by the State Government. Hence, the Ministry has issued instruction to all the States/ UTs to carry out the exercise of ground assessment of private schools not complying with Section 12(1)(c) of the RTE Act.

## **Comments of the Committee**

**The Committee desires that the Department should continuously monitor the status of reservation of seats for EWS in co-ordination with the State Governments so as to ensure the statutory requirements are fulfilled.**

### **Recommendations/observations**

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

### **Action Taken**

As already mentioned in para 2.17, more than 99% of the allocated funds were released during 2015-16 to the States/UTs under Mid day Meal Scheme.

### **Recommendations/observations**

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

### **Action Taken**

The Department had submitted a note for Cabinet Committee on Economic Affairs during July, 2014 for revising the norms of assistance for payment of honorarium to cook-cum helpers to Rs. 2000/- per cook-cum helper per month for 12 months in a year instead of Rs. 1000/- per month per cook-cum helper for 10 months. The proposed revision could not be implemented as a decision was deferred. As regards, the suggestion of the Committee to make compensation to cook-cum helper to at least the level of MNREGA wages, it is stated that cook-cum helpers are engaged by

the School Management Committees on part time basis for cooking and serving the Mid Day Meal to the children. Hence, they are paid honorarium and not the wages. However, the recommendation of the committee will be kept in view during consultations with Finance Ministry on the matter.

#### **Comments of the Committee**

**The Committee takes pain to note that ‘honoraria’ are given to people who do not have to worry about their basic needs, which is not the case with the cooks/helpers. If the Department is serious about ensuring good quality food to the children, then the compensation to the cooks/helpers should be enhanced urgently.**

#### **IV. NATIONAL PROGRAMME OF MID-DAY MEAL IN SCHOOLS**

##### **Recommendations/observations**

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

##### **Action Taken**

The food grain allocated during 2015-16 under MDMS was 28.83 lakh MTs against which the States/UTs have lifted 17.88 lakh MTs of food grains and utilized 17.60 lakh MTs upto 3rd quarter of 2015-16 which is 61% of the allocation. The utilization is likely to increase further on receipt of the information from the States/UTs upto 4th quarter of 2015-16.

##### **Comments of the Committee**

**The Committee desires that the latest status for food grain lifting should be provided to the Committee to have a realistic assessment of the same.**

##### **Recommendations/observations**

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



## **Action Taken**

The hot cooked Mid Day Meal was started under Mid Day Meal Scheme on the direction of the Hon'ble Supreme Court. The statutory MDM Rules, 2015 notified on 30.09.2015 mandate serving of hot cooked meals only.

## **Comments of the Committee**

**The Committee, in the light of the Supreme Court direction, desires that the Department should enlighten it on the steps that are being followed to ensure that quality of food is maintained and how the Department monitors the same. The Committee feels that Hot-cooked food as envisaged in the SC direction, leaves no scope for complaints on the quality of food, which is no reflected in the ground situation as can be seen in the largest nature of complaints received under this Scheme.**

## **Recommendations/observations**

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

## **Action Taken**

There is no change in the position in respect of the number of Madrasas and Maqtabs and the children covered by them.

## **V. SECONDARY EDUCATION RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN (INTEGRATED):**

## **Recommendations/observations**

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

<b>Dropout Rate</b>	<b>Primary Level</b>	<b>Upper Primary Level</b>
<b>All Girls</b>	<b>4.14</b>	<b>4.49</b>
<b>SC Children</b>	<b>4.1</b>	<b>4.4</b>

<b>ST Children</b>	<b>8.0</b>	<b>8.4</b>
--------------------	------------	------------

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

### **Action Taken**

The Rashtriya Madhyamik Shiksha Abhiyan (RMSA) scheme envisages enhancing the enrolment for classes IX-X by providing a secondary school within a reasonable distance of every habitation, improving quality of education imparted at secondary level through making all secondary schools conform to prescribed norms, removal of gender, social-economic and disability barriers 90% of GER by 2017, and universal retention by 2020.

RMSA emphasises not only an access to quality secondary education for Special Focus Groups (SC, ST, Minority, Girls and CWSN), but also on removing social and gender disparity in secondary education. Besides Access and Quality, Equity is one of the three basic pillars of RMSA.

Under RMSA the following components have been approved in SC, ST concentrated districts.

<b>Component</b>	<b>Total number approved</b>	<b>Approved in SC Concentrated districts</b>	<b>Approved in ST concentrated districts</b>
New Schools	12005	1216	2763
Strengthening of schools	37134	4035	4745
Girls Hostel	2390	170	470
ICT in school	87529	9137	8483
Vocational Education	6299	1355	614

Besides these, other measures are taken for addressing equity such as special enrolment and retention drives in particular areas, self defence training for girls, guidance and counselling, remedial teaching for academically weaker students, gender sensitisation of teachers etc.

### **Comments of the Committee**

**The Committee feels that a good start has been given in the form of infrastructural development. However, the Department needs to reach out to the disadvantaged groups through media and social outreach and involvement of iconic personalities to educate them of the benefits of educating the future generations.**

### **Recommendations/observations**

#### **VI. STRENGTHENING OF TEACHER TRAINING INSTITUTIONS**

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

#### **Action Taken**

On the issue of improvement of quality of teaching, NCTE has notified NCTE regulations 2014 with an emphasis on improving quality of teaching. The main highlights of the revised regulations includes:

- **NCTE notified Regulations, 2014** on 28.11.2014 for 15 teacher education programmes, including three new programmes namely B.A.B.Ed/B.Sc.B.Ed, B.Ed. (Part-Time) and 3-year B.Ed-M.Ed. - successfully implemented in about 18000+ TEIs in the country.
- **Enhanced use of E-Governance** in Teacher Education by National Council for Teacher Education (NCTE) for better regulation of the sector.
- **Accreditation for Teacher Education Institutions (TEIs)** by National Council for Teacher Education for better management and improved quality of teacher education.
- **Mapping of Teacher Education Institutions (TEIs)** for providing comprehensive status of 18,000+ recognised TEIs spread across the country in the public domain, a Geographical Information System (GIS) has been introduced online for mapping the TEIs. GIS mapping of more than 7000 institutions have been undertaken.

- **NCTE has also undertaken a demand and supply gap** for 2015-16 to 2025-26 to ascertain teacher demand and supply up to district level and subject-teacher level at all levels of schooling.
- **Ranking for NCTE affiliated Institutes**-on 10th March 2016, a committee has been constituted to develop accreditation/grading framework for of the Teacher Education Institutions.
- **Four Year Integrated B.Ed. Programme by 2017-18**- So far, 207 institutions have been granted recognition by NCTE.
- **All India Common Entrance Test**- A committee to be formed to draw-up a road map for this issue.

It is envisioned that these steps will help in strengthening Teacher Education and the overall quality of teachers.

Central Government is also discussing the issue of mandatory rural tenure for all teachers during their service career. However, since recruitment and service issue of teacher are in the domain of State Governments and UT Governments. Final decision will be taken by the States/UTs. So far as proper allocation of funds is concerned the status of financial years 2014-15 & 2015-16 is as follows :

(Rs. in crore)

<b>F.Y.</b>	<b>B.E.</b>	<b>R.E.</b>	<b>Utilization</b>
2014-15	550.00	500.00	499.99
2015-16	557.60	489.10	488.70

It is evident that the proper and full utilization of funds allocated for this Scheme has been achieved.

### **Comments of the Committee**

**The Committee welcomes the steps taken by the Department for improving the quality of teaching. However, more action especially, on the implementation aspect of these steps needs to be vigilantly taken up. The Committee feels that in order to standardize the quality of teachers, an All India Common Recruitment Exam in the line of CTET, would be the step in the right direction and should be accepted by all States/UTs leaving no scope for irregularities.**

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

### **Recommendations/observations**

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

### **Recommendations/observations**

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

### **Action Taken (on para 8.3 & 8.4):**

An amount of Rs. 100 crore was allocated in BE 2015-16 including Rs. 10 crore for NER States for the scheme. The Department had vigorously pursued the matters with the Ministry of Finance for allocating additional funds for meeting the requirements of funds to clear the backlog proposals. In third batch of supplementary demands for grants of 2015-16, the Department had sought an additional amount Rs. 249 crore. The Secretary has written two D.O. letters to Secretary (Expenditure) in December 2015 and February 2016 seeking additional funds for the scheme. However, an additional amount of Rs. 62 crore was given in March 2016. The proposals amounting to Rs. 209.72 crore covering sanction of incentive amount to 699061 girls are pending as on 1.04.2016. The pending proposals of previous year 2015-16 amounting to Rs. 90.45 crore covering sanction of incentive amount to 301501 girls are likely to be received in current financial

year. The proposals of 2016-17 amounting to Rs. 225 crore covering 750000 girls are likely to be received in current financial year. Thus the estimated total requirement of funds during current financial year would be Rs. 525.17 crore. An amount of Rs. 45 crore has been allocated in BE 2016-17 against the projected demand of Rs. 250 crore which is grossly inadequate to sanction the proposals of scholarships from States / UTs. The Department will seek additional funds in the first supplementary demands for grants 2016-17 so as to sanction these proposals for disbursement of scholarships to students.

The Department has once again requested all State /UT Governments to take necessary initiatives to popularize the scheme among targeted groups and schools so as to avail maximum benefit under the scheme.

### **Recommendations/observations**

#### **X. KENDRIYA VIDYALAYA SANGATHAN (KVS)**

10.8 The Committee notes that a large number of buildings have not been constructed. From the information mentioned above, 101 buildings are under construction, 65 KVs are under planning, 74 KVs land transfer formalities are yet to be completed and 37 KVs land is yet to be identified. Further, the achievements made during the year 2015-16 are not satisfactory. Delayed construction of building has become a perennial problem. The Committee hopes that all procedural and administrative formalities are completed on time so that there are no delays in this regard. Regarding shortage of funds, the Committee is of the view that the Department should approach the concerned authority for disbursal of additional funds so that the pace of progress can be maintained. The Committee reiterates that the Department take up this issue on a priority basis so that construction of building can be fast-tracked.

#### **Action Taken**

The present status of Kendriya Vidyalayas as on 01.06.2016 is as under:

<b>S. No.</b>	<b>Description</b>	<b>No. of KVs</b>
1.	No. of KVs School Building under construction	87
2.	No. of KVs School Building under planning	78
3.	No. of KVs where land identified and awaiting lease in favour of KVS.	71
4.	No. of KVs where land yet to be identified.	33

In order to avoid delay in completion of procedural and administrative formalities, the matter is being taken up at different levels by KVS with the concerned authorities regularly. In regard to disbursement of additional funds, KVS is requesting MHRD from time to time for providing additional funds so that constructions of school buildings etc. are expedited.

### **Recommendations/observations**

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

### **Action Taken**

The large number of vacancies of PGTs, TGTs and Primary Teachers in KVS is due to sudden derailment of recruitment process of KVS for the years 2014-15 and 2015-16 when two question papers were leaked- one on 4.10.2015 for the post of Primary Teachers and other on 11.10.2015 for the post of LDC. Due to leakage of question papers for these two posts, all other written examinations scheduled in the month of October/November, 2015 were cancelled /postponed. This recruitment work was entrusted to All India Management Association (AIMA), New Delhi after following due procedure for award of recruitment work.

The matter of leakage of question papers and cancellation /postponement of other examination was brought to the notice of Board of Governors of KVS in its 103rd meeting held on 30.10.2015 wherein it was decided to give the recruitment work to Ed.CIL & CBSE including the cancelled/postponed exams for the year 2014-15 and 2015-16. The recruitment work has accordingly been given to CBSE. To decide the modalities for conduct of recruitment for KVS, various rounds of meetings were held between the Officers of CBSE and KVS. It has been decided to cancel the advertisement published in Employment News dated 23-29 May 2015 due to paper

leaks in October/November, 2015 in respect of teaching and non-teaching posts except Vice-Principal, TGTs, Finance Officer, Hindi Translator, Assistant Editor as the recruitment process for these posts have already been completed/being completed.

In this regard a detailed cancellation notification has been prepared and submitted to the Legal Advisor, KVS for vetting and thereafter the same will be uploaded on KVS website as well as published in news paper for information of the candidates.

KVS will now publish a fresh advertisement for recruitment of teaching and non-teaching staff for the vacancies up to 31<sup>st</sup> March, 2017. Similarly, a parallel action will be taken for inviting online applications from the eligible candidates i.e. serving KVS teachers/ employees for filling various teaching and non-teaching posts up to 2015-16 and also for anticipated vacancies up to 31<sup>st</sup> March 2017 through Limited Deptt. Examination ( LDE) .

The detailed vacancies for all teaching and non-teaching posts through Direct Recruitment and through Limited Deptt. Examination up to 31<sup>st</sup> March 2017 has been worked out for publication of the advertisement for filling up the posts. These vacancies have also been intimated to CBSE for recruitment purpose. The tentative timeline for completion of recruitment process through Direct Recruitment and through Limited Deptt. Examination for vacancies up to 31<sup>st</sup> March 2017 is 31<sup>st</sup> December 2016.

It is pertinent to mention here that 1248 vacancies of teaching staff have been filled during the intervening period. Interview for 654 vacancies of TGTs has been scheduled between 12-15 July 2016.

With regard to the fact that the proportion of teachers vacancies is higher in some states vis-à-vis other states, it is submitted that the teachers in KVS are recruited on an all India basis and their transfer liability is also on all India basis. However, in practice, some states/regions of the country have been contributing to a very large proportion of all teachers recruited. Further, such teachers make all out efforts to seek transfer to their native State/area. This tendency is creating the imbalance.



## **XI. NAVODAYA VIDYALAYA SAMITI (NVS)**

### **Recommendations/observations**

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

### **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 up to the 30.04.2016. Out of 591 JNVs, 541 JNVs have been shifted to their permanent buildings. 50 JNVs are functioning from temporary sites provided by the State Government (**Annexure-V**). Out of 541 JNVs, Phase-B has been completed in 444 JNVs and in 66 JNVs Phase – B work is in progress, according to the requirements.

A list of State wise and District wise 50 JNVs, functioning from Temporary site is at **Annexure-V**. Out of these 50 JNVs Phase-A work has already been sanctioned in 38 JNVs and is at various stages. 04 JNVs (out of 50) were to be constructed under PPP mode and work could not be started. Besides one JNV at Dahod-II (Gujarat) could not be made functional as no temporary building has been provided by the concerned district authorities. The proposal for construction of these JNVs had been mooted 7-8 years ago and the modalities are yet to be firmed up, which is affecting the functioning of the Vidyalayas adversely. NVS has therefore, proposed for delisting these five Vidyalayas from the PPP mode and construct them under the normal mode, which is under examination in the Ministry.

Out of remaining 08 JNVs, where work has not been sanctioned so far, State Govt. has recently provided suitable land in one case (Howrah) and 02 cases are at advance Stage (Kiphire & East Khasi Hills-II). Rest of the 05 cases are being pursued with State Govt. vigorously.

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 are 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**

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

### **Action Taken**

**SSA:** Various steps taken to improve standard/quality of education under Sarva Shiksha Abhiyan are as under:-

Quality education and improvement in learning levels is one of the key objectives of the programme. During the initial years of Sarva Shiksha Abhiyan, the focus was on ensuring physical access, equity and building up school infrastructure along with recruitment of teachers. As access was gradually universalised and diversified classrooms emerged, the strategies for quality component have become more focussed and comprehensive.

The approach to quality has been broadly categorized as follows:

- (i) **Additional Teachers:** Enabling inputs through provision of additional teachers, strengthening teachers through various kinds of in-service training and providing decentralised institutional support structures for schools at block & cluster level.

The RTE Act 2009 in its Schedule lays down pupil teacher ratio for both primary and upper primary schools. At primary level the PTR should be 1:30 and at the upper primary level it should be 1:35. As per the Act this PTR should be maintained at the school level.

	Percentage of Single Teacher Schools		Percentage of Adverse PTR
	PS	UPS	PS
UDISE 2013-14	12.44	4.98	37.35
UDISE 2014-15	12.16	5.18	35.61

The status on teachers in elementary schools as on 31.12.2015 is as follows:

Sanctioned Post			Working			Vacancies		
By State	Under SSA	Total	By State	Under SSA	Total	By State	Under SSA	Total
321704	194869	516573	277310	155864	433174	443938	39005	83399
3	5	8	5	1	6		4	2

SSA has so far sanctioned 19.48 lakh additional teacher posts to States/UT's of these 15.59 lakh posts are filled. Currently there are 4.43 lakh teacher posts vacant against the State sanctioned posts and 3.9 lakh teacher posts sanctioned against the SSA sanctioned posts. Large number of teacher vacancies exist in Andhra Pradesh, Assam, Bihar, Chhattisgarh, Delhi, Gujarat, Haryana, Jharkhand, Karnataka, Madhya Pradesh, Punjab, Rajasthan, Telangana Uttar Pradesh and West Bengal. Details of Teachers posts sanctioned, number of teachers working and vacancies available in **Annexure-VI**.

(ii) **Teacher Qualification and TET**

As per the mandate of the RTE Act, Government of India has notified the National Council for Teacher Education (NCTE) as the Academic Authority at the national level for teacher education and qualification. NCTE has prescribed teacher qualifications for various levels. It has also made it mandatory that all persons holding teacher qualifications as laid down by the NCTE must also pass a teacher eligibility test (TET). These two steps by NCTE are widely seen as efforts to improve the standards of teaching to eventually impact quality education.

About 6.35 lakh teachers in the government schools across the country are yet to acquire the qualifications prescribed by NCTE. These teachers are normally termed as 'untrained teachers'. Out of these untrained teachers, more than 2.90 lakh are pursuing different programmes supported by government through SSA to complete their qualifications as per the norms. Most of these teachers are in the North-eastern states as well in Bihar 1.12 lakh, Chhattisgarh 0.35 lakh, Jharkhand 0.22 lakh, Odisha 0.35 lakh Uttar Pradesh 0.15 lakh and West Bengal 1.85 lakh.

In 2012, the Central Board of Secondary Education (CBSE) conducted the first Central TET (CTET) for those who had completed a course of pre-service teacher training. In all, 9 CTET examinations have been conducted until February, 2015. At the state level, except for Goa, Meghalaya, Jammu & Kashmir, and Tripura, all the states have conducted at least one round of training. Some have conducted more. The CTET conducted by CBSE is applicable in case of UTs without legislature.

- (iii) **Curricular Reforms:** This includes curriculum, syllabus, textbook, learning for age appropriate classes, print rich environment through library and other supplementary materials and the selection of appropriate pedagogy for various levels of basic learning years. Transition programmes for tribal children to the State language of instruction, multi-grade classrooms & joyful learning systems were some key elements.

As of September 2015, 23 States have renewed their curriculum, 10 States/UTs have adopted NCF 2005 developed by NCERT as the States curriculum framework, 3 State/UTs are using the curriculum of neighbouring states. Twenty two states have completed revision of their textbooks.

(iv) **Focussed programmes for ensuring learning:**

Three rounds of National Achievement Surveys of class III conducted since 2003 have revealed that the overall language proficiency (Reading with Comprehension) and Mathematics proficiency (Number, measurement, geometry, money, pattern, data handling) in the country is average and not what is expected of the elementary education system since the launch of Sarva Shiksha Abhiyan (SSA).

A nationwide sub-programme of Sarva Shiksha Abhiyaan **Padhe Bharat Badhe Bharat (PBBB)** has been launched on 26th August, 2014 to ensure quality at the foundational years of schooling i.e., classes I & II. Through this programme it will be ensured that all children are able to read with comprehension as well as basic numeracy skills. The programme envisages dedicated teachers for Classes I & II. It centers on capacity building of teachers, organizing separate reading periods in daily school time-table, maintaining a print rich environment, for reading through children's literature in school libraries and reading corners in classes I & II; for tribal children special bridge materials have been prepared in States which have a high tribal population.

The two tracks of Padhe Bharat Badhe Bharat are: Early reading and writing with comprehension (ERWC) and Early Mathematics (EM)

As a follow up to the foundational programme, in 2015-16 a programme called the **National Reading Initiative** was launched to develop and promote the habit of reading among students in elementary schools, thereby extending the programme up to class 8. States were provided token funds to plan and implement innovative activities to promote reading. A list of indicative activities have also been shared with States/UT's.

States have designed specific interventions targeting children in classes 1 and 2 to improve learning outcomes. There are a variety of focussed programmes being currently implemented across the country.

**Various Approaches to PBBB**

- Chandigarh, Uttar Pradesh, Himachal Pradesh, Uttarakhand, Punjab, Haryana have adopted the NCERT model of early reading; Andaman & Nicobar Islands, Madhya Pradesh, Punjab and Uttarakhand have provided supplementary readers developed by NCERT

- Tamil Nadu, Puducherry, Karnataka, Gujarat and Nagaland are implementing activity based learning methodology; Andhra Pradesh, Bihar, Chhattisgarh, Jharkhand, Maharashtra have developed their state specific models for early reading and early mathematics;
- Assam started a pilot with 200 schools across 2 districts. In 2015-16 this programme has been expanded to 10 districts. West Bengal piloted an early reading programme in 7000 schools in 2014-15, this programme has been expanded across districts in 2015-16.
- Jammu & Kashmir has initiated a pilot across 3 districts with support from UNICEF.

(v) Another area of focus has been strengthening teaching learning of maths and science in upper primary classes. Rashtriya Avishkar Abhiyan (RAA) was launched on 9th July 2015 by late Dr. A.P. J Kalam. It is an initiative to motivate and encourage children of the age-group 6-18 years, in science, mathematics and technology. The key activities under this programme include mentoring of elementary and secondary schools by Institutions of Higher Education; forming maths and science clubs for children at school and professional development of teachers in order to make teaching of maths and science interesting for students.

The programme framework is on a twin track approach

- Systemic improvements in the School System
- Initiatives to encourage Science, Mathematics through alternative strategies.

The strategies of the programme targets, teachers, students, effective classroom transaction, school facilities for science and maths, and community engagement. The key activities include mentoring of schools by Institutions of Higher Education; formation of Maths and Science Clubs; participation of children in Science Congress; formation of teacher circles and participation of teachers in Teachers Science Congress. The programme guidelines have laid down concrete measurable milestones for 5 years.

- (vi) **Ensuring Learning Outcomes:** NCERT has developed learning indicators to determine minimum learning outcomes of all classes covering all subjects. As of date 18 States (Andhra Pradesh, Assam, Bihar, Chhattisgarh, Chandigarh, Haryana, Gujarat, Kerala, Punjab, Tamil Nadu, Karnataka, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Telangana, Uttar Pradesh, Uttarakhand) have developed state specific learning indicators based on their curriculum. The purpose is to track each child's performance through Continuous and Comprehensive Evaluation.
- (vii) **Teacher performance standards for accountability (PINDICS):** The NCERT has developed a framework for Performance Indicators for Elementary School Teachers (PINDICS) and shared with the states. These performance standards define the criteria expected when teachers perform their major tasks and duties. These are further delineated as performance indicators that can be used to observe progress and to measure actual result compared to expected result. PINDICS will eventually evolve as the framework for effective teacher performance for effective monitoring and benchmarking across the country.
- (viii) **School Leadership Development Programme:** Studies have shown that a professional head teacher is critical to the success of a school in achieving its goals. NUEPA has designed a curriculum framework for professional development of school head teachers. This programme was piloted in the year 2013-14 and was taken to scale in 2014-15 with nearly 7000 head teachers being trained through 1100 Resource persons who received training from NEUPA. This programme is being further expanded to reach 18,000 head teachers in 2015-16.

NUEPA also plans to develop School Leadership Academies within existing institutions in the States/UT's To improve school management competence of school headmasters and educational administrators, a new National Centre for School Leadership (NCSL) within NUEPA, has been set up. The NCSL has developed the framework and curriculum for School Leadership. The program is currently being implemented in 18 States (Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Himachal Pradesh, Haryana, Karnataka,

Maharashtra, Manipur, Meghalaya, Mizoram, Odisha, Rajasthan, Tamil Nadu, Tripura, Uttarakhand, Uttar Pradesh & West Bengal).

- (ix) The **National Programme on School Standards and Evaluation (NPSSE)** was recently launched (7th November 2015) as Shala Sidhhi, an initiative that aims at evaluating each school as an institution, both at elementary and secondary levels. It is an initiative to relook at school evaluation with the intent to improve quality of school education. This will entail to evolve a comprehensive mechanism to address the developmental needs of the school. NUEPA has developed indicators for School performance assessment. The initiatives will include (a) school performance standards to provide common core and expectations for all schools (b) guidance on strategies for helping schools to improve (c) use of the performance standards as the reference or benchmark for both internal and external evaluation of the school (d) school performance standards to be integrated and interlinked with school leadership and teachers' performance (e) State programs on school standards and performance assessment like the Gunotsav of Gujarat, Pratibha Parv of Madhya Pradesh, Samiksha of Odisha and Karnataka School Quality Assessment Organization (KSQAO) of Karnataka are used as reference points.
- (x) **Research on Teacher/Student Attendance:** Recently a study done on teacher and student attendance (2012) shows that there has been an improvement in both student and teacher attendance in the last few years. It was found that overall average attendance rate of students has improved at primary level to 78.0% (68.5% in 2006) and improved marginally at upper primary level to 77.9%(75.7% in 2006-07) respectively. In case of teachers, the overall average attendance rate at Primary level has shown an increase to be 84.8% (81.7% in 2006) and at upper primary level it is reported at 83.1% (80.5% in 2006) respectively.
- (xi) **Quality Monitoring:** NCERT has developed Quality Monitoring Tools (QMT) to monitor various parameters of quality at the school level. The QMTs were revised to align with RTE after the RTE Act came into force w.e.f. April, 2010. QMTs consist of 14 formats and 3 analytical sheets to be used at different levels – school, cluster, block,



district and state. Different aspects of quality dimensions have been covered in these formats. The information collected through these formats from the grass root level is processed at cluster and block levels, respectively by CRC and BRC to take necessary corrective action. The QMTs also have a format each at Cluster (CMF) and Block (BMF) levels which are filled respectively at CRC and BRC. NCERT receives the State level data for 2 quarters from States. The information is analyzed by NCERT and feedback is provided to States.

- (xii) **Quality improvement efforts for Children With Special Needs (CWSN)** have been implemented in order to integrate them in the school system. For this learning aid for CWSN children, special teacher training and handbooks for teachers with exemplars have been developed. A handbook on Curricular Adaptations for Children with Special Needs in Primary Classes, developed by National Council for Educational Research and Training (NCERT) was launched in August 2014. In 2014-15 1.26 lakh primary school teachers have been trained to handle CWSN children through curricular adaptations. A similar handbook for upper primary classes has also been developed by NCERT and was launched in August 2015.
- (xiii) **Access to learning resources through National Repository of Open Educational Resources (NROER)** has been launched which provides online access to all NCERT and other school textbooks, materials for teacher training and adult education. Materials are available in 29 different languages, including tribal languages, and the platform uses Open Source Software. Over 2.54 crore pages have been visited on the site. Audio-visual aids, interactive materials, 2D and 3D graphics, etc. in all languages and for all classes being collected and curated on [nroer.gov.in](http://nroer.gov.in). Currently NROER has more than 15,000 resources of various categories including videos, audios, documents, interactive objects and images.
- (xiv) **E- Paathshala:** A portal of online educational resources has been launched by NCERT that will provide educational resources categorized for different stakeholders. The resources include textbooks, audio-books, audio-visual material, teaching instructions and policy documents. This will widely increase the outreach of the resources.

**RMSA:** The Centrally sponsored scheme of Rashtriya Madhyamik Shiksha Abhiyan (RMSA) envisages enhancing the quality of education by providing a secondary school within a reasonable distance of every habitation, improving quality of education imparted at secondary level and removal of gender, socio-economic and disability barriers.

The programme provides for various measures including intensive micro planning to develop context specific interventions, reduction of educational in-equalities by giving priority to educationally backward areas and population sector, regular enrolment drives, special camps and bridge courses, monitoring attendance in pockets identified for intensive activities, special coaching classes/ remedial classes especially for children specially girls who are not doing academically well, teacher sensitization programme, etc. for ensuring access to these groups.

**JNVS:** Steps taken for improving the quality of education in the JNVs

- Centralised planning for academic activities
- Providing common split up of syllabus for follow up action at the vidyalaya level.
- Organising activities to strengthen the concepts in all subjects
- Identification of students and follow up action through remediation
- Being residential schools, teacher guide the students 24X7
- **Due to the efforts taken, 5.99% of students have secured 90% and above in Class-XII and 8.50% students have scored 10 CGPA in Class-X during 2015-16.**

Implementation of ICT in JNVs

- Smart classrooms with Wi-fi connectivity is already introduced in 373 JNVs upto 31<sup>st</sup> March, 2016. Arrangement is made to extend the facility alongwith 41 Laptops in 25 JNVs during 2016-17.
- For carrying out activities, necessary facilities are made available in JNVs.
- Qualified FCSA is appointed on contract basis in all JNVs to strengthen ICT
- Necessary training is provided to the teachers to improve their skills in ICT.

### Specific initiatives taken for teachers' training

On the basis of the requirement of teachers training programme like refresher course, orientation course etc. are organized by NVS. In order to strengthen their skills related to residential areas, training programmes related to House Masters and Safety & Security are also arranged. Life skills training is also provided through AEP.

### Efforts taken to improve the publicity:

Vide publicity is given by involving all stake holders regarding admission in JNVs.

Due to the concerted effort, the enrolment for JNVST has increased. The following data reveals the fact.

### Enrollment for JNVS in Class-VI.

Year	Students registered
2014-15	1880225
2015-16	2086927
2016-17	2144871

### Enrollment for Class-IX Lateral Entry Test

Year	Students registered
2014-15	81770
2015-16	109206
2016-17	173386

### **Comments of the Committee**

**The Committee is, by and large, happy with the steps taken by the Department in improving the quality of education in the Country, including that of Teachers, Administration, Learning Outcomes, School Standards and Evaluation, Teachers/Students Attendance and various other steps in this direction. However, much more steps are required**

**not only in creating such ideas but also on their effective implementation by constantly monitoring the effect in each corner of the Country.**

**The Committee feels that despite all these steps being taken in the right direction, the Teachers' recruitment process should be standardized or made uniform across the Country through a Centralized body like EdCIL or UPSC, in co-ordination with Other Central Bodies like NCTE, CBSE etc. so that any chance of irregularities /unfairness in the selection process of Teachers are checked effectively.**

**This step, combined with a realistic assessment of performance of each Teacher, which could include feedbacks from Students at Higher Secondary Level/Parents at lower level, would not only help improve the quality of Teaching but also involve the whole family in the process.**

**The Committee also notes that the syllabi at Higher Secondary Level is not in consonance with the various entrance/competitive exams, which the Students have to go through once they pass out from school and seek admission in Colleges/Institutes of Higher Learning. This disconnect is could not be more illustrated than the fact that the number of coaching centres mushrooming across the Country is becoming a purely Commercial venture, which would ultimately harm the future generations. The Committee, therefore, feels that the syllabi in school should reflect the future needs of the Students, which is at present lacking.**

## **CHAPTER-III**

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

#### **II. BUDGETARY ALLOCATION**

##### **Recommendations/observations**

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

##### **Action Taken**

**SSA:** Out of the fund provided by Ministry of Finance at Budget Estimate (BE) stage/ Revise Estimate (RE) stage under Sarva Shiksha Abhiyan (SSA); 10% of fund is earmarked for North Eastern (NE) Region as mandated by the Government of India. The fund meant for NER is further divided into General Head and Capital Head. The fund under each head is further divided into General component, SC component and ST component as per the MHRD's Guideline for Implementation of Programmes and Schemes under Scheduled Castes Sub Plan (SCSP) and Tribal Sub Plan (TSP) which provide for earmarking of fund of 20% for SC Component and 10.50% for ST Component. Further, before release of the central share under General Head and Capital Head under SSA, the approval of IFD is obtained on individual state file. After its approval, the approved amount under each Head is trifurcated for SC component (sub head "789"), ST

component (sub head “796”), General component (sub head “111”, “156”, “186”), as per the percentage of enrolment at elementary level of SC, ST & General reflected in the latest UDISE data in respect of each States/UTs. Demographically, there are more ST population and lesser SC population. However, the earmarking of central fund is uniformly done at the prescribed rate. This has resulted in unutilized fund under SC component and shortage/lack of fund under ST component. Due to above factors, some amounts of funds under SC component remain unreleased, however during this financial year efforts would be made to avoid the savings.

**MDM:** During 2015-16, Rs. 9236.40 crore were allocated under Mid Day Meal Scheme out of which Rs. 9151.55 crore have been released. Thus, the releases are more than 99% of the BE 2015-16. Thus, there was no under utilization of funds under Mid Day Meal Scheme during 2015-16.

**RMSA:** During 2015-16, under RMSA, there was allocation (BE) of Rs.350.00 crore under NER Head and there was utilisation of Rs.350.00 crore which is 100% utilisation.

#### **Comments of the Committee**

**SSA:** The Committee notes that the allocation of funds based on the demographic profile of the States in the NER does not correctly reflect the ground situation, as a result of which, the funds meant for the children of the NER are not being utilized optimally. The Committee feels that since the Department is now aware of the reasons for the under-utilization of funds meant for the NER, the Department should now focus on bringing the figures at least at par with the National level.

**MDM:** The Committee notes from the figures provided for 2014-15 which indicates that out of a total savings of Rs. 52393.26 Lakhs for the whole Country Rs. 39092.2 Lakhs was major saving under the NER States allocation, (ANNEXURE A). This is the major chunk of the total un-utilized funds, when 95.25% of the RE-2014-15 was released. The Department has now provided more encouraging figure for the BE 2015-16, which is 99% fund release. However, in the absence of specific data for utilization in the NER, the Committee is unable to make a realistic assessment on how far there is improvement in this regard. The Committee therefore impress upon the Department to provide the specific data so that the Committee is in a position to analyse the circumstances and suggest remedial measures.

### **III. ELEMENTARY EDUCATION**

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

##### **Recommendations/observations**

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

##### **Action Taken**

During 2015-16, Rs.22,000.00 crore was provided at BE stage, which became Rs.22015.42 crore as RE/ Final grant. This Department released Rs.21666.52 crore as Central share to State and UTs under SSA, which comes to 98.72% of the RE/Final Grant. The figure of 87.22% was as on 1.3.2016, but it has improved to 98.72% by 31.03.2016.

The fund meant for NER is further divided into General Head and Capital Head. The fund under each head is further divided into General component, SC component and ST component as per the MHRD's Guideline for Implementation of Programmes and Schemes under Scheduled Castes Sub Plan (SCSP) and Tribal Sub Plan (TSP) which provide for earmarking of fund of 20% for SC Component and 10.50% for ST Component. Further, before release of the central share under General Head and Capital Head under SSA, the approval of IFD is obtained on individual state file. After its approval, the approved amount under each Head is trifurcated for SC component (sub head "789"), ST component (sub head "796"), General component (sub head "111", "156", "186"), as per the percentage of enrolment at elementary level of SC, ST & General reflected in the latest UDISE data in respect of each States/UTs. Demographically, there are more ST population and lesser SC population. However, the earmarking of central fund is uniformly done at the prescribed rate. This has resulted in unutilized fund under SC component and shortage/lack

of fund under ST component. Due to above factors, some amount of funds under SC component remain un-released, however during this financial year efforts would be made to funds where the allocation and avoid the savings.

### **Comments of the Committee**

**The Committee notes that the allocation of funds for SC/ST/General does not reflect the demographic profile of the NER. The Ministry needs to rework the allocation of funds accordingly so that funds earmarked for various sub-heads for SC/ST components do not remain un-utilized only for the reason of faulty demographic profiling.**

### **Recommendations/observations**

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

### **Action Taken**

**SSA:** The recruitment and service conditions of teachers are primarily in the domain of State Governments/UT Administrations. The Central Government provides assistance to State Governments/UTs for additional teachers to maintain appropriate Pupil Teacher Ratio as per the requirements of the States/UTs. Further, the Central Government in various meetings, State Education Secretaries conference, Joint Review Missions (JRM) advises States/UTs on timely teacher recruitment and deployment.

All States/UTs have been advised to work expeditiously on filling up vacancies and organizing regular annual teacher recruitment in the States/UTs to ensure that sufficient teaching strength is available in each and every school.

**RMSA:** As per the information received from the States/UTs, about 15.91% of teacher posts in schools at secondary levels are lying vacant.

Various steps have been taken by the Ministry to ensure filling up vacant posts of teachers through rigorous monitoring of recruitment of teachers by States/UTs, handholding of States/UTs in



recruitment of teachers etc. to ensure availability of specialized & qualified teachers. In State Education Secretaries conferences, Joint Review Missions (JRM) and during PAB meetings also, the Ministry has been constantly advising State Governments to speed up their teacher recruitment process and to have annual schedule/calendar of teacher recruitments. The approval and release of financial support for salary of teachers sanctioned under RMSA has been made conditional to the actual deployment of teachers against the sanctioned posts.

### **Comments of the Committee**

**The Committee notes the initiatives undertaken by the Department to fill up the existing vacancies. However, a constant monitoring of the status of teachers' vacancies is required so that corrective steps can be taken without any further delay. The Committee, therefore, desires that the Department should apprise it of the measures taken by the Department and the respective agencies to fill up the vacancies; the outcome thereof; and the latest status of vacancy position.**

### **Recommendations/observations**

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

### **Action Taken**

Under Swachh Vidyalaya initiative, the Government achieved the ambitious target of building 4,17,796 toilets in 2,61,400 government schools in one year alone by 15th August, 2015. With this, about 13.58 crore children in 11.08 lakh government schools have access to gender segregated toilets. Ministry of Panchayati Raj has advised the Panchayati Raj Departments of all States to include the provision for construction of toilets, regular repair of the toilets, drinking water and sanitation in schools in the Gram Panchayat Development Plans. A joint letter has gone from Secretaries of DSEL, DWS and Panchayati Raj to all States & UTs to ensure maintenance of toilets in schools by Panchayats/Local bodies (copy enclosed at **Annexure-III**).

## **Comments of the Committee**

**The Committee recommends that the Department regularly follow up with the states to ensure that cleanliness is maintained and water facilities are available in the toilets.**

## **V. SECONDARY EDUCATION**

### **RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN (INTEGRATED):**

#### **Recommendations/observations**

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

#### **Action Taken**

The main objective of the component for Strengthening of Boarding and Hostel facilities for Girl Students of Secondary and Higher Secondary Schools is to enhance access of the girl child in the age groups of 14-18 years and belonging to SC, ST, OBC, Minority communities and Below Poverty Line families, to secondary stage of schooling and to retain her in school by setting up of hostels with lodging and boarding facilities in the Educationally Backward Blocks (EBBs).

At the initial stage of implementation of the Scheme, State Governments had difficulties in executing the scheme with the fixed unit cost norms and requested for adopting State Schedule of Rates. At the request of the States, the same was taken up with Ministry of Finance and has been revised. Further, several States face problems with regard to tendering process, acquiring land, litigations/ court cases and the construction of Hostel generally takes 2 years. It may be pertinent to mention here that construction of hostel/implementation of the Scheme is the responsibility of the State.

However, the States/ UTs have shown progress, with the gained experience, and at present construction in 983 Hostels is complete and construction is under progress in 696 Hostels apart from making 900 Girls Hostels functional.

Ministry reviews the progress by way of writing letters, monitoring through video conferences, conducting workshops, Project Approval Board Meetings etc.

### **Comments of the Committee**

**The Committee recommends that the Department should keep the pressure on the State Governments to ensure that these hostels are functional on an urgent basis.**

### **Recommendations/observations**

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

## **Action Taken**

**SSA:** The RTE Act recognizes the importance of providing adequate number of teachers and lays down that the prescribed Pupil Teacher Ratio (PTR) must be maintained for each school. The data for the year 2014-15 clearly indicates that the National Pupil Teacher Ratio is approximately 26:1 (figures placed at **Annexure-IV**). However, it is seen that in few states the PTR is not in accordance with the RTE Act-2009. The recruitment and service conditions of teachers are primarily in the domain of State Governments/UT Administrations. The Central Government continuously pursues and takes up the issue of filling up the vacant teacher positions with the respective State Government/UTs, which have the primary responsibility to fill the posts. The Central Government provides assistance to State Governments/UTs for additional teachers. Further, the Central Government in various meetings, State Education Secretaries conference, Joint Review Missions (JRM) advises States/UTs on timely teacher recruitment and deployment.

**RMSA:** As per the information received from the States/UTs, about 36103 Head Masters posts in schools at secondary level are lying vacant in States/UTs.

Various steps have been taken by the Ministry for filling up vacant posts of teachers through rigorous monitoring of recruitment of teachers by States/UTs, handholding of States/UTs in recruitment of teachers etc. Further, in State Education Secretaries conferences, Joint Review Missions (JRM) and during PAB meetings also the Ministry has been constantly advising State Governments to speed up their teacher recruitment process. The approval and release of financial support for salary of teachers sanctioned under RMSA has been made conditional to the actual deployment of teachers against the sanctioned posts.

## **Comments of the Committee**

**The Committee notes that there is a huge backlog in Teachers' vacancies, which is too big a deficiency for the Committee to overlook. All aspects of the functioning of the Department would appear insignificant if quality and adequate number of teachers are not available to the students. The Committee feels that the Department has not done enough to solve this problem and simply putting the onus of the states would defeat the very purpose of the existence of the Department unless its directions to the State Governments are taken seriously by them.**

## **VI. STRENGTHENING OF TEACHER TRAINING INSTITUTIONS**

### **Recommendations/observations**

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

### **Action Taken**

- The CSSTE Scheme was revised in June 2012 and according to the revised AWP format, States/UTs are supposed to furnish consolidated information on sanctioned posts factoring in both Before Up-gradation (BU) and After Up-gradation (AU) posts under the After Up-gradation sub-head.
- As per TEAB (2016-17), the States of Nagaland and Tripura have sanctioned 15 and 16 academic posts respectively out of which 15 and 13 have been filled in respect of CTE, and the States are in the process of filling up all remaining sanctioned posts.
- The filling up of posts of teacher educators in TEIs in the States of Bihar and Uttar Pradesh are in progress and the States have made commitments during the Teacher Education Approval Board (TEAB) meetings (2016-17) to fill up the remaining vacant posts within 6 months.
- The Teacher Education Approval Board (TEAB), in 2016-17 has taken a commitment from all States/UTs for filling up all vacancies in TEIs within a given timeline for teacher education on a priority basis. In this context, a D.O. letter has already been issued from Secretary (SE&L) to all the Education Secretaries of States/ UTs on dated 24th May, 2016 highlighting all major issues related to teacher education of respective States/UTs including the issue of vacancies in Teacher Education Institutions. Further,

States are being reminded to ensure that the commitments given by the State in the TEAB meetings are fulfilled within the time lines.

### **Comments of the Committee**

**The Committee feels that the Department should not fine to writing letters only, the Department should take up the matter strongly with the State governments and monitor whether its directives are being followed in its letter and spirit. The Committee directs the Department to furnish the latest status of vacancies in the DIETs, CTEs, IASEs, SCERT in each State/UTs.**

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

### **Recommendations/observations**

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

### **Recommendations/observations**

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

### **Action Taken (on para 7.5 & 7.6)**

The allocations and expenditures for ‘National Means-cum-Merit Scholarship Scheme (NMMSS)’ for the last four years are as follows:

(Rs. in crores)

<b>Year</b>	<b>BE</b>	<b>RE</b>	<b>Expenditure</b>	<b>Remarks</b>
2015-16	70.00	131.50	127.13	Out of RE of Rs. 131.50 crores, Rs. 7 crores was

				for scholarships for States in NER. An amount of Rs. 123.37 crore was spent for scholarships for States other than NER States. Rs. 1.12 crore was spent for administrative expenses. Rs. 2.64 crores was the expenditure for NER States for scholarships leaving an unspent balance of Rs. 4.37 crores. This was due to lack of viable proposals from NER States. Thus, the funds were fully utilized except under NER head.
2014-15	70.00	70.00	65.20	Out of BE of Rs. 70 crores, Rs. 7 crores was for scholarships for States in NER. An amount of Rs. 65.20 crores was the total expenditure including Rs. 2.20 crore for NER States leaving an unspent balance of Rs. 4.80 crores under NER head. This was due to lack of viable proposals from NER States. Thus, the funds were fully utilized except under NER head.
2013-14	70.00	95.00	88.72	Out of RE of Rs. 95.00 crores, Rs. 7 crores was for scholarships for States in NER. An amount of Rs. 88.72 crores was the total expenditure including Rs. 0.72 crore for NER States leaving an unspent balance of Rs. 6.28 crores under NER head. This was due to lack of viable proposals from NER States. Thus, the funds were fully utilized except under NER head.
2012-13	70.00	70.00	62.00	Out of BE of Rs. 70.00 crores, Rs. 7 crores was for scholarships for States in NER. An amount of Rs. 62.00 crores was the total expenditure including Rs. 0.93 crore for NER States leaving an unspent balance of Rs. 6.07 crores under NER head. In addition, an amount of Rs. 1.93 crore could also not be spent under Budget Head Accounts for ST and Administrative Expenses due to lack of viable proposals.

An amount of Rs. 70 crore was allocated in BE 2015-16 including Rs. 7 crore for NER States for the scheme. The Department had vigorously pursued the matter with the Ministry of Finance for allocating additional funds for meeting the requirements of funds to clear the backlog proposals. In third batch of supplementary demand for grants of 2015-16, the Department had sought an additional amount Rs. 115 crore. The Secretary has written two D.O.. letters to Secretary (Expenditure) in December 2015 and February 2016 seeking additional funds for the scheme. However, an additional amount of Rs. 61.50 crore was given in March 2016. The proposals amounting to Rs. 76.72 crore, covering sanction of 127881 scholarships are pending as on

1.04.2016. The pending proposals of previous years amounting to Rs. 70.61 crore covering sanction of 117684 scholarships are likely to be received in current financial year. The proposals of 2016-17 amounting to Rs. 138.11 crore, covering sanction of 230199 scholarships are likely to be received in current financial year. Thus the estimated total requirement of funds during current financial year would be Rs. 285.44 crore. An amount of Rs. 35 crore has been allocated in BE 2016-17 against the projected demand of Rs. 200 crore which is grossly inadequate to sanction the proposals of scholarships from States / UTs. The Department will seek additional funds in the first supplementary demands for grants 2016-17 so as to sanction these proposals for disbursement of scholarships to students.

The Department has once again requested all State /UT Governments to take necessary initiatives to popularize the scheme among targeted groups and schools including wide publicity in media so as to avail maximum benefit under the scheme by fully utilizing the allotted quota of scholarships for the States.

#### **Comments of the Committee**

**The Committee would like to impress upon the Department to employ a two-pronged approach – first approach is to pursue with the Ministry of Finance for enhancement of allocations for this Scheme and second approach is to give wider publicity to the scheme, especially in the NER, which will ensure that the optimal utilization of funds allotted for the scheme each year. The Committee feels that prudence demand that the Department should find a solution for the inability of the NER states to spend even the allocated funds for so many years continuously.**

### **IX. ADULT EDUCATION AND SKILL DEVELOPMENT (SAAKSHAR BHARAT)**

#### **Recommendations/observations**

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



the view that the Department should put in place a structural mechanism to ensure that the benefits of the scheme reach all the targeted beneficiaries.

### **Action Taken**

It is a fact that fund allocated under the Scheme of Adult Education & Skill Development (Saakshar Bharat) has been reduced at the RE stage and the Department also has not been able to utilize the funds to the full extent. The status of Budget Estimate, Revised Estimate and actual utilization during the XII Plan period is as under:

**(Rs. in crore)**

<b>Year</b>	<b>BE</b>	<b>RE</b>	<b>Expenditure</b>
<b>2012-13</b>	590.00	420.89	387.33
<b>2013-14</b>	572.00	354.00	297.26
<b>2014-15</b>	450.00	371.35	358.25
<b>2015-16</b>	450.00	360.00	344.09

It is submitted that the implementation of Saakshar Bharat programme is being dealt with by State Literacy Mission Authority (SLMA) of the concerned State. The secretarial support to SLMA is being provided by the State Directorate of Adult Education. Presently, the State Directorate of Adult Education is not in existence in most of the States. Accordingly, the different States have made some alternative arrangements for secretarial assistance to their respective SLMAs. Similar arrangements have been made to assist District, sub district and Gram Panchayat level management committees.

Due to lack of permanent infrastructure for adult education programme, the State Governments are facing constraints in timely utilization of funds allocated to them for Saakshar Bharat programme. The delay in submission of audited statement of accounts and utilization certificates in respect of funds released to the States for Saakshar Bharat programme is also reported. Accordingly, the required grants to the States could not be released in time..

To overcome this situation, regular reviews with the States are being held to accelerate the pace of implementation of the programme and utilization of funds under different activities.

All efforts are being made to strengthen the implementation of the programme through providing capacity building, training and orientation of different levels of functionaries to ensure that the benefit of the programme reaches to all the targeted beneficiaries.

### **Comments of the Committee**

**The Committee is dismayed to note that many of the States have not yet provided the dedicated secretarial assistance and requisite infrastructural support to SLMAs and resultantly the scheme is not effectively implemented and the allocated funds meant for the scheme remain un-utilized. The expenditure pattern since 2012-13 till date is not very encouraging. The Department has to demonstrate its will to bring about a change in this regard. The Committee, therefore, recommends that the Department should now, proactively, ensure that the SLMAs are provided with permanent infrastructures in each State, District and Gram- Panchayat level and its should be developed without further delay. The Committee also desires that the Department furnish a report to the Committee on the action taken by them in this regard.**

## **X. KENDRIYA VIDYALAYA SANGATHAN (KVS)**

### **Recommendations/observations**

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

### **Action Taken**

The allocation under Non-Plan and Plan provided by the Govt. for the year 2015-16 was Rs. 2403.47 crore and Rs. 875.00 crore respectively. The allocation of funds under Non-Plan in

the year 2015-16, was slightly lesser than the amount of allocation of Rs. 2501.00 crore in the preceding year 2014-15. On the other hand, the allocation under Plan was enhanced from Rs. 742.00 crore in 2014-15 to Rs. 875.00 crore in 2015-16. Kendriya Vidyalaya Sangathan has been pressing hard to increase the fund allocation year after year in order to strengthen the position of KVs in general across the country and in particular in North East Region so as to achieve the projected targets timely. Accordingly the amount of funds earmarked for Kendriya Vidyalayas in North East Region under Plan was Rs. 87.50 crore (10% of Rs. 875 crore) for the year 2015-16 as against the allocation of Rs. 47.03 crore in the previous year 2014-15. As such, there was no budgetary cut imposed by Kendriya Vidyalaya Sangathan in the year 2015-16. The allocation of Rs. 87.50 crore (10% of 875 crore) in the year 2015-16 and Rs 110 crore (10% of Rs 1100 cr) in 2016-17 truly reflects the increasing trend of allocation of funds for Kendriya Vidyalayas in North East Region by KVS as may be seen from the fund allocation depicted hereunder for the year from 2012-13 to 2016-17. The details of allocation of Plan funds for NER and expenditure incurred are as follows:

#### **PLAN ALLOCATION**

(Rs. in crores)

Sl No	Year	Plan Allocation	NER Allocation (10% of total Plan allocation)	Expenditure
1	2012-13	350.00	35.00	34.83
2	2013-14	350.00	35.00	34.16
3	2014-15	742.00	47.03	47.55
4	2015-16	875.00	87.50	83.66 (Appx.)
5	2016-17	1100.00	110.00	17.00 (as on 31-5-2016)

#### **Comments of the Committee**

**The Committee notes that the figures for the Plan expenditure does not match with the data provided to the Committee earlier i.e., ANNUAL REPORT 2015-16 (ANNEXURE B). Further, the Department has not provided the allocations for the Non-plan component, where the major drop in allocation was seen. The Committee, therefore, directs that the data**

**in this regard may be furnished to the Committee at the earliest so that a realistic assessment could be made for the scheme.**

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

**-NIL-**