

REPORT NO.

305



सत्यमेव जयते

PARLIAMENT OF INDIA
RAJYA SABHA

DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE
ON HUMAN RESOURCE DEVELOPMENT

THREE HUNDRED AND FIFTH REPORT

**Demands for Grants 2018-19 (Demand No. 57) of the
Department of School Education & Literacy**

(Presented to the Rajya Sabha on 9th March, 2018)
(Laid on the Table of Lok Sabha on 9th March, 2018)



Rajya Sabha Secretariat, New Delhi
March, 2018/Phalguna, 1939 (Saka)

Hindi version of this publication is also available

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*Appended at printing stage.

COMPOSITION OF THE COMMITTEE

(Constituted w.e.f. 1st September, 2017)

1. Dr. Satyanarayan Jatiya — *Chairman*

RAJYA SABHA

2. Shri Partap Singh Bajwa
3. Shrimati Vandana Chavan
4. Prof. Jogen Chowdhury
5. Prof. M.V. Rajeev Gowda
6. Shri Anubhav Mohanty
7. Shri Vishambhar Prasad Nishad
8. Dr. Sasikala Pushpa
9. Dr. Vinay P. Sahasrabuddhe
10. Shri Gopal Narayan Singh

LOK SABHA

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

SECRETARIAT

Shri K.P. Singh, Joint Secretary

Shri Rajiva Srivastava, Director

Shri Vinay Shankar Singh, Additional Director

Shri Arun Kumar, Deputy Secretary

Smt. Himanshi Arya, Under Secretary

Shri K.Sudhir Kumar, Research Officer

Shri Mohit Misra, Committee Officer

INTRODUCTION

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorised by the Committee to present the Report on its behalf, do hereby present this Three Hundred and fifth Report of the Committee on the Demands for Grants (Demand No. 57) of the Department of School Education & Literacy for the year 2018-19.

2. The Committee considered the various documents and relevant papers received from the Department of School Education & Literacy and also heard the Secretary and other Officials of the Department on the said Demands for Grants in its meeting held on 26th February, 2018. Besides, the Committee, while making its observations/recommendations, has also relied upon the following:-

- (i) Detailed Demands for Grants of the Department of School Education & Literacy for the year 2018-19;
- (ii) Detailed Explanatory Notes on the Demands for Grants (2018-19) received from the Ministry and the agencies/attached offices of the Department of School Education & Literacy;
- (iii) Annual Report of the ministry for the year 2017-18 and the latest available Annual Reports of the agencies/attached offices of the Department of School Education & Literacy;
- (iv) Written replies furnished by the Department of School Education & Literacy to the Questionnaires sent to it by the Secretariat; and
- (v) Written clarifications to the points/issues raised by Members in the meetings of the Committee.

3. The Committee wishes to express its thanks to the Secretary and officers of Department of School Education & Literacy for appearing before the Committee and furnishing the requisite information in connection with the examination of Demands for Grants of the Department.

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

5. The Committee considered the Draft Report and adopted the same in its meeting held on the 7th March, 2018.

NEW DELHI
March 7, 2018
Phalguna 16, 1939 (Saka)

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

REPORT

I. INTRODUCTION

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

OBJECTIVES

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

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

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

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

1.4 The Finance Minister, during his Budget speech in the year 2017-18, stated the following announcements pertaining to this Department:-

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

1.5 The Committee was informed that Learning Outcomes for each class in Languages (Hindi, English and Urdu), Mathematics, Environmental Studies, Science and Social Science up to the Elementary stage have been finalized and shared with all States and UTs. These have been included in the Central Rules of the Right of Children to Free and Compulsory Education (RTE) Act, 2009.

1.6 Further, the States & UTs have translated the Learning Outcome document in their regional languages, and they are circulating these to all the teachers and also providing them with requisite training. Posters for display of Learning Outcomes on the schools along with leaflets on Learning Outcomes for reference of parents have been developed and circulated to all States & UTs. An amount of Rs. 91.20 crores has been released by the MHRD to all States and UTs for printing the Learning Outcomes documents, the Posters and the leaflets in the regional languages, and for their distribution.

1.7 The Department informed that National Achievement Survey (NAS), based on these Learning Outcomes, in the year 2017-18 was conducted on November 13, 2017. As compared to only 4.43 lakh students who were earlier tested across Classes 3,5 and 8, this time around 22 lakh students from around 1,10,000 schools across 700 districts of India (including rural and urban) were assessed making it one of the largest sample surveys of student learning achievement.

1.8 The Committee was informed that this survey is an improvement over the previous cycles of NAS as it will be completed in the one full academic year. It will reflect the scores of the students and will be able to suggest academic intervention in the same academic year. A web based application has been developed for generating the district wise learning report cards to reflect the disaggregated and detailed learning levels. NAS Reporting will show if the students' learning levels are as per the learning outcomes of a particular grade. It will also look for association of school, teacher and students' background variables with students' achievements while analyzing the data.

1.9 Through NAS 2017-18, it will be for the first time that the teachers will have a tool to understand what exactly the child should be learning in various classes, how to teach this through activities and how to measure and ensure that children have reached the required level. This will also help agencies at the District, State, and National level to conduct achievement surveys and assess the health of the system to improve upon the policy directives. Adding to this, for the first time there will be a detailed district-specific report card for all the districts in the country. The District Report cards for each of the districts have been released and uploaded on the website of the Department.

1.10 The Department further informed that under SSA, special emphasis is given on science education especially in upper primary classes. The National Curriculum Framework (NCF), 2005 provided flexibility in curriculum to promote creativity through local innovative content. All states

have either adopted or adapted the NCF. The Rashtriya Aavishkar Abhiyan (RAA), under the SSA and RMSA, was launched by Late Dr. A. P. J. Abdul Kalam. This aims to motivate and engage children of the age group 6-18 years, in Science, Mathematics and Technology by observation, experimentation, inference drawing and model building, through both inside and outside classroom activities. Schools have been adopted for mentoring by institutions of Higher Education like IIT's, IISER's and NIT's. In some States students have been taken for exposure visits to factories, research hubs; science and maths clubs are being formed at the School levels, students are participating in competitions and exhibitions to showcase their innovations in Maths, Science and Technology. States and UTs are conducting various activities under this Abhiyan.

1.11 The Committee also took note of the following announcement made by the Finance Minister during his Budget speech (2018-19):-

“We now propose to treat education holistically without segmentation from pre-nursery to Class 12”.

1.12 The Committee was informed that in pursuance of this, the Department has prepared an integrated scheme for school education sector from pre-nursery to class XII subsuming the Centrally Sponsored Schemes of Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Siksha Abhiyan (RMSA) and Teacher Education (CSSTE). The Expenditure Finance Committee note has been circulated for inter-ministerial consultations. Budget Estimates 2018-19 for these Schemes viz., SSA, RMSA and TE are Rs. 26,128.81 crore, Rs. 4,213 crore and Rs. 550 crore respectively. This implies a total sum of Rs 30,891.81 crore for the proposed Integrated Scheme. However, as per the estimations of the Department, and as presented in the EFC note, an amount of Rs 45,685.87 crore is required to roll out the Scheme. This is mainly due to the expansion of the coverage of the existing Schemes to include pre-nursery and senior secondary levels along with elementary and secondary levels.

1.13 The Committee was informed that from the Financial Year 2017-18, the Plan and Non-Plan classification has been done away with and the Schemes of the Department of School Education & Literacy are now classified into Schemes and Non-Schemes. In 2018-19, the BE for both Schemes and Non-Schemes is Rs. 50000.00 crore. As per instructions of Ministry of Finance, the Department has to keep the percentage of NER, SCSP and TSP in respect of Schemes only. But it was stipulated that the allocation for SCSP/TSP should not be less than the allocation made under these components during the previous two years. Therefore, the Department has followed the instructions of Ministry of Finance in this regard and the percentage of amount allocated of NER, SCSP and TSP is as per the prescribed percentage and is more than the allocations made in the previous two years.

1.14 The amount allocated in the year 2018-19 for NER, SCSP & TSP is as per the prescribed %age of 10%, 20% and 10.70% for these components respectively in 'Schemes'. The details are as under:-

	BE 2018-19	NER	SCSP	TSP
Schemes	42391.06	4239.23	8478.21	4535.83
<i>Percentage</i>		10.00	20.00	10.70
Non-Schemes*	7608.94	340.95	697.70	372.48
<i>Percentage</i>		4.48	9.17	4.90
Total	50000.00	4580.18	9175.91	4908.31
<i>Percentage</i>		9.16	18.29	9.79

* Non-Schemes – Not mandatory

1.15 Some of the other major announcements in the Budget Speech 2018-19 are as follows:

- We have managed to get children to School but the quality of education is still a cause of serious concern. We have now defined learning outcomes and National Survey on more than 20 lakh children has been conducted to assess the status on the ground. This will help in devising a district-wise strategy for improving quality of education. We now propose to treat education holistically without segmentation from pre-nursery to Class 12.
- Improvement in quality of teachers can improve the quality of education in the country. We will initiate an integrated B.Ed. programme for teachers. Training of teachers during service is extremely critical. We have amended the Right to Education Act to enable more than 13 lakh untrained teachers to get trained.
- Technology will be the biggest driver in improving the quality of education. We propose to increase the digital intensity in education and move gradually from “black board” to “digital board”. Technology will also be used to upgrade the skills of teachers through the recently launched digital portal “DIKSHA”.

1.16 The Secretary, Department of School Education and Literacy, during his presentation on 27th February, 2018 highlighted some of the major achievements of the Department as follows: (i) 14.5 lakh schools ensuring access to elementary education for 19.7 students; (ii) 24 States reported Universal Access at PS and UPS; (iii) 97.2% habitations have access to Primary Schools and 97.7% habitations to Upper Primary Schools; (iv) out of school children has come down from 134.6 lakh (2005) to 81 lakh in 2009 and 60.64 lakh in 2015; (v) 46.7 lakh teachers with PTR of 29:1 at primary and 27:1 at upper primary level; (vi) Annual Average Dropout Rate for primary declined from 9.9% (2005) to 4.71% (2016-17); and (vii) enrolment from social groups (SC, ST & Muslims) more than the share of population.

1.17 The Secretary then dwelt upon the status of utilization of funds allocated to various schemes of the Department. The Committee observed that the utilization of funds for the current

Financial Year for following schemes i.e. Saakshar Bharat, Educational Scheme for Madrasas and Minorities and Support to VAs for AE & Skill Development was far short of the acceptable levels. In response, the Secretary informed that they had come up with a strategy that they should have complete information about the Madrasas getting funds. These institutions would need to submit their U-dise code, GIS mapping and location before they become eligible for funds. Secondly it was informed that efforts were underway to transfer the Support to VAs for AE & Skill Development to the Ministry of Skill Development.

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

- Swayam Prabha – Direct to Home (DTH) Television Channels for providing high quality educational content – 1 channel allotted to NCERT, 2 channels to NIOS.
- SWAYAM – NCERT/NIOS offers course modules for school education system for classes IX – XII and for teachers.
- Kala Utsav – Promotion of local art and culture in education students at the secondary stage (IX to XII)
- E-pathsala – Web portal and mobile app as a repository of all e-books and other audio and video resources for students and teachers. The portal has 3,062 audios and videos, 650 e-books (e-pubs) and 504 flip books.
- ShaalaKosh – Quantum leap towards streamlining all education related processes and data management modules onto a single platform
- Shaala Siddhi – Comprehensive instrument for School Evaluation, School Grading and Improvement. Self-evaluation has been done by nearly 4,50,000 schools so far.
- NCERT to distribute over 6 crore textbooks – NCERT launched a portal in August, 2017 to facilitate individuals, schools, States and UTs to directly purchase textbooks.
- Swachh Vidyalaya Puraskar – National awards given to 172 schools on 1st September, 2017. 2.68 lakh schools participated in 2016-17. For 2017-18, 5.33 lakh schools have submitted online registration.

II. BUDGETARY ALLOCATION

2.1 The Budgetary allocation for Department of School Education and Literacy is Rs 50,000.00 crore in BE 2018-19 which is Rs 2993.75 crore more than that which was provided for in last year's RE. This is an overall increase of 6.37% w.r.t. RE 2017-18. The Budgetary allocation of the Department for the last five years *vis-a-vis* the country's GDP is illustrated below:-

Year	Budget Allocation	GDP	Education Budget as % of GDP
2013-14	52701.00	11233522	0.47%

2014-15	55115.10	12445128	0.44%
2015-16	42219.50	13682035	0.31%
2016-17	43554.00	15183709	0.29%
2017-18	46356.25	16627585	0.28%
2018-19	50000.00	-	-

Source: GDP figures from Economic Survey 2017-18, Volume-2, A15.

GDP 2016-17 is Provisional Estimates and GDP 2017-18 is First Advance Estimates.

2.2 The Committee observes that though the budget allocation for the Department has been shown an increasing trend as compared to the previous years, but as compared to the GDP the percentage share has been continuously decreasing. The Committee would like to impress upon the Department to make efforts to increase the budget allocation to the Department and simultaneously spend the resources available in a balanced and judicious manner so that the optimum results can be obtained in the given resources.

2.3 The Committee was informed about the Budgetary allocation for the F.Y. 2017-18 and 2018-19 for the NER, SC and ST as under:-

Year	BE Scheme	NER	BE Non-Scheme	NER	Total
2017-18	38980.67	3898.07 (10.00 %)	7375.58	331.20 (4.49 %)	4229.27 (9.12 %)
2018-19	42391.06	4239.23 (10.00 %)	7608.94	340.95 (4.48 %)	4580.18 (9.16 %)

Year	BE Scheme	SC	ST	BE Non-Scheme	SC	ST
2017-18	38980.67	7796.91 (20.00 %)	4171.16 (10.70 %)	7375.58	677.03 (9.18 %)	362.20 (4.91 %)
2018-19	42391.06	8478.21 (20.00 %)	4535.84 (10.70 %)	7608.94	697.70 (9.17 %)	372.48 (4.90 %)

2.4 The Committee observes from the above that the amount allocated for the year 2018-19 for NER, SCSP and TSP is more or less similar to the figures for the previous year. Further, the Committee appreciates the fact that the amount allocated in the year 2018-19 for NER, SCSP & TSP is as per the prescribed %age of 10%, 20% and 10.70% for these components respectively in 'Schemes'. However, the Committee would like to take this opportunity to impress upon the Department that along with fulfilling the requirements of allocating the resources as per the prescribed percentage, the Department should also try to devise innovative strategies based upon the grass-root realities in different parts of the country to ensure that the benefits of the financial resources allocated reaches levels for whom it was intended.

2.5 The Committee also took into consideration the BE, RE and actual expenditure of the Department during the last five years *vis-a-vis* previous year. The details are as follows:-

Rs in crore

Financial Year	Budget Estimates	Revised Estimates	Actual Expenditure		

	Plan	Non Plan	Total	Plan	Non Plan	Total	Plan	Non Plan	Total	% inc/dec of BE w.r.t previous year	% inc/dec of RE w.r.t previous year
2012-13	45969.00	2812.00	48781.00	42729.00	2813.00	45542.00	42296.94	2809.83	45106.77	-	-
2013-14	49659.00	3042.00	52701.00	47159.00	2977.30	50136.30	43817.20	3171.93	46989.13	8	10
2014-15	51828.00	3287.10	55115.10	43517.90	3287.10	46805.00	42512.74	3243.85	45756.59	4.5	-6.6
2015-16	39038.50	3181.00	42219.50	39038.50	3148.00	42186.50	38641.61	3167.67	41809.28	-23.3	-9.8
2016-17	40000.00	3554.00	43554.00	40094.36	3801.68	43896.04	35804.10	2982.37	38786.47	3.1	4
2017-18	46356.25		46356.25	47006.25		47006.25	38333.41		38333.41	6.43	7.09

Expenditure Plan and Non-Plan 2017-18 upto 31.01.2018

2.6 From the above details, it emerges that the actual expenditure of the Department during 2017-18 was slightly lower as compared to the actual expenditure of 2016-17. The Committee hopes that the Department would spend the remaining amount before the end of the current Financial Year in judicious and balanced manner.

#. The scheme-wise break-up of the proposed and allocated BE for 2018-19 is as follows:-

S.No.	Scheme	2018-19		
		Proposed	Allocation	Shortage
1	Sarva Shiksha Abhiyan	37048.00	26128.81	10919.19
2	Mid-Day Meals	12147.00	10500.00	1647.00
3	Rashtriya Madhyamik Shiksha Abhiyan	4213.00	4213.00	0.00
4	Strengthening of Teacher Training Institutions	685.14	550.00	135.14
5	Appointment of Language Teachers	0.00	0.00	0.00
6	Saakshar Bharat	990.00	320.00	670.00
7	School Assessment Programme	5.00	0.70	4.30

8	Education scheme of Miniorties/Madrassas	150.00	120.00	30.00
9	National Means Cum Merit Scholarship Scheme	331.00	299.74	31.26
10	National Scheme for Incentive to Girl Child for Secondary Education	510.90	255.90	255.00
11	National Award to Teachers	3.00	2.90	0.10
12	Digital India e-Learning	0.01	0.01	0.00
	Total	56083.05	42391.06	13691.99
	Non-Schemes			
13	Secretariat (SE&L)	25.00	22.00	3.00
14	Directorate of Adult Education	8.00	8.00	0.00
15	Kendriya Vidyalaya Sangathan	5600.00	4425.00	1175.00
16	Navodaya Vidyalaya Samiti	3300.00	2793.00	507.00
17	National Council of Educational Research and Training	431.14	253.94	177.20
18	National Bal Bhavan	20.50	20.00	0.50
19	Central Tibetan Schools Administration	82.90	56.00	26.90
20	Support to VAs/SRCs/Institutions for Adult Education and Skill Development	0.00	30.00	0.00
21	National Literacy Mission Authority	1.00	1.00	0.00
	Total	9468.54	7608.94	1859.60
	GRAND TOTAL	65551.59	50000.00	15551.59

The scheme-wise allocation has been made in consultation with Programme Division for optimum utilization.

2.7 The Committee observes that overall as compared to Rs 65,551.59 crore demanded by the Department only Rs 50,000.00 crore has been allocated. Further, literally cuts have been made in all the demands for different Schemes of the Department. However, the Committee is constrained to observe that substantial reductions have been made in the demands of the Department for its flag-ship Schemes like Sarva Shiksha Abhiyan, Rashtriya Madhyamik Shiksha Abhiyan, Saakshar Bharat and National Scheme for Incentive to Girl Child for Secondary Education. The Committee urges the Department to take up the issue with the Ministry of Finance to ensure that adequate funds are made available at RE stage to the

different Schemes so that the aims and objectives of these Schemes are not compromised due to lack of adequate funds.

Madhyamik & Uchhatar Shiksha Kosh (MUSK)

2.8 On a specific query it was informed that the Cabinet in its meeting held on 16 August 2017 has approved the Creation of “Madhyamik & Uchhatar Shiksha Kosh” (MUSK) in the public account, into which all proceeds from Secondary and Higher Education Cess (SHEC) would be credited. The following has been approved by Cabinet:

- a) Creation of a non-lapsable pool in the Public Account for secondary and higher education known as “Madhyamik and Uchhtar Shiksha Kosh” (MUSK) into which all proceeds of “Secondary and Higher Education Cess” will be credited.
- b) Administration and maintenance of the above pool by Ministry of Human Resource Development.
- c) Accruals from the Cess would be utilized in the ongoing schemes of Secondary and Higher Education. However, the Ministry of Human Resources Development can allocate funds for any future programme/scheme of secondary and higher education, based on the requirement, as per prescribed procedure.
- d) In any financial year, the expenditure on ongoing schemes of the Department of School Education & Literacy and Department of Higher Education would be initially incurred from the gross budgetary support (GBS) and the expenditure would be financed from the MUSK only after the GBS is exhausted.
- e) The MUSK would be maintained as a Reserve Fund in the non-interest bearing section of the Public Accounts of India.

2.9 In the FY 2018-19, an amount of Rs. 4141.05 crore has been provided under MUSK for Department of School Education & Literacy. The details as are under:-

- Rashtriya Madhyamik Shiksha Abhiyan (RMSA) (Rs. 3648.05 Cr.)
- National Means cum Merit Scholarship Scheme (Rs. 266.00 Cr.)
- National Scheme for Incentive to Girl Child for Secondary Education
(Rs.227.00 Cr.)

Prarambhik Shiksha Kosh (PSK)

2.10 The Department further informed that in order to bridge the gap between available plan resources and the estimated requirements to finance programmes for universalization of elementary education, the Finance (No.2) Act, 2004 levied an Education Cess @ 2% on Income Tax, Excise Duty, Customs Duty and Service Tax. The Government has created a non-lapsable fund called Prarambhik Shiksha Kosh (PSK) in the Public Account of India for crediting the

proceeds of the Education Cess. The proceeds of Education Cess credited to PSK are spent entirely on the SSA and MDM Scheme. In any financial year the outlay/provision made by Ministry of Finance through BE/RE comprise of funds of PSK and Gross Budgetary Support (GBS). As per the prescribed accounting procedure, PSK shall be maintained by Ministry of HRD (M/HRD). However, the CCA of MHRD is only the custodian of the PSK and actual transfers to the PSK account, maintained by the CCA, MHRD, are made by the Ministry of Finance after obtaining due approval of Parliament.

2.11 As per information furnished by PAO, MHRD, the details of the amount collected on account of primary Education Cess (@ 2% on major Central Taxes) by the Department of Revenue, Ministry of Finance and Expenditure incurred since 2006-07, are as follows:

(Rs. in crore)

Financial Year	Cess Collected (2% primary Education Cess)	Total Expenditure/utilization
2004-05	4176.92	--
2005-06	7135.92	--
2006-07	8935.00	8741.67
2007-08	10393.00	9934.26
2008-09	12817.00	11691.81
2009-10	12257.67	13998.11
2010-11	15805.00	15805.00
2011-12	18334.00	18006.27
2012-13	20667.34	20137.47
2013-14	19988.24	19988.24
2014-15	24219	22323
2015-16	18790	19298
2016-17	19250.93	19732.47
Total	192770.02	179656.30

2.12 The details on funding received under GBS and PSK for SSA programme from 2005-06 to 2018-19 are given below:-

(Rs. in crore)

Year	BE			RE		
	GBS	PSK	Total	GBS	PSK	Total
2005-06	7800.00		7800.00	7810.75		7810.75
2006-07	5169.00	5831.00	11000.00	5273.00	5831.00	11104.00
2007-08	3678.00	6993.00	10671.00	4855.40	8315.60	13171.00
2008-09	5410.00	7690.00	13100.00	5819.67	7280.33	13100.00
2009-10	5405.33	7694.67	13100.00	4683.98	8416.02	13100.00
2010-11	6392.00	8608.00	15000.00	9567.00	9433.00	19000.00
2011-12	9007.67	11992.33	21000.00	9007.67	11992.33	21000.00
2012-13	10812.00	14743.00	25555.00	9132.83	14743.00	23875.83
2013-14	10805.00	16453.00	27258.00	10738.78	15869.23	26608.01
2014-15	9412.10	18845.90	28258.00	9066.33	15313.67	24380.00
2015-16	2100.00	19900.00	22000.00	8426.01	13589.09	22015.10
2016-17	7943.35	14556.65	22500	6838.70	14145.52	22500.00
2017-18	8974.20	14525.80	23500	10325.40	13174.60	23500.00
2018-19	16600	9528.81	26128.81			

2.13 The Committee appreciates the efforts made by the Government and the Department to generate sufficient resources for funding the projects aimed at spreading education in different parts of the country including the remote and inaccessible parts. However, the Committee notes that Primary Education Cess collected from the FY 2004-05 to 2016-17 is Rs 1,92,770.02 crore while only Rs 1,79,656.30 crore had been spend in the corresponding period. This indicates that Rs 13,113.72 crore which is roughly 6.80% of the total amount has not being utilized. The Committee would like to take this opportunity to impress upon the Department to ensure that the balance amount is utilized effectively. The Committee may also be informed about the steps taken in this regard in the Action Taken Notes.

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

3.1 RTE/SSA: Article 21-A of the Constitution of India and its consequent legislation the Right of Children to Free and Compulsory Education (RTE) Act, 2009 became operative in the

country in 1st April, 2010. The RTE Act confers the right to elementary education on all children, in the age group of 6-14 years, on the basis of equality of opportunity in a formal school which satisfies certain essential norms and standards. All States/UTs have notified their State RTE Rules. The centrally sponsored scheme of SSA supports States/UTs in their efforts to implement the RTE Act. Its interventions include, *inter-alia*, opening of new schools, construction of schools and additional classrooms, constructing toilets and drinking water facilities, provisions for teachers, in-service training for teachers and academic resource support, free textbooks and uniforms, support for improving learning achievement levels, research, evaluation and monitoring.

EXPENDITURE OF FUNDS FOR RTE/SSA

3.2 The details of BE, RE and actual expenditure of funds under Sarva Shiksha Abhiyan scheme during the last five years vis-a-vis BE 2018-19 are given as under:-

(Rs. in Crore)

Year	BE	RE	Actual Expenditure	Actual Release as a % of RE
2013-14	27258.00	26583.01	24802.92	93.30
2014-15	28258.00	24380.00	24122.51	98.94
2015-16	22000.00	21946.69	21590.14	98.37
2016-17	22500.00	22500.00	21678.46	96.35
2017-18	23500.00	23500.00	19318.74*	82.21
2018-19	26128.81	-		

*as on 20.02.2018

3.3 The Committee notes that there has been an increase of 11.18 % of the fund allocated in BE 2018-19 as compared to BE 2017-18. However, the Committee observes that the allocation of Rs 26,128.81 crore as BE for 2018-19 for implementing the RTE-SSA is against a demand of Rs 37,048.00 crore, which may not be adequate. The Committee expresses its concern that the States and UTs may not be able to meet the norms and standards as prescribed under the RTE Act in current BE as the outlay estimates under the Scheme are as per the requirements of the States and UTs. In this context, the Committee would like to impress upon the Department to ensure that shortage of funds is compensated at the RE stage.

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

(Rs. in crore)

Year	Revised Estimate (RE) for SSA	Central Share released to NER States	% of Releases against the RE
2013-14	26583.01	2392.64	9.00
2014-15	24380.00	2328.95	9.55
2015-16	22015.42	1928.15	8.76
2016-17	22500.00	1764.11	7.84
2017-18	23500.00	1975.47*	8.41

*as on 20.02.2018

3.5 The Committee notes from the above that the efforts made by the Department have helped to break the trend of constantly falling ‘% of Release against RE’ since 2014-15. The Committee, however, feels that more efforts are needed to ensure that the funds earmarked for NER States are utilized to the fullest so that the benefits of SSA reach the children in these States. The Committee urges the Department to identify the bottlenecks that are hampering the release of funds and come up with innovative strategies, in consultation with the State Governments, to remove these bottlenecks.

3.6 The Committee further looked into the cumulative physical progress (sanctioned and achievements) under SSA in the last four i.e. 2014-15 to 2017-18 as under:

Items	2014-15		2015-16		2016-17		2017-18	
	Cumulati ve Sanction ed/ Target	Cumulati ve Achieve ment	Cumulati ve Sanctione d/ Target	Cumulati ve Achieve ment	Cumulati ve Sanctione d/ Target	Cumulati ve Achieve ment	Cumulati ve Sanctione d/ Target	Cumulati ve Achieve ment (as on 30.9.2017)
Opening new PS	204686	202518	204732	203265	204740	203339	204683	203386
Opening new UPS	159427	155806	159392	156475	159415	156487	159461	156531
Sub total:	364113	358324	364124	359740	364155	359826	364144	359917
Construction of school buildings	311454	283044	311622	289329	311028	292701	312187	293537

Construction of additional classrooms	1854754	1672253	1861336	1740487	1873415	1776779	1887596	1790621
Drinking water facilities	236687	227072	238973	229742	242198	232177	241999	232657
Construction of Toilets	994134	856190	1014507	856294	1036470	983424	1053887	990980
Teachers Appointment	19.85	15.58	19.49	15.75	19.49	15.16	19.49	15.16

It was also informed that Department of School Education and Niti Aayog are jointly developing a School Education Quality Index (SEQI) in consultation with all States and UTs. This index aims to institutionalize a focus on improving education outcomes (learning, access, equity) as the principle aim of school education policy in India. It is under consideration that release of funds may be linked to the performance of the States and steps taken for improvement of quality indicators.

IMPACT OF SARVA SHIKSHA ABHIYAN

3.7 It was informed that SSA has made significant progress in achieving near universal access and equity. Since the inception of SSA in 2000-01 to 2017-18, 3.64 lakh new elementary schools, construction of 3.12 lakh school buildings and 18.87 lakh additional classrooms, 2.41 lakh drinking water facilities, 10.53 lakh school toilets and 19.49 lakh teacher posts have been sanctioned to States and UTs. Out of this 3.59 lakh elementary schools have been opened, 2.93 lakh school buildings and 17.90 lakh additional classrooms have been constructed, 2.32 lakh drinking water facilities have been provided, 9.90 lakh school toilets have been constructed and 15.16 lakh teachers have been recruited as on 30.09.2017.

3.8 The census 2011 estimated 20.78 crore children in the 6-13 age group. As per UDISE 2015-16, enrolment in elementary schools was 19.67 crore children in 14.49 lakh elementary schools. There has been a significant reduction in the number of out of school children in the 6-14 years age group, from 134.6 lakh in 2005 to 81 lakh in 2009 and further to 61 lakh in 2014. The annual average dropout rate at primary level has come down from 9.11% in 2009-10 to 4.13% in 2015-16. The transition rate from primary to upper primary has gone up from 83.53% in 2009-10 to 90.14% in 2015-16. The Pupil Teacher Ratio (PTR) has improved from 32 in 2009-10 to 24 in 2015-16. However, imparting quality education to children at elementary level is the major challenge and therefore, reorienting the SSA programme towards quality is the main emphasis of the Department. Various initiatives have been undertaken by the Department for improvement of quality of elementary education.

TEACHER VACANCIES AND TRAINING

3.9 It was informed that the current status of teachers' recruitment and training under the RTE/SSA are as under:

The current status on teachers (as on 31.03.2017) in elementary schools is as follows:

Sanctioned Post			Working			Vacancies		
By State	Under SSA	Total	By State	Under SSA	Total	By State	Under SSA	Total
3170141	1933398	5103539	2686882	1516341	4203223	483259	417057	900316

Source: AWP&B and PAB Minutes 2017-18

3.10 It was also informed that SSA had so far sanctioned 19.33 lakh additional teacher posts to States/UT's of these 15.16 lakh posts are filled. Currently there are 4.83 lakh teacher posts vacant against the State sanctioned posts and 4.17 lakh teacher posts sanctioned against the SSA sanctioned posts. Large numbers of teacher vacancies exist in Andhra Pradesh, Assam, Bihar, Chhattisgarh, Haryana, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, Telangana, Uttar Pradesh and West Bengal. As regards training the Committee was apprised that during 2017-18, an amount of Rs. 64632.50 lakh for in-service training of 6804026 teachers

including Rs.6689.16 lakh for training of 109262 untrained teachers has been sanctioned.

3.11 The Department further informed that under the RTE Act 2009 in its Schedule lays down pupil teacher ratio for both primary and upper primary schools. As per RTE Act, the norm of PTR is 30:1 for primary stage and 35:1 for upper primary level. As per the Unified District Information System For Education (UDISE) 2015-16, the PTR at national level for primary schools is 23:1 and upper primary schools is 17:1, which is better than the norm laid down in the RTE Act, 2009. As per RMSA norms, PTR at secondary level should be 30:1. As per UDISE 2015-16, the PTR at Secondary Level is 27:1. However, at the State level Bihar and Jharkhand have higher PTR than the norm for primary schools. The RTE Act 2009, states that every school should have sufficient teachers to meet the prescribed pupil teacher ratio norm. Further, around 15 States and UTs have more than 20% schools that have adverse PTR. Percentage of single teacher schools and of adverse PTR as per UDISE data are as under:

	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
UDISE 2015-16	11.5	4.07	33.9

3.12 The Committee observes that out of 51,03,539 number of sanctioned posts of teachers in the elementary schools, 9,00,316 posts are lying vacant. This works out to approximately 17.64% of the total posts. This is not a very satisfactory situation. It is also observed that certain States have done quite well in recruitment of teachers. The Committee would like to impress upon the Department to work in close association with the States that are lagging behind in recruitment of teachers more specifically it would be better if a time schedule is devised to fill up the vacancies. This is crucial for the overall success of the RTE Act/SSA.

3.13 The Committee further notes that the number of schools with adverse PTR is gradually decreasing. However, the figures for 2015-16 indicate that 33.9% schools still have an adverse PTR. This is well beyond acceptable standards and the Committee would like the Department to devise a suitable strategy for these schools to ensure that these figures come down as early as possible.

IMPACT ON SCHEDULED CASTES, SCHEDULED TRIBES AND GIRLS

3.14 The Committee was given to understand that as per the Unified District Information System for Education (UDISE), 2015-16, the share of enrolment of SC children in total enrolment

are 19.94% at primary level and 19.6% at upper primary level which is higher than the share of 16.6% of SCs in population. The share of enrolment of ST children in total enrolment is 10.8% at primary level and 9.81% at upper primary level which is higher than the share of 8.6% in population. As per the UDISE, 2015-16, the average annual dropout rate at elementary level of SCs has fallen from 7.5% in 2012-13 to 4.81% in 2015-16 and the average annual ST dropout rate has fallen from 8.2% in 2012-13 to 7.46% in 2015-16 at elementary level. The Committee also noted that as per the UDISE, 2015-16, percentage of girls' enrolment has gone up from 48.12% in 2009-10 to 48.21% in 2015-16 at primary level. The dropout rate of girls at the elementary level has fallen from 6.1% in 2011-12 to 4.3% in 2015-16.

3.15 The Committee appreciates the efforts made at the grass-root level by the Department to bring the SC/ST children within the fold of formal education. The Committee, however, urges the Department to work in close coordination with the States to bring down the SC/ST students drop-out rate so that these students stay within the formal school set-up.

IMPACT ON GENDER AND SOCIAL GAPS

3.16 The Committee was informed that bridging Gender and Social Category gap is one of the goals of the Centrally Sponsored Scheme of SSA. The targeted interventions for girls' children include:

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

3.17 The Committee was informed that due to consistent efforts of the Department, there has been an improvement in the status of enrolment of girls' education. Percentage share of girls' enrolment to the total enrolment has shown a positive trend where enrolment of girls at 48.49% elementary level is more than their share of population in the 6-14 age group cohorts (47.8%). Percentage Share of Girls' enrolment (as per DISE) is as under:

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

At the national level the Gender Parity Index is 0.93 at the primary level and 0.95 upper primary levels as per UDISE 2015-16. Progress has been made towards reducing the gender gap.

Gender Parity Index

GPI	Primary	Upper Primary
2005-06	0.92	0.84
2015-16	0.93	0.95

The transition rate of girls (90.48) from primary to upper primary has exceeded that of boys (89.83) (As per U DISE 2015-16)

Dropout Rates: Annual Average Dropout Rate at Primary is less for girls:

	2007-08		2014-15	
	Total	Girls	Total	Girls
Primary I-V	9.36	9.08	4.13	3.88

3.18 The Gross Enrolment Ratio (GER) of girls in schools, both in rural and urban areas across the country, over the years is as below:

GER	2005-06	2015-16
Primary	103.77	99.21
Upper Primary	59.17	92.81

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

NER	2005-06	2015-16
Primary	84.53	87.30
Upper Primary	43.14	74.74

The Committee notes from above that there has been significant improvement so far as the growth in the rate of girls' enrolment. The efforts undertaken by the Department and the State Governments have to be maintained

Kasturba Gandhi Balika Vidyalayas (KGBVs)

3.19 Another important intervention under SSA to bridge gender gap is the Kasturba Gandhi Balika Vidyalayas (KGBVs). KGBVs have been opened in Educationally Backward Blocks (EBBs) where the female rural literacy is below the national average to provide for residential upper primary schools for girls. The KGBVs reaches out to (a) girls who are unable to go to regular schools, (b) out of school girls in the 10+ age group who are unable to complete primary school, (c) younger girls of migratory populations in difficult areas of scattered habitations that do not qualify for primary/upper primary schools. Among these girls, KGBVs provide reservation for 75% girls belonging to Scheduled Cast (SC), Scheduled Tribes (ST), other Backward Classes (OBC) and minority communities. In respect of the remaining 25% priority is given to girls from Below Poverty Lines (BPL) families. The scheme is being implemented in 28 States *namely*; Assam, Andhra Pradesh, Arunachal Pradesh, Bihar, Chhattisgarh, D & N Haveli, Gujarat, Haryana, Himachal Pradesh, Jammu and Kashmir, Jharkhand, Karnataka, Madhya Pradesh, Manipur, Maharashtra, Meghalaya, Mizoram, Nagaland, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Telangana, Tripura, Uttar Pradesh, Uttarakhand and West Bengal.

3.20 Presently, there are 3703 KGBVs sanctioned in the country out of which 3603 are operational enrolling 3.67 lakh girls out of which 29.81% girls are from SC Category, 24.87% girls are from ST category, 31.41% are from OBC category while 7.74% are Muslims and 6.18% are from BPL category.

3.21 The Department has prepared a proposal to extend the KGBVs upto class 12 so that the girls can avail of the facilities till class 12. This has been a major demand from most of the States. It has also been proposed to bringing greater conversion and co-location between KGBVs and the Girls Hostels (which are hostels upto class 12). There is also a need to focus more on the safety and security aspects of the KGBVs, improvement of infrastructures available, a greater emphasis on the life skills, adolescent health issues and menstrual hygiene. Instructions with respect to the safety security, emphasis and quality education, employment of female teachers, female wardens and entry of male staff in the hostel premises have already been issued to all the States.

3.22 The Department gave the List of districts where gender gap (gap between enrolment of girls vis a vis boys) still on higher side is as under:

State/UTs	No. of Districts Primary level	State and UTs	No. of Districts Upper Primary level
Arunachal Pradesh	3	A & N Island	1
Haryana	1	Andhra Pradesh	1
Himachal Pradesh	1	Arunchal Pradesh	2
Jammu & Kashmir	3	Bihar	1
Jharkhand	1	Chattisgarh	2
Karnataka	1	Dadar & Nagar Haveli	1
Madhya Pradesh	10	Daman & Diu	1
Maharashtra	3	Delhi	1
Mizoram	3	Gujrat	12
Nagaland	2	Haryana	1
Odisha	5	Jammu & Kashmir	4
Punjab	1	Karnataka	6
Rajasthan	12	Kerala	1

State/UTs	No. of Districts Primary level	State and UTs	No. of Districts Upper Primary level
Sikkin	4	Madhya Pradesh	3
Uttar Pradesh	2	Maharashtra	7
West Bengal	1	Mizoram	3
Total at Primary	53	Odisha	8
		Pondicherry	1
		Rajasthan	24
		Tripura	1
		Uttar Pradesh	1
		Total at Upper Primary level	82

3.23 SSA has identified Special Focus Districts (SFDs) on the basis of population concentration. 61 SCs concentrated districts (25% SC population and above), 109 ST concentrated districts (25% ST population and above) and 88 Muslim concentrated districts (20% Muslim population and above) have been identified. Besides, this focus is also given on 91 Left Wing Extremism (LWE) districts identified by Ministry of Home Affairs and 121 Minority concentration districts identified by Ministry of Minority Affairs. Infrastructure as school buildings, additional classrooms, toilets, drinking water facilities and teachers are sanctioned on a priority basis in these districts. There has been increasing trend in the enrolment of Social disadvantaged children in proportion to their population in these areas.

3.24 Presently, 3703 KGBVs have been sanctioned in the country. Out of 3703 KGBVs, 550 KGBVs have been sanctioned in Muslim Concentration areas (Special Focus Districts), 330 and 489 KGBVs have been sanctioned in the areas where the population of SC and ST is more than 20% respectively. Enrolment Status in SC dominated blocks of SC girls is 44.45%, Muslim dominated blocks of Muslim category girls is 24.54% ST girls is 66.62%, which seems to be of satisfactory level.

3.25 The Committee observed that even today in 53 Districts the enrollment of boys was more than the enrollment of girls at primary school level and there were 82 such Districts at Upper primary level. The Committee impresses upon the Department to conduct specific studies for these Districts to understand the reasons for lower enrollment of girls as compared to boys. Accordingly, District specific strategies may be devised to help improve the enrollment of girls in these Districts.

3.26 The Committee would like to urge the Department to devise a time frame for opening more KGBV's in the country. This would help provide Quality education to girls at an affordable rate.

IMPACT ON INFRASTRUCTURE

3.27 The status of physical targets of major components of school infrastructure under Sarva Shiksha Abhiyan (SSA) as on 30.09.17 is given below:

Activity	Cumulative Sanction upto 2017-18	Cumulative Achievement (as on 30.09.17)	% age Completed
Construction of new Primary Schools	200642	186791	93.10
Construction of new Upper Primary Schools	111545	106746	95.70
Construction of new Additional Class Rooms	1887596	1790621	94.86
Drinking Water Facility	241999	232657	96.14
Boys' Toilets	394938	369471	93.55
Separate Girls' Toilets	517951	501567	96.84
Toilets for Child with Special Needs	140998	119942	85.07

3.28 Under Swachh Vidyalaya initiative, 4,17,796 toilets were constructed in 2,61,400 elementary and secondary government schools in a period of one year from 15.8.2014 to 14.8.2015, thus meeting the target of ensuring that every government school has separate functional toilets for girls and boys. This includes schools in the most difficult to reach areas in the country such as districts facing Left Wing Extremism (LWE), in forests, remote mountainous terrain and in crowded slums. This Department achieved this target in coordination with all State Governments, UT Administrations and 76 PSUs & Private Corporate. With this, about 13.58 crore children in 11.08 lakh government schools were given access to gender segregated toilets.

3.29 The Committee impresses upon the Department to ensure that the toilets constructed are maintained and are operational. This, because, often it is observed that in the lack of proper maintenance these toilets are not used and become redundant.

UNDER-PERFORMING STATES

3.30 The States lagging behind in creation of Drinking Water facility, Ramp, Boundary Wall, Playground, Library, Electricity are Arunachal Pradesh, Assam, Bihar, Chattisgarh, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Manipur, Meghalaya, Nagaland, Odisha, Rajasthan, Tripura, Uttar Pradesh. The progress of States/UTs is monitored in the Review Meetings as also in the meetings with State Project Directors/ State Education Secretaries.

3.31 The status of cumulative sanctions and Achievement (completed) for major components of school infrastructure under SSA upto 30.09.17 for North Eastern Region are given below:-

Activity	Cumulative Sanction upto 2017-18	Cumulative Achievement (as on 30.09.17)	% age Completed
Construction of new Primary Schools	19512	18706	95.86
Construction of new Upper Primary Schools	5307	4821	90.84
Construction of new Additional Class Rooms	102556	97251	94.82
Drinking Water Facility	11836	11660	98.51
Boys' Toilets	33674	31365	93.14
Separate Girls' Toilets	64735	64363	99.42
Toilets for Child with Special Needs	1908	1380	72.32

The main reasons of slow progress of creation of school infrastructure are as under:-

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

3.32 **The Committee impresses upon the Department that more work needs to be done to improve the infrastructure, especially in those areas/states, where there is low infrastructure, including border, tribal areas and the NER.**

3.33 **The Committee notes 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.**

IMPACT ON QUALITY OF EDUCATION

3.34 The Central Government through the Centrally Sponsored Scheme of Sarva Shiksha Abhiyan (SSA) supports States/UTs to improve quality of education at elementary and secondary

level respectively. Under these schemes, the State Governments and UT Administrations are supported on several interventions to improve quality of education, teaching standards, including regular in-service teachers' training, induction training for newly recruited teachers, recruitment of additional teachers for improving pupil teacher ratio, academic support for teachers through block and cluster resource centres.

3.35 The National Council of Educational Research and Training (NCERT) conducts periodic national surveys of learning achievement of children in classes III, V and VIII and X. Four rounds of National Achievement Survey (NAS) have been conducted so far for class V and three rounds for classes III & VIII. These surveys reveal improvement in learning achievement levels of pupils, in identified subjects from first round to fourth round. Since only first round of NAS has been conducted at Class X level, it is not possible to comment on the comparative learning achievement or decline of students of Standard X. Further, a National Achievement Survey based on learning outcomes has been conducted on 13th November, 2017 with a sample frame upto district level to enable states/UTs to identify gaps in learning outcomes at district level and design strategies to address those gaps.

3.36 Further, Section 23(2) of the RTE Act has been amended to extend the period for training of untrained in-service elementary teachers to 31st March, 2019. As per above amendment, all untrained in-service teachers working in Government, Government aided, and Private un-aided schools should acquire minimum qualification as laid down by an academic authority, authorized by the Central Government, by 31st March, 2019. The National Institute of Open Schooling (NIOS) has been entrusted to conduct this training through ODL (Open Distance Learning) mode. The online D.El.Ed.course has already been started from 3rd October, 2017.

3.37 In addition to above, the Central Government, supports States and UTs on early grade reading, writing & comprehension, and early Mathematics programmes through a sub-programme of SSA namely 'Padhe Bharat Badhe Bharat' (PBBB) in classes I and II. Further, the Government has launched Rashtriya Aavishkar Abhiyan (RAA) programme on 09.07.2015, inter alia, as a subcomponent of Sarva Shiksha Abhiyan and Rashtriya Madhyamik Shiksha Abhiyan (RMSA), to motivate and engage children of the age group from 6-18 years in Science, Mathematics and Technology through observation, experimentation, inference drawing, model building, etc. both through inside and outside classroom activities.

3.38 Further, in order to focus on quality education, the Central rules to the Right of Children to Free and Compulsory Education (RTE) Act have been amended to include reference on class-wise, subject-wise Learning Outcomes. The Learning Outcomes for each class in Languages (Hindi, English and Urdu), Mathematics, Environmental Studies, Science and Social Science up to the elementary stage have, accordingly, been finalized and shared with all States and UTs. These would serve as a guideline for State and UTs to ensure that all children acquire appropriate learning level.

All the above mentioned quality interventions are provided at par to schools of rural and urban area. Additionally, the central Government has issued advisories to States and UTs for redeployment of teachers and to ensure that all school teachers should spend adequate time serving in rural areas through a transparent policy.

- (i) 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**.
- (ii) 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, 12 CTET examinations have been conducted until February, 2017. At the state level, except for Goa, Jammu & Kashmir and Meghalaya, 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) **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. As of August 2014, 10 States (Assam, Chhattisgarh, Gujarat, Haryana, Kerala, Madhya Pradesh Odisha, Rajasthan, Tamil Nadu and Uttar Pradesh) have developed state specific indicators to measure teacher performance.
- (iv) **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.

3.39 The Committee notes that improving the quality is a continuous process and would like to impress upon the Ministry that different Districts require different strategies. The Department may study the steps taken by other countries to improve the quality of education and accordingly draft suitable strategies for different Districts.

Learning Outcomes

3.40 Learning Outcomes were first envisioned in the Central Advisory Board of Education (CABE) meeting held on 25th October, 2016 wherein, it was agreed that Learning Outcomes for elementary classes should be codified and made a part of the Central Rules of the RTE Act, 2009. The Central Rules of the RTE Act, 2009 were, accordingly, amended on 20th February, 2017, for the first time, to include reference to the class wise, subject wise Learning Outcomes till Class VIII and link the defined Learning Outcomes with Continuous Comprehensive Evaluation thereby emphasizing the importance of quality education. In this regard, Learning Outcomes for each class in Languages (Hindi, English and Urdu), Mathematics, Environmental Studies, Science and Social Science up to the elementary stage have been developed. These are the basic levels of learning that children should arrive at the end of each class.

3.41 15 States have incorporated the learning outcomes in their State Rules and the remaining States have initiated the process of amending their State rules to incorporate learning outcomes. 5 UTs without legislature and Jammu and Kashmir have adopted central rules mutatis mutandis. All the States and UTs have translated the Learning Outcomes document in their regional languages, and they are circulating these to all the teachers, and also providing them with the requisite training. Posters for display of Learning Outcomes on the schools along with leaflets on Learning Outcomes for reference of parents have been developed and circulated to all States and UTs. Sufficient funds for printing LO documents, Posters and leaflets in the regional languages and their distribution have been released to the States and UTs.

3.42 The National Achievement Survey (NAS) was conducted throughout the country on November 13, 2017 for Classes 3, 5 and 8 in government and government aided schools. The learning levels of around 22 lakh students from 1,10,000 schools across 700 districts in all 36 States/UTs were assessed. More than 1.75 lakh trained Field Investigators from outside the government education system were engaged to conduct the learning assessment in the country. This is the Largest Assessment survey conducted in the country at the national level and is amongst the largest conducted in the world.

3.43 The district wise learning report cards have been generated based on a software (web application) especially designed for this and are available on the Ministry's website. Detailed State-wise analytical reports will be prepared subsequently in a period of 3-5 months (31st March, 2018). The inferences will be used to design Classroom interventions percolated to all the schools in the districts for implementation. The findings of the survey, will also help in understanding the efficiency of the education system. NAS results will help guide education policy, planning and implementation at national, state, district and classroom levels for improving learning levels of children and bringing about qualitative improvements.

3.44 The interventions based on NAS findings have been phased into short-term (immediate), mid-term and long term. NCERT and UNICEF organized State level regional workshops in the months of December, 2017 and January, 2018 to communicate and assist States & UTs to understand NAS district report cards, use of NAS findings to develop AWP&B proposals, demonstrate exemplar pedagogic interventions and to train State level master trainers.

3.45 The Committee appreciates the efforts made by the Department in respect of the learning outcomes project and would like to be informed about the outcomes of this project at the action taken note stage.

IV. MID-DAY MEAL SCHEME (MDM)

4.1 The Mid Day Meal Scheme is a Centrally Sponsored Scheme and Flagship Programme of the Government of India. The objectives of the scheme are as under:-

- i) Improving the nutritional status of children studying in classes I – VIII in Government and Government-Aided Schools, Special Training Centers (STC) and Madrasas & Maqtabas supported under Sarva Shiksha Abhiyan (SSA).
- ii) Encouraging poor children, belonging to disadvantaged sections, to attend school more regularly and help them concentrate on classroom activities.
- iii) Providing nutritional support to children of elementary stage in drought-affected areas during summer vacation

4.2 The Committee was informed that the Cabinet Committee on Economic Affairs (CCEA) approved the implementation of the Scheme during 11th Plan in its meeting held on 19th November, 2009. The scheme was continued on existing basis during the 12th Plan with the concurrence of Ministry of Finance. After the end of 12th Plan, the Ministry of Finance (Department of Expenditure) granted interim extension of the scheme till 30th September, 2017 vide OM No. 42(02)/PF-II/2014 dated 27th March, 2017 without changing the scope, nature and coverage of the scheme and without creating additional posts. The MoF further desired that appraisal/approval of Schemes proposed to be continued beyond 12th Plan, should be completed before 30th September, 2017 after undertaking its evaluation through an independent agency. Accordingly, the evaluation of the scheme in 70 districts of 20 States was assigned to M/S Sigma Research & Consultancy, New Delhi and M/S Development and Research Services, New Delhi after following the procedural formalities and obtaining the approval of the competent authority. National Institute of Nutrition, Hyderabad has been engaged to synthesize the report of the above agencies and prepare a National Report of evaluation study.

4.3 It was further informed that the interim report of evaluation has been received. The major findings of the evaluation are as under:

- i. Majority of the students (94% to 99%) were eating MDM and like the taste of the food. Most of them expressed that they were getting sufficient hot cooked food in MDM.
- ii. Most of the children wash their hands before taking the food.
- iii. Almost all the parents expressed that the MDM is very much beneficial to their children.
- iv. Almost all the parents have opined that the MDM has helped in increasing the enrolment & attendance, improving health & nutritional status of the children and reducing the dropout rate.
- v. Almost all the teachers expressed that the MDM is very much beneficial to the children.
- vi. MDM supervised in 97% of the schools by various functionaries during the past 6 months.
- vii. Majority of the teachers suggested that food supplies need to be regularized (88%) cooking cost (77%) & honorarium to the CCHs (66%) to be increased for better functioning of MDM programme.
- viii. Most of the CCHs (73%) tasted the food before it was served to the children.

ix. Only half of the CCHs have received the training on food safety and hygiene.

4.4 In order to continue the scheme beyond 12th Plan, the draft Expenditure Finance Committee (EFC) Memo containing inter-alia the findings of the interim report of evaluation study, was prepared and circulated to the appraisal agencies for their comments. The final EFC Memo was prepared on the basis of the observations of appraisal agencies and submitted to Expenditure Finance Committee (EFC) which held its meeting on 30th November, 2017 under the Chairpersonship of Secretary (Expenditure) . The EFC recommended the continuation of the scheme from 2017-18 to 2019-20 with an outlay of Rs.34,000 Cr. as per details given below:

S. No.	Component	Outlays (Rs. in Crore)			
		Existing norms	Revised norms		Total
			2017-18	2018-19	
1.	Cost of food grains	778.86	778.86	778.86	2336.58
2.	Honorarium to cook-cum-helpers	1656.38	1656.38	1656.38	4969.14
3.	Kitchen-cum-stores	300.00	250.00	250.00	800.00
4.	Drought Affected areas	238.00	350.00	350.00	938.00
5.	Cooking cost	6900.35	7403.80	7959.09	22263.24
6.	Transportation Assistance	216.58	405.68	405.68	1027.94
7.	MME	174.70	309.67	326.27	810.64
8.	Kitchen Devices	51.35	400.00	203.11	654.46
9.	Repair of kitchen-cum stores	0.00	50.00	100.00	150.00
10.	Fortification of edible Oil, wheat flour and Salt	0.00	50.00	0.00	50.00
11.	Minor modifications by EC within the overall outlay of the scheme, flexibility to States to utilize with prior approval of MHRD. 5% of their AWP&B for new interventions.	No additional requirement of funds			
Grand Total		10316.22	11654.39	12029.39	34000.00

4.5 The recommendations of EFC have been incorporated in the draft Note for Cabinet Committee on Economic Affairs (CCEA) and submitted for obtaining the kind approval of Hon'ble HRM. After receiving Hon'ble HRM's approval, the approval of Hon'ble Finance Minister would be solicited and thereafter, the Cabinet Note will be submitted to Cabinet Secretariat for placing it before the CCEA for consideration and approval.

IMPACT OF MDM SCHEME

4.6 The Department has submitted the State wise data of children covered and cook-cum-helper engaged as well as ratio of cook to students as follows;-

Information on Students covered, cook-cum-helpers engaged and Cook-to-student ratio under Mid-Day Meal Scheme (2nd qtr, 2017-18)

S.No.	States/UTs	Enrolment	PAB-MDM Approval	Children covered	No. of Cooks-cum-Helpers Engaged	Cook-to-student Ratio
1	2	3	4	5	6	7
1	Andhra Pradesh	3047966	2746472	2637691	88296	30
2	Arunachal Pradesh	196267	193068	243767	6749	36
3	Assam	4622896	4256171	4039928	117215	34
4	Bihar	19503049	12816187	11201283	238869	47
5	Chhattisgarh	3138313	2861000	2574413	89350	29
6	Goa	161212	141394	143090	2696	53
7	Gujarat	5669950	4366510	4328225	96329	45
8	Haryana	1601082	1426493	1292054	29977	43
9	Himachal Pradesh	524705	533982	501547	21817	23
10	Jammu & Kashmir	967462	558396	915049	29917	31
11	Jharkhand	4658403	2996462	2768853	81824	34
12	Karnataka	4701794	4477875	4182444	116774	36
13	Kerala	2649093	2654807	2502613	14373	174
14	Madhya Pradesh	8064072	6031401	5570448	220557	25
15	Maharashtra	11806326	9416125	9143328	164265	56
16	Manipur	186506	180688	187360	6543	29
17	Meghalaya	554720	527385	523854	17729	30
18	Mizoram	144950	139259	133354	4989	27
19	Nagaland	165702	160957	187006	4695	40
20	Orissa	4795336	4619686	4377704	122500	36
21	Punjab	1742906	1549850	1451300	42614	34

22	Rajasthan	6278416	4462092	4168216	111684	37
23	Sikkim	66657	64217	59137	846	70
24	Tamilnadu	5381913	4689441	4689441	128130	37
25	Telangana	2050516	1881341	1656868	51216	32
26	Tripura	465525	366195	353073	11019	32
27	Uttar Pradesh	17848216	10326671	10266086	396820	26
28	Uttarakhand	749596	657323	598313	27300	22
29	West Bengal	11922163	11938382	10760909	232955	46
30	A&N Islands	33410	26027	26932	721	37
31	Chandigarh	99096	46105	44632	792	56
32	D&N Haveli	42611	33400	33889	925	37
33	Daman & Diu	20787	15100	15295	320	48
33	Delhi	1622363	1091112	1037566	18621	56
34	Lakshadweep	6782	6584	6423	110	58
35	Puducherry	56899	41157	45466	1031	44
	Total	125547660	98299315	92586923	2500568	37

4.7 Under the scheme, one cook-cum-helper is to be engaged by the States/UTs in schools with upto 25 students; two cook-cum-helpers for 26 to 100 students; and one additional cook-cum-helper for every addition of 100 students. The honorarium for cook-cum-helpers engaged under Mid Day Meal Scheme is being paid at Rs.1000 per month for 10 months in a year on sharing basis. It is to be shared between Central Government and States/UTs in the ratio of 60:40 for non-NER States, 90:10 for NER and 3 Himalayan States viz. Himachal Pradesh, Jammu and Kashmir and Uttarakhand and 100% for UTs. However, the State Governments/UT Administrations can supplement the honorarium from their own resources and several States have done so. The list of such States/UTs are given below:

S. No.	State/UT	Additional amount given by State per CCH per month (in Rs.)
1	Bihar	250
2	Chhattisgarh	200
3	Haryana	1500
4	Jharkhand	500

5	Karnataka	1000
6	Kerala	8200
7	Mizoram	500
8	Punjab	200
9	Tamil Nadu	4000
10	Uttarakhand	1000
11	West Bengal	500
12	Chandigarh	1622
13	D&N Haveli	2831
14	Daman & Diu	2524
15	Lakshadweep	7500
16	Puducherry	18000

Source –AWP&B 2017-18.

MONITORING MECHANISM

4.8 The Government has adopted an elaborate monitoring mechanism at Central, State and District levels to ensure that quality food is served to children under the Scheme. At national level, an Empowered Committee, headed by Minister of HRD, a National level Steering-cum-Monitoring Committee (NSMC) and Programme Approval Board (PAB), both headed by Secretary (School Education & Literacy), evaluate the performance of each State and UT in implementation of the Scheme and suggest measures for its smooth and effective implementation, which is a continuous process. At the State level, a State level Steering-cum-Monitoring Committee headed by the State Chief Secretary and, at District Level, a District Level Committee under the Chairpersonship of the senior-most Member of Parliament of Lok Sabha of the district monitors the implementation of the scheme in the concerned District. At local level Gram Panchayats/Gram Sabhas, members of Village Education Committees (VECs), Parent-Teacher Associations (PTAs) and the School Management Committees (SMCs) are required to monitor the regularity and wholesomeness of the mid-day meal served to children, cleanliness in cooking and serving of the meal, timeliness in procurement of good quality ingredients, fuel, etc., implementation of variety in menu so as to make it attractive to children and ensuring social and gender equity on daily basis.

4.9 The initiatives taken by Government to ensure provision of nutritious and cooked meal to the children under MDM Scheme are as follows:

- i. Government of India has issued updated guidelines on quality, safety and hygiene for school level kitchens to all the States / UTs on 13th February, 2015. These guidelines, inter alia, provide for instruction to schools to procure Agmark quality and branded items for preparation of mid day meals.
- ii. Tasting of meals by 2-3 adults members including at least one teacher before serving to children and to put in place a system of testing of food samples by accredited laboratories.
- iii. Safe storage and supply of ingredients to schools; Procurement of pulses and ingredients of branded and Agmark quality.
- iv. The MDM Rules, 2015 notified on 30-09-2015 provide for mandatory testing of food samples on a monthly basis by Government recognized laboratories to ensure that the meals meet with nutritional standards and quality
- v. Training is also being imparted to the Cook-cum-helpers through Institutes of Hotel Management, Food Craft Institutes, Colleges of Home Sciences etc. for building their capacity for preparation of hygienic and nutritious mid day meal.

4.10 The major problem areas in the implementation of Mid Day Meal scheme are:-

- Delay in the release of funds to the implementing agencies by the States
- Lack of dedicated Management Structure at State, District & Block Levels
- Delay in construction of already approved kitchen-cum-stores
- Less Monitoring of the Scheme
- Less Convergence with other Schemes
- Less community participation .

4.11 The steps taken for improvement of Mid Day Meal Scheme are as under:-

- i. The Central Government has issued detailed guidelines to ensure quality, safety and hygiene under Mid Day Meal Scheme to all the States / UTs with request to take prompt action for Setting up of an effective Management Structure for MDM at various levels;
- ii. Mandatory tasting of the meal by at least one teacher before it is served to the children;
- iii. At least one parent and preferably two who may or may not be SMC members should be present during serving of the meals to students so that they can taste the food as well as certify the number of children who partake of MOM. For this purpose, a roster of such parents be drawn up in advance on a monthly basis and a register to record their observations be also maintained at the school.
- iv. Safe storage and supply of ingredients to schools; Procurement of pulses and ingredients of branded and Ag-mark quality.
- v. Convening of District Level Committee meeting under the Chairmanship of senior most Member of Parliament from the district;
- vi. Testing of food samples by accredited laboratories etc.

- vii. An Empowered Committee under the Chairmanship of Hon'ble HRM has been set up to monitor access, quality, safety and hygiene under MDMS.
- viii. Joint Review Missions have been set up to monitor and suggest measures for improvement in the Scheme.
- ix. Social Audit of the Scheme has been started and completed in 13 States.
- x. Web enabled MDM-MIS is functional since June, 2012 for monitoring of the Scheme.
- xi. Automated Monitoring System has been rolled out in all States for near real time monitoring of the scheme.
- xii. Detailed Guidelines on food safety and hygiene for school level kitchens under MDMS have been issued on 13.02.2015.
- xiii. Mid-Day Meal Rules 2015 under National Food Security Act, 2013 have been notified on 30.09.2015. These rules envisage payment of food security allowance by State Government to every child by 15th of the succeeding month if the Mid-Day Meal is not provided in school on any school day due to non availability of food grains, cooking cost, fuel or absence of cook-cum-helper or any other reason.
- xiv. The Headmaster or Headmistress of the school shall be empowered to utilize any fund available in school for the purpose of continuation of Mid Day Meal Scheme in the school in case of temporary unavailability of food grains, cooking cost etc. in the school. The utilized fund shall be reimbursed to the school account immediately after receipt of mid day meal funds.

4.12 The States have also been advised to adopt 'Green Channel Scheme' of Andhra Pradesh for pre-positioning the funds with the implementing agencies, make e-transfer of funds to the schools, setting up of dedicated management structure for MDMS for monitoring of the scheme, construct the sanctioned kitchen-cum-store, provide LPG in schools, involve community in the scheme. Government of Sikkim has adopted the Green Channel system; Manipur, Meghalaya, Nagaland have created a Corpus Fund for advance release of funds to the State, Government of Chhattisgarh releases funds from its budget in the beginning of the year, Government of Kerala also releases 80% of five months requirement of funds to the school from its budget during May every year, MDM Rules notified on 30th September, 2015 authorize the Headmaster/Headmistress to utilize any fund available in the school for mid day meal scheme to avoid any disruption in the serving of mid day meal.

4.13 MHRD has sanctioned the construction of 10.05 lakh kitchen-cum-stores out of which 8.22 lakh (82%) have been constructed, the construction work is in progress for 0.78 (8%) lakh kitchen-cum-stores and the construction work is in progress for the remaining 1.05 (10%) lakh kitchen-cum-stores. The construction work is being reviewed regularly and States have been advised to complete the construction of all kitchen cum stores immediately. States/UT have also been advised to construct dining halls in convergence with MNREGA.

FUNCTIONING OF THE PPP MODE IN MDM

4.14 As per MDM Guidelines, for urban areas where there is a space constraint for setting up school kitchen in individual schools, Centralized kitchen could be set up for a cluster of schools where cooking can take place and the cooked meal may be transported under hygienic conditions through reliable transport system to various schools. Operations of these centralized kitchens may be entrusted to reputed NGOs under the PPP model. During 2016-17, NGOs were engaged by 17 States/UTs in 131 districts for providing Mid Day Meal to 7270406 children studying in 42702 Schools. The State wise no. of NGOs, children and institutions under Mid Day Meal scheme is given below:

S. No.	State/UT	No. of districts where NGOs are serving MDM	No. of NGO working	No. of Kitchens	No. of institution covered	No. of Children covered
1	Andhra Pradesh	5	4	7	1281	173880
2	Assam	2	1	2	606	47249
3	Bihar	12	6	29	2771	822485
4	Chhattisgarh	5	4	5	678	106296
5	Gujarat	7	3	8	3264	496859
6	Haryana	4	1	4	1984	258636
7	Jharkhand	2	1	2	415	54316
8	Karnataka	14	54	75	5398	804951
9	Madhya Pradesh	14	10	17	3031	309962
10	Maharashtra	5	2	8	1571	248748
11	Odisha	9	3	9	2603	264525
12	Punjab	8	2		1506	179434
13	Rajasthan	5	4	7	3838	298172
14	Telangana	4	2	2	1435	168948
15	Uttar Pradesh	22	112		8356	1086423
16	West Bengal	4	79	163	973	248165
17	Delhi	9	44	55	2992	1701357
	Total	131	332		42702	7270406

Source: AWP&B, 2017-18

IMPACT ON INFRASTRUCTURE

4.15 The Committee notes from the data furnished that 8,22,351 Kitchen-cum-Stores (KcS) have been constructed till 30.09.2017 out of a total sanctioned 10,05,477 KcS. The Committee appreciates that fact that Tripura has constructed 261 more KcS than sanctioned from their own resources. This a positive trend and it should be highlighted to encourage other States to work on similar lines. However, the Committee also observes that certain States like Odisha, Maharashtra, Bihar, Andhra Pradesh and others are clearly lagging behind in the construction of KcS. The Committee impresses upon the Department to enter into discussions with these States to understand the difficulties faced in the construction of KcS and come up with strategies to handle them. This would ensure that objectives of the Scheme are achieved in the best possible manner.

4.16 The Committee also notes that the total food grain allocation to all the States/UTs is 26,85,778 MTs , whereas the total utilization till the end of the 2nd quarter was only 10,70,457 MTs, which is less than half of the total allocation. This is serious issue and the Committee would like to be apprised about the causes for this deficiency. The remedial measures taken by Department to handle the situation may also be informed to the Committee.

4.17 The Committee appreciates the efforts made by the Department and the concerned States to set-up a robust system of monitoring the execution of the MDM Scheme. However, despite of this, the utilisation of funds need to improve further so that the best possible outcome can be achieved.

4.18 The Committee is happy to note that the number of schools having the facility of LPG/Gas based cooking of Mid-day-meals was increasing quite rapidly and stood at 622406 in 2017-18. The Committee wishes to motivate the Department to work in close coordination with the Ministry of New and Renewable Energy to get the benefits of the subsidies being given by the Government for setting solar power plants and other renewable energy sources which can be used in the MDM Scheme at school level.

4.19 The Committee notes that for the FY 2018-19 Rs 10,500.00 crore has been allocated to MDM Scheme whereas the Department had sought 12147.00 crore for it. The Committee impresses upon the Department to ensure that the funds given are utilized judiciously and any shortcomings are obtained at the RE stage from the Ministry of Finance.

4.20 The Committee notes that today a number of States have also included milk and other food products in the MDM Scheme. This is an appreciable step and the Committee would like to urge the Department to look into the feasibility of including milk and other dairy products in the MDM Scheme.

V. RASHTRIYA MADHYAMIK SHIKSHA ABHIYAN (RMSA)

5.1 The Centrally Sponsored scheme Rashtriya Madhyamik Shiksha Abhiyan (RMSA) was launched in March 2009. The other Centrally Sponsored Schemes viz ICT in Schools, Girls' Hostel, Inclusive Education for Disabled at Secondary Stage and Vocational Education being implemented by Department of School Education & Literacy, Ministry of Human Resources Development for secondary stage of education were subsumed during 2013-14 with RMSA. Presently the RMSA Scheme with the components RMSA, ICT in Schools, Girls' Hostel, Inclusive Education for Disabled at Secondary Stage (IEDSS) and Vocationalisation of secondary and Higher Secondary Education is under implementation.

5.2 The objective of the RMSA Scheme is to enhance access and improve quality of education at secondary stage, while ensuring equity. The scheme envisages enhancing the enrollment for classes IX-X by providing a secondary school within a reasonable distance of every habitation, improving quality of education imparted at secondary level through making all secondary schools conform to prescribed norms, removal of gender, socio-economic and disability barriers, universal access to secondary level education by 2017, and universal retention by 2020. It was informed that under Girls' Hostels component, the objective is to retain the girl child in secondary school so that girl students are not denied the opportunity to continue their studies due to distance to school, parents' financial condition and other connected societal factors.

5.3 The Committee was informed by the Department that sharing pattern under RMSA Scheme between Centre and State in the XIth and XIIth Five Year Plans was 75:25 (90:10 for North Eastern States), which stands revised to sharing ratio of 60:40 between Government of India and State Government/UTs with legislature with effect from 1st April, 2015. In case of North Eastern States and the Himalayan States viz. Jammu & Kashmir, Uttarakhand and Himachal Pradesh, the sharing pattern is 90:10. For Union Territories without legislature, 100% programme cost is funded by Government of India.

5.4 The physical target and achievements till **31 January 2018** under the various components of RMSA scheme are as under:

A. RMSA

Physical component	Approval
Opening of new schools ie upgradation of primary/upper primary schools to secondary schools	In all 12682 new schools have been sanctioned out of which 11990 schools have become functional .
Strengthening of existing schools	In all 37799 Schools for strengthening have been approved out of which 24368 schools have been completed .

Appointment of additional teachers	In all 122482 teachers (81175 teachers of new Schools + 41,307 additional teachers for existing govt. secondary schools) for secondary schools have been approved .
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(i) The cumulative year-wise new schools approved and functional status under RMSA is as under:

Year	Approved new secondary schools	Functional schools as on 31 st January 2018
2009-10	2372	2314
2010-11	3100	3006
2011-12	3548	3475
2012-13	0	0
2013-14	525	450
2014-15	198	165
2015-16	1250	1123
2016-17	1073	946
2017-18	616	511
Total	12682	11990

B. GIRLS HOSTEL

PHYSICAL TARGET	APPROVAL	FUNCTIONAL	GIRLS ADMITTED
Setting up of Girls Hostel in all the EBBs (3451)	2549	1316	119611

C. ICT in Schools

PHYSICAL TARGET	APPROVAL	FUNCTIONAL
ICT interventions coverage to all senior secondary and secondary schools	88757	62712

5.5 It was informed by the Department that during the year 2017-18, out of budget provision of Rs. 3914 crore, an amount of **Rs. 3602 Cr** has been released to States/ UTs upto 12.2.2018 for construction of new school buildings, Girls Hostels and existing secondary schools for strengthening/improvement of existing

infrastructure, various recurring interventions such as school annual grant, minor repair grant, in-service training of teachers, salary of teachers and staff, learning enhancement programme, equity & ICT interventions, support to CWSN, vocational courses etc.

FINANCIAL OUTLAY

5.6 The Department submitted the financial details for the three FYs as follows:

Year	BE	RE	EXP.
2014-15	5000	3480.1	3398.33
2015-16	3565	3565	3561.6
2016-17	3700	3700	3699.3
2017-18 (16.2.18)	3830	3914.5	3603.7

BE 2018-19 for RMSA is Rs 4213 crore which entails an increase of 10% over BE 2017-18. The financial details for last three years in r/o NER states are as follows:

(Rs in crore)

Year	BE	RE	EXP.
2014-15	500	354.6	273.04
2015-16	350	350	349.9
2016-17	350	350	350
2017-18 (16.2.18)	383	453	382.2

IMPACT OF RMSA

5.7 The Committee was informed by the Department that a third party evaluation of the scheme had been undertaken by the Ministry and an interim report has been received from the Consultant on 21.12.2017. According to the report, at the national level, RMSA has contributed towards improving the educational indicators related to Access, Equity and Quality aspects in secondary education. RMSA has had a positive impact on retention and transition at secondary level. The year on year dropout rates have fallen in the schools. For example, Gross enrolment rate (GER) at secondary level has increased from 62.9 in 2009-10 to 80.02 in 2015-16 while the GER

of girls is up from 58.7 to 80.97. Delay in implementation by the State Implementing Societies (SIS), in view of the time taken for execution of civil works and cost escalation is the major problem area.

5.8 It was further informed that inability of States to adhere to the procedures like timely submission of UCs & Audit Reports, delay in release of matching state share and delay in transfer of funds by State Treasury to SIS were the major areas of concern. The Committee was informed about the remedial steps taken to overcome these difficulties:

Remedial steps:

Regular monitoring of civil works through online Project Monitoring System (PMS) is being done. States are requested to release funds to the executing agencies in time and next instalments are released only when matching state share has been released. Also, PFMS is being implemented to track timely flow of funds upto school level.

Direct Benefit Transfer (DBT): Under IEDSS component of the Scheme, funds for Stipend for Girls are being released through Direct Benefit Transfer (DBT) which has been linked through Adhaar ID wef financial year 2017-18.

Performance based releases to States/UTs: Under RMSA, 10% of total outlay are being earmarked for new quality initiatives wef 2017-18. These funds are being provided to the States based on their performance/initiatives taken for improvement of quality.

INCLUSIVE EDUCATION

5.9 The Committee was informed by the Department about some of the major achievements under RMSA as follows:

- The total Enrolment has increased from 3.83 Cr. in 2014-15 to 3.91 Cr. in 2015-16 registering an increase of 2.09%.
- The Dropout rate has decreased from 17.86% in 2013-14 to 17.06% in 2014-15 registering a decrease of 0.80 percentage points.
- Enrolment of SC children has increased from 71.49 lakh in 2014-15 to 73.11 lakh in 2015-16 registering an increase of 2.26%.
- The Dropout rate of SC children has increased from 18.66% in 2013-14 to 19.36% in 2014-15 registering an increase of 0.70 percentage points.
- Enrolment of ST children has increased from 32.53 lakh in 2014-15 to 33.23 lakh in 2015-16 registering an increase of 2.15%.
- The Dropout rate of ST has decreased from 27.20% in 2013-14 to 24.68% in 2014-15 registering a decrease of 2.52 percentage points.
- The Enrolment of Girls has increased from 1.82 Cr in 2014-15 to 1.86 Cr in 2015-16 registering an increase of 2.20%.

- The Dropout rate of Girls has decreased from 17.79% in 2013-14 to 16.88% in 2014-15 registering a decrease of 0.91 percentage points.

IMPACT ON GENDER AND SOCIAL GAPS

5.10 It was informed that the Gross Enrolment Ratio (GER) for SC students is 85.32% and for ST students is 74.53%. The percentage-wise gender and social parity is as follows:

		Sec.	Hr. Sec.
Gender Gap in Enrolment	All	5	5
	SC	5	5
	ST	3	5
GPI	All	1.02	1.01
	SC	1.04	1.04
	ST	1.02	0.97

5.11 It was also informed that NCERT regularly designs and conducts research, development and training programs aiming at improving educational experience of girls so as to enhance their participation and empowerment. The initiatives taken by the NCERT have focused on addressing the gender concerns at the state level by sensitizing teacher educators and other RMSA functionaries in integrating gender issues in curriculum and its transaction at the secondary stage and reducing the gender gap. As a result of continued advocacy and gender sensitization, a paper on ‘Gender, School and Society’ has been introduced in the B.Ed. curriculum as a core paper at the national level.

5.12 To cite a few latest initiatives, the DGS, NCERT has published Training Material for Teacher Educators on Gender Equality and Empowerment in three volumes. These volumes are widely disseminated by NCERT in all its programmes and its soft copies are available on NCERT’s website. NCERT prepare modules in English and Hindi for RMSA functionaries on “Gender Concerns in Education”. The DGS, NCERT has conducted a training programme for key resource persons/school principals for the state of Gujarat on Gender Issues in Education in March 2017. In July-August, 2017 the DGS, NCERT organized a capacity building programme for teachers of secondary stage of the northern region in Dharamshala, Himachal Pradesh. Participants prepared action plans for addressing gender concerns in their work places. The provides resource support to states in gender concerns as and when required. A research conducted on career aspirations for girls in rural and urban societies revealed that parents in rural areas wanted their

daughters to be economically independent and supported them for their career aspirations. The schemes, therefore, must be oriented towards fulfilling such expectations.

Enrolment of Girls

- a. The enrolment of Girls has increased from 1.82 Cr in 2014-15 to 1.86 Cr in 2015-16 registering an increase of 2.20%.
- b. The Dropout rate of Girls has decreased from 17.79% in 2013-14 to 16.88% in 2014-15 registering a decrease of 0.91 percentage points.
- c. The gender gap in enrolment has reduced from 10 in 2009-10 to 5 in 2015-16, and Gender Parity Index has increased from 0.88 in 2009-10 to 1.02 in 2015-16. The GER for girls at 80.97% is more than that for boys at 79.16%.

Under-Performing States

The Department informed about the under-performing States as follows:

- a. Gender gap in enrolment is high (more than 08) in Dadra & Nagar Haveli, Maharashtra, Gujarat, Haryana, Chandigarh, Punjab and Rajasthan.
- b. The Gross Enrollment Ratio (GER) of SCs in Chandigarh and States of Delhi, Jharkhand, Rajasthan, Andhra Pradesh, Bihar, Gujarat, J&K, Karnataka, Telangana and Uttar Pradesh is less than national GER (SCs) of 85.32% (as per UDISE 2015-16).
- c. The Gross Enrollment Ratio (GER) of STs in the States of Andhra Pradesh, Jammu & Kashmir, Gujarat, Manipur, Odisha, Jharkhand, Nagaland, Telangana and Madhya Pradesh is less than national GER (STs) of 74.53% (as per UDISE 2015-16).

Interventions aimed at Girl Education

5.13 Under RMSA, girls Toilets and Girls Hostel component is being implemented exclusively for girl students. The main objective of the Girls Hostel scheme is to bring the girl child to secondary school and to retain her in school. The scheme envisages setting up of hostels with lodging and boarding facilities in the Educationally Backward Blocks (EBBs) so that the girl students are not denied the opportunity to continue their study due to societal factors. The girl students in the age group 14-18 studying in classes IX to XII and belonging to SC, ST, OBC, Minority communities and BPL families are the target group of the scheme. So far, 2549 Girls Hostels have been approved of which 1308 hostels have been made functional with enrolment of 119611 girls. Out of these, 350 Girls hostels have been approved in Minority Concentration Districts.

ICT@SCHOOLS PROGRAMME

5.14 The ICT@Schools scheme provides support to States/UTs to establish computer labs on sustainable basis. The scheme has now been subsumed under the Integrated Rashtriya Madhyamik Shiksha Abhiyan (RMSA) Scheme. The components of the scheme include partnership with States/UTs, establishment of smart schools, teacher related interventions and

development of e-content. The scheme currently covers both Government and Government aided Secondary and Higher Secondary Schools. Financial assistance is provided for procurement of computers and peripherals, educational software, training of teachers development of e-contents, Internet connectivity & setting up of smart schools. So far, about **88957** schools have been approved to be covered under ICT in Schools component of the integrated RMSA scheme. There are various ICT and e-governance initiatives in school education, such as:

- **e-pathshala** - It was developed under NCERT for showcasing and disseminating all educational e-resources including textbooks, audio, video, periodicals and a variety of other print and non-print materials. All NCERT books in Hindi, English and Urdu for class I to XII have been digitized and uploaded. As on 24.1.2018, the portal has 15756208 visitors, 772314 users have downloaded the app and 3163226 total Youtube views are reported.
- **Shaala Siddhi** – It is a comprehensive instrument for school evaluation leading to school improvement. Developed by the National University of Educational Planning and Administration (NUEPA), it aims to enable schools to evaluate their performance in a more focused and strategic manner and facilitate them to make professional judgments for improvement.

The Status of schools approved under ICT during last 3 FYs is as under:-

Year	2014-2015	2015-2016	2016-17
No of approved schools	4508	2409	4475

* against the previous year approval.

INTERNATIONAL SUPPORT

5.15 RMSA was launched in 2009, funded through national resources (central government + state government). The programme has also received external funding from the Development Partners (DP) – World Bank’s International Development Association (IDA), United Kingdom’s – Department of International Development (DFID). As per the financial agreement signed with World Bank, DFID and EU, World Bank has disbursed an amount of Rs. 2934.20 crore (\$ 125 million each year from 2012-13 to 2015-16), DFID has spent an amount of Rs. 567.27 crore (£20 million each year from 2012-13 to 2014-15) for technical support and European Union has disbursed €25 million during (2016-17). These funds were received on re-imbursement basis within the overall budget allocation for the scheme.

5.16 The Committee was informed by the Department that the Preliminary Project Proposal is a new independent project for focused interventions on secondary education envisaged for assistance from the World Bank under RMSA for the period 2018-19 to 2023-24. The project proposal has been sent to the Department of Economic Affairs (DEA), Ministry of Finance for necessary approval. The PPR for World Bank support has been approved in the 75th meeting of the Screening Committee held on 21st September, 2017. The Screening Committee has approved the project proposal with the external assistance to the tune of US \$ 500 million which would be

structured in terms of Multi Programmatic Approach instrument of the world bank in two phases (i.e. US \$ 200 million in first phase and US \$ 300 million in second phase). World Bank support to secondary education will be focused on 13 States including: Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha, Rajasthan, and Uttar Pradesh and 6 hilly and North Eastern States– Jammu & Kashmir, Nagaland, Mizoram, Meghalaya, Manipur and Tripura. The World Bank assistance will support the program to enhance equitable access, quality and management of secondary education to achieve agreed targets in the aforesaid 13 states.

TEACHERS TRAINING AND RECRUITMENT

5.17 It was informed that under RMSA, 1,22,482 teachers have been approved out of which 61,374 have been recruited. The State-wise details are as follows:-

Headmasters/Principals and Subject Teachers under RMSA from 2009-10 to 2017-18

Sl. No.	States	Headmasters and Teachers									
		Approved			In-position			Vacant			
		HMs	Teachers	Total	HMs	Teachers	Total	HMs	Teachers	Total	In Percentage
1	Andhra Pradesh	96	5922	6018	1	1857	1858	95	4065	4160	69.13
2	Arunachal Pradesh	81	416	497	19	294	313	62	122	184	37.02
3	Assam	12	60	72	3	0	3	9	60	69	95.83
4	Bihar	1153	6552	7705	0	2815	2815	1153	3737	4890	63.47
5	Chandigarh	0	0	0	0	0	0	0	0	0	0.00
6	Chhattisgarh	1449	7963	9412	379	5055	5434	1070	2908	3978	42.27
7	Daman & Diu	3	15	18	0	14	14	3	1	4	22.22
8	Gujarat	467	1681	2148	0	337	337	467	1344	1811	84.31
9	Haryana	56	7503	7559	25	5361	5386	31	2142	2173	28.75
10	Himachal Pradesh	176	554	730	168	525	693	8	29	37	5.07
11	J&K	636	3682	4318	454	2291	2745	182	1391	1573	36.43
12	Jharkhand	1189	5945	7134	0	0	0	1189	5945	7134	100.00
13	Karnataka	464	2625	3089	287	1501	1788	177	1124	1301	42.12

14	Kerala	111	555	666	111	555	666	0	0	0	0.00
15	Madhya Pradesh	1858	18955	20813	971	8877	9848	887	10078	10965	52.68
16	Manipur	182	1044	1226	159	929	1088	23	115	138	11.26
17	Meghalaya	67	360	427	64	320	384	3	40	43	10.07
18	Mizoram	92	506	598	87	481	568	5	25	30	5.02
19	Nagaland	168	1049	1217	129	608	737	39	441	480	39.44
20	Orissa	864	5720	6584	336	1329	1665	528	4391	4919	74.71
21	Puducherry	9	45	54	0	23	23	9	22	31	57.41
22	Punjab	318	1888	2206	190	1084	1274	128	804	932	42.25
23	Rajasthan	273	9463	9736	136	7221	7357	137	2242	2379	24.44
24	Sikkim	18	90	108	5	80	85	13	10	23	21.30
25	Tamil Nadu	0	13415	13415	0	7927	7927	0	5488	5488	40.91
26	Telangana	8	4167	4175	1	2656	2657	7	1511	1518	36.36
27	Tripura	116	497	613	0	353	353	116	144	260	42.41
28	UP	1486	8574	10060	941	3000	3941	545	5574	6119	60.83
29	Uttrakhand	280	1562	1842	131	1284	1415	149	278	427	23.18
30	West Bengal	7	35	42	0	0	0	7	35	42	100.00
Total		11639	110843	122482	4597	56777	61374	7042	54066	61108	49.89

5.18 During last three years (2014-15 to 2016-17), training of 14,11,461 teachers has been approved out of which training has been completed for 8,57,824 teachers. There is provision of appointment of 1 Head Teacher and 5 Teachers for every newly upgraded secondary school. However, recruitment and service condition is the responsibility of the State concerned. Under RMSA various steps have been taken by Ministry for steamlining recruitment process of teachers such as giving regular emphasis on filling up vacancies of teachers, rigorous monitoring of recruitment of teachers by States/UTs, handholding of States/UTs in recruitment of teachers etc. so far to ensure availability of specialized teachers. Further, MHRD in various meetings including State Education Secretaries conference, Joint Review Missions (JRM) of RMSA has been advising State Governments to speed up their teacher recruitment process.

REFORM MEASURES AND POLICY INITIATIVES UNDER RMSA

5.19 The Committee briefed about the recent reform measures and policy initiatives taken under RMSA:

(I) An innovation Fund amounting to Rs. 100 crore has been earmarked under the budget of RMSA for the financial year 2017-18. The Objective of the Innovation fund is to support innovative projects for secondary education submitted by the State Governments/UTs to enhance access, improve gender parity, quality and learning outcomes in Educationally Backward Blocks.

(II) Day Boarding Schools : The setting up of a day boarding school, on pilot basis, by converting one existing Model School operational in Gadchiroli (LWE district) of State of Maharashtra has been approved with an outlay of Rs. 96.91 lakh. The scheme of Day Boarding Schools will be helpful in holistic development of the student, especially in the educationally backward areas, where the students do not get educational support and guidance at home. These Schools would give children an opportunity to develop in their own time & space relieving the parents from the burden of tutoring at home. The longer hours in school in homely environment, will enable students to participate in guided learning (as extension of classroom reading) and co-scholastic activities such as games, sports etc. immediately after school hours.

(III) National Repository of Open Educational Resources (NROER) aims to make digital resources available for teachers and students as free and open source material. The NROER (nroergovt.in) is an open store house of 10,832 e-materials for students and teachers. Till date, a total of 8537 files including 203 collections, 193 documents, 92 interactive, 1458 audios, 991 images and 5574 videos are uploaded. CIET-NCERT has conducted 12 capacity building programmes on NROER (covering 30 states) for teachers and teacher-educators and a core group in states and UTs have been created. State/ UTs are being motivated to contribute resources on NROER and create OERs for their own state/ UT. E-Contents have been translated and available in 29 languages. New section on teachers, interest groups, schools and partner showcase has been created on NROER.

(iv) e-Pathshala: A web portal (<http://epathshala.nic.in/>, <http://epathshala.gov.in/>) and mobile apps (Android, iOS and Windows) has been designed and deployed. The portal has 3,062 audios and videos, 650 e-books (e-pubs) and 504 flip books. It has 2,71,74,850 visitors; 99,73,372 total YouTube views, 12,79,213 app downloads and rating of 4.3 out of 5 on Google play store and 4.5 out of 5 on windows store. CIET-NCERT has conducted 17 capacity building programmes on e-Pathshala and digitisation of text books (covering 750 MRPs/KRPs in 31 states) for teachers and teacher-educators and a core group in states and UTs have been created. CIET-NCERT has provided support to the state of Haryana to digitise its textbooks and create a mobile App i.e., MERI EPUSTAK to disseminate these e-books to all stake holders. The states of Andhra Pradesh, Delhi, Haryana, Manipur, Mizoram, Karnataka, Telangana and Uttar Pradesh have started text book digitisation with support from CIET-NCERT and have contributed 150 e-books on e-pathshala. E-pathshala has been listed/available on the UMANG App of Govt. of India.

A mobile app (ePathalala PINDICS) for testing the performance indicators of teachers as self-assessment has been created and piloted. For evaluation of ICT@School Scheme in states a Mobile app ePathshala-PARAKH has been developed.

For PSSCIVE-NCERT skill courses, the CIET has digitized 16 e-Books in on several job roles, created for skill training of youth.

(v) MOOCs on SWAYAM PLATFORM: A Massive Open Online Courses (MOOCs) platform (Beta version) popularly known as SWAYAM (Study Webs of Active learning for Young Aspiring Minds) was launched on 15th August, 2016. The portal is offering various online courses for school education and higher education. NCERT has started development of course modules in 12 subject areas (Accountancy, business studies, biology, chemistry, economic, history, geography, mathematics, physics, political science, psychology and sociology) for classes IX-XII. 108 modules of three courses (Physics -2 and Biology-1) have been uploaded on SWAYAM platform (<https://swayam.gov.in/>) and 1235 students have been enrolled so far. In addition, 133 text modules along with self assessment and weblinks of five courses have been developed. CIETNCERT is also developing e-resources for Master of Education (M.Ed.) course jointly with Allahabad University and this project is funded by UGC. 210 e-text modules and 138 video programmes have been developed for access through web portals. One course on Educational Administration, Management and Leadership in School Education is uploaded on SWAYAM. Besides, an online course on action research for teachers is being conducted in regular intervals in the MOODLE platform (<http://ictcurriculum.gov.in/course/index.php?categoryid=125>). Post Graduate Diploma in Guidance and Counselling for in-service teachers is also offered through the same course portal.

(vi) Review/appraisal of RMSA Scheme: This Ministry awarded a contract to a third party consultancy agency for the review/appraisal of RMSA Scheme. The report has been submitted by the consultant on 21.12.2017.

(vii) Direct Benefit Transfer (DBT): Under IEDSS component of the Scheme, funds for Stipend for Girls are being transferred through Direct Benefit Transfer (DBT) by linking through Aadhar.

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

Kala Utsav

5.20 It was informed that 'Kala Utsav', an MHRD initiative was launched in 2015, under quality intervention programme of RMSA for students of Government and Government Aided Schools. It is a well designed and structured programme which provides curricular guidelines to the school authorities for encouraging and mobilising community involvement for nurturing artistic talent of young adults in school system. The NCERT organised Kala Utsav at RIE, Bhopal (NCERT) in the month of January, 2018

5.21 While secondary school education in India has received a major boost through the gains made under the Rashtriya Madhyamik Shiksha Abhiyan in last years since its launch, there has been an increase in student's enrolment since 2009-10 thereby increasing the GER from 58% in 2009-10 to 80% in 2016-17.

Proposed qualitative changes

- i. Expansion of RMSA to cover higher secondary education
- ii. Greater collaboration amongst the agencies involved in implementing in RMSA
- iii. Flexibility in the RMSA programmes to address differential needs of various states
- iv. Development of various long term programmes by the states to achieve the national goals of RMSA.
- v. Utilisation of available data by the States/UTs for rigorous planning and monitoring.
- vi. Teacher availability should be ensured by filling all the vacant posts.
- vii. Integration and effective use of technology should be encouraged in order to address challenges in the classrooms and promoting student learning.
- viii. Career guidance and counselling should become a part of secondary education curriculum to make students aware about various vocations and career pathways.
- ix. Good practices from the states may be shared, scaled and replicated across the States/UTs.

5.22 The Committee notes that from 2009-10 to 2017-18 for a total number of 12, 682 schools sanctioned only 11,990 schools had become functional in the same phase. The Committee urges the Department to look into the reasons for not opening schools as per the approval given and come-up with a time frame for opening new secondary schools as per the approval given.

5.23 The Committee further observes that out of 2549 Girls Hostels approved only 1316 were functional. This was not acceptable and the Committee recommends that the Department should open more Girls Hostels at the earliest to motivate more girls students to take its benefits.

5.24 The Committee observes inability of the States to adhere to the procedures like timely submission of UCs & Audit Reports, delay in release of matching State share and other procedures which were acting as an impediment to the smooth functioning of RMSA. The Committee also noted the remedial measures taken by the Department to rectify the situation. The Committee, in this respect, urges the Department to ensure that the States comply with the remedial measures taken in an effective and efficient for the smooth implementation of RMSA.

5.25 The Committee was concerned to note that the Drop-out rate of SC children had increased from 18.66% in 2013-14 to 19.36% in 2014-15. The Committee hopes that situation has improved in the years since 2014-15. The Committee urges the Department to look into the causes for the Dropout and take immediate remedial measures.

5.26 The Committee observes that under RMSA 1,22,482 teachers have been approved out of which 61,374 have been recruited. The Committee notes that less than 50% of the approved number of teachers have been recruited and expresses its concern at this state of affairs. The Committee recommends that the remaining vacancies of teachers should be filled up at the earliest to ensure that the quality of education does not suffer at the grass root level.

VI. AUTONOMOUS BODIES

KENDRIYA VIDYALAYA SANGATHAN (KVS)

6.1 Kendriya Vidyalaya Sangathan (KVS) is a registered society fully funded by the Govt. of India. It is running 1183 Kendriya Vidyalayas all over country including three abroad. The functioning of Vidyalayas is monitored by 25 Regional Offices and training for the teaching staff is imparted through 5 Zonal Institutes of Education and Training. The student's strength as on 30.09.2017 is approximate 12.57 lakh.

Budgetary Outlay

Name of Schemes	Year	BE	RE	Actual Expenditure	Percentage
Kendriya Vidyalaya Sangathan (KVS)	2015-16	3278.47	3278.47	3278.47	100.00%
	2016-17	3795.47	3987.25	3987.25	100.00%
	2017-18 (Revenue)	4300.00	4600.53	3486.10 (upto 31.01.2018)	75.78%
	2018-19 (Revenue)	44.25.00	--	--	--

Infrastructure

The current status of school Buildings of Kendriya Vidyalayas is as under:

1	Total Number of KVs	1183
2	In Project Sector(108)/IHL(33)/Abroad(03)	(-) 144

3	Other/remaining KVs	1039
4	KVs with permanent building	754
5	KVs where school building is under construction	92
6	KVs where school building is under planning	112
7	KVs where land identified and awaiting lease/permanent grant in favour of Sangathan	54
8	KVs where land yet to be identified by sponsoring authorities	27
Total		1039

(A) Problems/constraints being faced in construction due to shortage of funds:

- (i) Construction agencies are not able to maintain the pace of progress of work resulting delay in completion.
- (ii) Cost & time overrun.
- (iii) Contractual complications.
- (iv) Arbitration cases leads to unnecessary financial burden on KVS.
- (iv) Delay in start of work (leads to encroachment of land).
- (vi) Cancellation of land allotted by sponsoring authorities.

(B) Remedial steps taken to remove bottlenecks:

- (i) No new AA&ES (sanction of works) are being issued till adequate funds are made available for construction activities.
- (ii) Efforts are being made to get additional funds from MHRD for construction activities

Teachers Recruitment and Training

6.1 The department informed about the status of teachers vacancies in the KVS as follows:

State-wise and Subject-wise status of vacancies of teachers as on 01.11.2017

Sl.No,	Name of State/UT	PGT	TGT (including AE, WET, P&HE & Yoga)	PRT	PRT (MUSIC)	HM	Librarian	Total
1	MADHYA PRADESH	158	229	77	8	38	10	520
2	GUJARAT	59	101	22	2	23	7	214
3	D&D UT	0	4	2	0	0	0	6
4	D&N UT	5	5	1	0	1	1	13

5	KARNATAKA	32	232	13	0	11	17	305
6	ODISHA	103	217	0	3	9	13	345
7	GOA	17	36	7	0	4	1	65
8	MAHARASHTRA	134	234	41	2	18	9	438
9	PUNJAB	56	108	13	3	18	8	206
10	CHANDIGARH	2	10	0	0	3	0	15
11	UTTAR PRADESH	87	153	78	7	36	3	364
12	TAMIL NADU	78	286	16	11	13	23	427
13	PUDUCHERY	7	24	0	1	2	1	35
14	ANDAMAN	12	13	3	1	2	1	32
15	UTTARAKHAND	67	75	13	1	11	7	174
16	DELHI	42	79	14	0	10	0	145
17	KERALA	39	133	9	4	20	1	206
18	LAKSHADEEP	2	1	0	0	0	1	4
19	HARYANA	23	20	8	3	5	4	63
20	HIMACHAL PRADESH	23	35	10	1	5	6	80
21	ASSAM	245	283	83	6	17	24	658
22	RAJASTHAN	38	52	42	5	12	11	160
23	WEST BENGAL	142	260	117	3	20	1	543
24	SIKKIM	4	3	1	0	0	1	9
25	BIHAR	51	90	47	0	14	2	204
26	CHHATTISGARH	74	118	53	6	6	6	263
27	TRIPURA	25	39	15	0	2	3	84
28	MEGHALAYA	25	38	7	0	3	4	77
29	MIZORAM	10	14	4	0	1	2	31
30	MANIPUR	29	50	12	0	1	2	94
31	ARUNACHAL PRADESH	57	92	46	3	2	10	210
32	NAGALAND	26	20	15	1	1	2	65
33	ANDHRA PRADESH	34	163	13	10	6	17	243
34	TELANGANA	19	132	28	7	7	11	204
35	JAMMU	103	149	40	5	10	15	322

36	Jharkhand	66	57	45	3	4	2	177
Total		1894	3555	894	96	335	226	7000

6.2 The Department also informed about the Steps taken to fill up these vacancies are as under: -

- 6255 posts of Principal and other teaching posts have been filled up through Direct Recruitment in the year 2017.
- 200 posts of Principal through Limited Departmental Examination have also been filled up in the year 2017.
- 546 vacancies of teaching posts for North Eastern Zone have been advertised and the written test has been done on 16th and 17th December, 2017.

In addition to this, action is under process for filling up 4293 vacancies of teaching posts through Limited Departmental Examination.

KVS in North East Region

6.3 At present, 108 Kendriya Vidyalayas are functioning in North Eastern States including the State of Sikkim. Besides, 03 Regional offices of Kendriya Vidyalaya Sangathan are also functioning in North Eastern part of the country at the following locations: -

1. Kendriya Vidyalaya Sangathan, Regional Office Guwahati (Assam)
2. Kendriya Vidyalaya Sangathan, Regional Office Tinsukia (Assam)
3. Kendriya Vidyalaya Sangathan, Regional Office Silchar (Assam)

6.4 Funds are being made available for Construction activities based on the progress report of the work. Utilization of funds is ensured / monitored by getting monthly progress reports indicating physical / financial progress. However no irregularities / complaints have been received.

6.5 The details of Financial & Physical achievements during last three years are given as under.

S.No.	No. of school buildings completed in	Financial achievement (Rs. in lakh)		
		2015-16	2016-17	2017-18
1.	Golpara (Assam) – 2015-16 Khonsa (Arunachal Pradesh) – 2016-17 Mangldoi (Assam) – 2016-17	1700.00	480.00	--

6.6 During the year 2015-16, 2016-17 and 2017-18, following 05 new Kendriya Vidyalayas have been opened in the North Eastern States and made functional :-

Year	Name of KV	State
2015-16	Zero, Hapoli, Distt. Lower Subansiri	Arunachal Pradesh
	Akampat, District East Imphal,	Manipur
2016-17	Nil	Nil
2017-18	Central University of Assam, Silchar, Assam	Assam
	Nagaland University, Lumami, Nagaland	Nagaland
	Longding, District Longding (17.07.2017)	Arunachal Pradesh

No state wise fund is allocated by Ministry. Up to the Financial Year 2016-17, allocation for NER was made at rate of the 10 percent of Plan grant. In 2017-18 Rs.119 Crore has been allocated by Ministry for NER under Revenue and Capital head .

6.7 The Committee notes that 7000 vacancies of teachers are persisting in the Kendriya Vidyalaya Sangathan. A large number of vacancies are in the States like Madhya Pradesh, Maharashtra, Uttar Pradesh, Assam and West Bengal. This is not a very acceptable state of affair and the Committee recommends that the Department should take suitable step in a time bound manner to fill up these vacancies.

6.8 The Committee notes with serious concern that the delayed construction of building has become a perennial problem. In case of a number of KVs, the construction of buildings is yet to be started as the proposals are in various stages of procedural and administrative formalities. The Committee would appreciate if the projects are awarded for construction only after all the procedural and administrative formalities have been completed. Under- construction building also needs to be fast-tracked. The Committee would like to be informed about the latest position in this regard.

6.9 The Committee observes that 5 new KVs from 2015-16 to 2017-18 have been opened in the NER States and made operational. The Committee in this respect would like to impress upon the Department to open more KVs in the NER States to ensure that the remotest and inaccessible regions also have access to quality education at affordable rates.

6.10 The Committee would also like to take this opportunity to impress upon the Department to invest in the promotion of Computer Education in the KVs along with providing more digital facilities in the KVs. This is crucial for ensuring that the children studying in the KVs do not lag behind in comparison to other private schools and they are able to learn and use the latest technology for gaining knowledge.

Navodaya Vidyalaya Samiti (NVS)

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

Budgetary outlay

Name of Schemes	Year	BE	RE	Actual Expenditure	Percentage
Navodaya Vidyalaya Samiti (NVS)	2015-16	2061.00	2285.14	2285.14	100%
	2016-17	2471.00	2614.78	2619.57	100.18%
	2017-18 (Revenue)	2700.00	3025.00	2232.84 (upto 31.01.2018)	73.81%
	2018-19 (Revenue)	2793.00	--	--	--

6.12 It was informed that NVS has so far received proposals in respect of 48 districts, out of which, 40 have been accepted by NVS. NVS is in the process of obtaining the approval of the Competent Authority in respect of the land offered by the State Govt. at Gurdaspur, Punjab. The proposal in respect of Bandipura, J&K, has been referred back to the concerned District Administration for removal of various discrepancies/grant of requisite clearances. Proposals in respect of 6 districts have been rejected upon inspection and fresh proposals are awaited from the respective States/UTs. No proposal has so far been received in respect of the remaining 14 districts. NVS has informed that construction work has been allocated to the construction agencies in respect of 29 JNVs. The details of the JNVs sanctioned and set up during the last three years is as under:

Year	Number of JNVs sanctioned	Number of JNVs made functional

2015-16	0	2 (Deoria and Sitapur –II in U.P.)
2016-17	62	4 {Jammu-II (J&K), Aizwal (Mizoram), Dahod-II (Gujarat), Valsad (Gujarat)}.
2017-18	0	31 {including 30 from 62 new JNVs sanctioned in 2016-17 and one (JNV, Ahmedabad-II) earlier sanctioned JNV}.

6.13 The following steps have been taken by the NVS in respect of quality improvement:

- Providing of teachers against vacant posts of teachers on regular basis.
- Intensive training programme are designed to upgrade the knowledge of teachers & Principals with the help of experts in each of the subject areas.
- Visit of students to various institutions of national importance have been initiated to develop higher aspirations by interaction with faculty and to enhance experiential learning.
- Students are encouraged to participate in various academic and co-curricular competitions.
- Special support to children through center of excellence is provided for preparation to JEE examination.
- Smart classes have been established in 475 JNVs with minimum IT infrastructure to adopt ICT tools in teaching learning process.
- Children participate in wide range of activities to imbibe felling National Integration through migration to another linguistic areas, for a year participation in Ek Bharat Shresth Bharat events and understanding of cultural heritage through training of in performing and visual art forms.
- Efforts are being made to participate in tinkering lab schemes to enhance experiential learning.
- Identification of gifted children has been initiated and likely to get support in leading improvement in quality education.
- Special training on value under the title awakened citizenship has been initiated to enable children to appreciate the spirit of personal effectiveness and possible contribution to society.

Details of JNVs functional at temporary sites (as on 31.12.2017):

- a. 32 JNV out of 598 JNVs
- b. 30 JNVs out of 62 new JNVs sanctioned in November, 2016

Details of JNVs shifted to permanent campus during last three years:

- i. 2015-16 - 12 JNVs

- ii. 2016-17 - 15 JNVs
- iii. 2017-18 - 10 JNVs

Samiti has taken adequate measures to ensure that all basic and essential facilities are available in each Vidyalaya functioning from temporary sites. These Vidyalayas have been fully equipped with all required facilities.

6.14 The Committee observes that 32 out of 598 JNVs are still operating out of temporary sites. Further, the Committee notes that 30 out of 62 new JNVs sanctioned in November, 2016 are operating out of temporary sites. The Committee impress upon the Department to expedite the process of construction of permanent structures for JNVs. The steps taken in this direction may be informed to the Committee in the Action Taken Note.

6.15 The Committee feels that such a large number of teaching and non-teaching posts lying vacant is a cause of serious concern. Since, the JNVs cater to the needs of rural children, the Committee would like the Department to take steps to ensure that all the posts are filled up expeditiously so as to ensure quality education to children in rural areas.

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

SCHEME FOR PROVIDING EDUCATION TO MINORITIES/MADRASAS

6.17 The Committee was informed that the Department of School Education and Literacy is implementing an Umbrella **Scheme for Providing Education to Madarsas/Minorities (SPEMM)** which comprises of 2 schemes namely **Scheme for Providing Quality Education in Madarsas (SPQEM)** and **Infrastructure Development in Minority Institutions (IDMI)**. The scheme is being implemented at National level. Both the schemes are voluntary in nature. 16 States i.e. Bihar, Chhattisgarh, Haryana, Jharkhand, Karnataka, Kerala, Manipur, Madhya Pradesh, Maharashtra, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, West Bengal, Sikkim, Mizoram, have availed benefits under the scheme from 2014-15 onwards..

SPOEM

6.18 The SPQEM encourages traditional institutions like Madarsas and Maktabas by giving financial assistance to introduce science, mathematics, social studies, Hindi and English in their curriculum so that academic proficiency for classes I-XII is attainable for children studying in these institutions. However, the process of modernization of traditional Madarsas and Maktabas is voluntary.

6.19 The scheme provides opportunities to students of these institutions to acquire education

comparable to the National Education System especially for secondary and senior secondary levels. This enables children studying in these institutions to progress to higher levels of learning and also opens up better job opportunities for them. Maktaba/Madarsas/Dar-ul-Ulooms can opt to become accredited study centres with the National Institutions of Open Schooling (NIOS) for primary and middle levels of education or/and for secondary and senior secondary levels as well. Assistance is given to Maktabas, Madarsas and Dar-ul-Uloom for activities, which contribute to these objectives.

6.20 The scheme also seeks to provide opportunities for vocational training for children studying in madarsas opting for assistance above 14 years of age, to enhance their opportunities for entering the job market and encourage entrepreneurship. The scheme also strengthens State Madarsas Boards opting for assistance, by enabling them to monitor the scheme and enhances awareness about education among the Muslim community. The scheme addresses in-service training of teachers appointed under the scheme, for teaching modern subjects of science, mathematics, social studies, Hindi and English, to improve their pedagogical skills.

IDMI

6.21 IDMI has been operationalized to augment Infrastructure in Private Aided/Unaided Minority Schools/Institutions in order to enhance quality of education to minority children. The scheme facilitates education of minorities by augmenting and strengthening school infrastructure in Minority Institutions in order to expand facilities for formal education to children of minority communities.

6.22 The scheme covers the **entire country** but, preference will be given to minority institutions (private aided/unaided schools) located in districts, blocks and towns having a minority population above 20%.The scheme will fund infrastructure development of private aided/unaided minority institutions to the extent of 75% and subject to a maximum of Rs. 50 lakhs per institution for strengthening of educational infrastructure and physical facilities in the existing school including additional classrooms, science / computer lab rooms, library rooms, toilets, drinking water facilities and hostel buildings for children especially for girls.

Steps taken by department to streamline the Scheme

6.23 A number of efforts were made by the Department of SE&L to increase the coverage in the year 2015-16. A National level workshop with all the stakeholders was held on 30.09.2015 to create awareness about the SPQEM and IDMI. Thereafter, the Department held two preliminary meetings with all the State Govts prior to the CGIAC meeting in order to sensitize the states with regard to proper preparation of the proposal for financial assistance so that more funds could be released to the Madrasas.

6.24 The efforts of the Department to promote the Scheme resulted in a final expenditure of Rs.294.30 crore out of Rs.375 crore allocated under SPQEM, which is highest since the inception of the scheme. For releasing the funds timely, it was decided in the Grant-in-Aid meeting held on 14.01.2016 that

- The States should submit proposals in one single lot.
- All the Madrasas/institutions must have **U-DISE or unique code**.
- To hold only one Central Grant in Aid Committee meeting in a financial year along.

6.25 The State Governments were also asked to direct the Madrasas for submission of Utilization Certificates in time to avoid delay in releasing of funds.

Statement Showing Physical and Financial Achievements under SPQEM

(Rs. in Lakhs)

S. No.	Name of State / UT	2015-16			2016-17			2017-18 (as on 09.02.2018)		
		No. of Madaras a	Amount	No. of Teachers	No. of Madaras a	Amount	No. of Teachers	No. of Madaras a	Amount	No. of Teachers
1	Bihar	1127	1543.36	3381						
2	Chhattisgarh	268	364.11	667	480	684.72	1318	214	301.1	556
3	Jharkhand	110	204.48	285				110	148.1	285
4	Karnataka									
5	Kerala									
6	Madhya Pradesh	3288	2532.87	6093	1877	1526.7	3786			
7	Tripura	258	305.27	655				129	156.5	329
8	Uttar Pradesh	14974	23101.3	37824	6062	8089.1	15107	4039	5544	10724
9	Uttarakhand	481	892.49	1389	287	393.47	758	228	251	624
10	West Bengal	221	461.38	663						
	Total	20727	29405	50957	8706	10694	20969	4720	6400	12518

Statement Showing Physical and Financial Achievements under IDMI

(Rs. in Lakhs)

S.No.	States	2015-16	2016-17	2017-18 (as on 09.02.2018)
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		No. of Institutes	Amount	No. of Institutes	Amount	No. of Institutes	Amount
1	Karnataka			2	11.435		
2	Kerala	6	56.063	1	3.75		
3	Manipur	1	25				
4	Maharashtra					14	60
5	Nagaland			3	8.625		
6	Uttarakhand					1	7.13
7	Sikkim	4	39.58	7	51.525		
8	Mizoram	1	4.875	25	129.06		
9	Uttar Pradesh	1	5.33	1	20.6		
	Total	13	130.85	39	225.00	15	67.13

6.26 The Committee observes that for the FY 2017-18 the fund utilisation for the Education Scheme for Madarsas and Minorities has been very low. Among the reasons given for it was that the Department had come up with the strategy that they should have complete information about the Madarsas getting funds. These institutions would need to submit their U-dise code, GIS mapping and location before they become eligible for funds. The Committee, in this respect, would like to state that it would be appropriate if the Department took pro-active measures to locate these institutions and work in close coordination with them. The Department should ensure that these institutions do not suffer due to lack of funds because the paper work was incomplete. More efforts need to be made to bring these institutions within the formal education set up.
