

**KENDRIYA VIDYALAYA
SANGATHAN**

**MINISTRY OF HUMAN RESOURCE
DEVELOPMENT
(DEPARTMENT OF SECONDARY AND
HIGHER EDUCATION)**

**PUBLIC ACCOUNTS
COMMITTEE
(2005-2006)**

TWENTY-FOURTH REPORT

FOURTEENTH LOK SABHA



**LOK SABHA SECRETARIAT
NEW DELHI**

TWENTY-FOURTH REPORT

PUBLIC ACCOUNTS
COMMITTEE
(2005-2006)

(FOURTEENTH LOK SABHA)

KENDRIYA VIDYALAYA SANGATHAN

MINISTRY OF HUMAN RESOURCE DEVELOPMENT
(DEPARTMENT OF SECONDARY AND HIGHER
EDUCATION)



Presented to Lok Sabha on 24-02-2006

Laid in Rajya Sabha on 24-02-2006

LOK SABHA SECRETARIAT
NEW DELHI

February, 2006/Magha, 1927 (Saka)

PAC No. 1803

Price: Rs. 88.00

©2006 By LOK SABHA SECRETARIAT

Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Eleventh Edition) and printed by the Manager, Govt. of India Press, Minto Road, New Delhi-110 002.

COMPOSITION OF PUBLIC ACCOUNTS COMMITTEE
(2005-2006)

Prof. Vijay Kumar Malhotra — *Chairman*

Lok Sabha

2. Shri Ramesh Bais
3. Shri Khagen Das
4. Dr. M. Jagannath
5. Shri R.L. Jalappa
6. Shri Raghunath Jha
7. Shri Brajesh Pathak
8. Shri Magunta Sreenivasulu Reddy
9. Dr. R. Senthil
10. Shri Madan Lal Sharma
11. Shri Brijbhushan Sharan Singh
12. Dr. Ramlakhan Singh
13. Kunwar Rewati Raman Singh
14. Shri K.V. Thangkabalu
15. Shri Tarit Baran Topdar

Rajya Sabha

16. Shri Prasanta Chatterjee
17. Shri R.K. Dhawan
18. Dr. K. Malaisamy
19. Shri V. Narayanasamy
20. Shri C. Ramachandraiah
- *21. Vacant
22. Prof. R.B.S. Varma

SECRETARIAT

- | | | | |
|----|------------------------------|---|-----------------------------|
| 1. | Shri S.K. Sharma | — | <i>Additional Secretary</i> |
| 2. | Shri A. Mukhopadhyay | — | <i>Joint Secretary</i> |
| 3. | Shri Ashok Sarin | — | <i>Director</i> |
| 4. | Smt. Anita B. Panda | — | <i>Under Secretary</i> |
| 5. | Shri Ramkumar Suryanarayanan | — | <i>Committee Officer</i> |

*Shri Jairam Ramesh, M.P. ceased to be Member *w.e.f.* 29th January, 2006 on his appointment as Minister in the Union Government.

INTRODUCTION

I, the Chairman, Public Accounts Committee, as authorised by the Committee, do present this 24th Report relating to “Kendriya Vidyalaya Sangathan” on Paragraph 2.1 of Report of C&AG of India for the year ended 31 March, 2003 (No. 4 of 2004), Union Government (Civil – Autonomous Bodies).

2. The Report of the C&AG of India for the year ended 31 March, 2003 (No. 4 of 2004), Union Government (Civil—Autonomous Bodies) was laid on the Table of the House on 13 July, 2004.

3. The Committee took the evidence of the representatives of the Ministry of Human Resource Development (Deptt. of Secondary and Higher Education) and Kendriya Vidyalaya Sangathan on the subject at their sitting held on 17th February, 2005. The Committee considered and finalised this Report at their sitting held on 19th January, 2006. Minutes of the sittings form Part – II of the Report.

4. For facility of reference and convenience, the Observations and Recommendations of the Committee have been printed in thick type in the body of the Report and have also been reproduced in a consolidated form in Appendix to the Report.

5. The Committee would like to express their thanks to the officers of the Ministry of Human Resource Development (Deptt. of Secondary and Higher Education) and Kendriya Vidyalaya Sangathan for the cooperation extended by them in furnishing information and tendering evidence before the Committee.

6. The Committee place on record their appreciation of the assistance rendered to them in the matter by the Office of the Comptroller and Auditor General of India.

NEW DELHI:
15 February, 2006
26 Magha 1927 (Saka)

PROF. VIJAY KUMAR MALHOTRA,
Chairman,
Public Accounts Committee.

REPORT

A. INTRODUCTION

The Government of India approved a scheme of Secondary schools with a common syllabus and medium of instruction to benefit the children of the transferable Central Government employees, including Defence personnel liable to frequent transfers, in the year 1962 on the recommendations of the Second Central Pay Commission. Initially, 20 regimental schools in different States were taken over as Central Schools in 1963-64. Thereafter, in 1965, an autonomous body called Kendriya Vidyalaya Sangathan was established as a Society under the Societies Registration Act XXI of 1860 with the primary objective of setting up and monitoring Kendriya Vidyalayas to cater to the educational needs of the children of the transferable Central Govt. employees including Defence personnel by providing a common programme of education. The Sangathan is wholly funded by the Government of India.

2. The four-fold mission of the Kendriya Vidyalaya Sangathan as declared in its preamble is as follows:

- to cater to the educational needs of children of transferable Central Government employees including defence and paramilitary personnel by providing a common programme of education;
- to pursue excellence and set the pace in the field of school education;
- to initiate and promote experimentation and innovations in collaboration with other bodies like the Central Board of Secondary Education (CBSE) and the National Council of Educational Research and Training (NCERT); and
- to develop the spirit of national integration and create a sense of 'Indianness' among children.

3. The Kendriya Vidyalaya Sangathan (KVS) functions through its General Body called the Sangathan and its Executive Committee called the Board of Governors, which are headed by the Minister of Human Resource Development as the Chairman. Other members of the Board are educationists, educational administrators and Members of Parliament. The Additional Secretary of the Ministry of Human Resource Development (HRD) is the Vice-Chairman of the Sangathan. The Financial Adviser to the Department of Secondary and Higher Education is the Member (Finance), while the other members are Senior Officers of other Ministries like Personnel, Defence, Urban Development and Health. Representatives of the Central Board of Secondary Education (CBSE), National Council of Educational Research and Training (NCERT), State Governments and three Members of Parliament are also included in the Board. Four eminent educationists are also nominated as Members by the Ministry.

The day-to-day affairs of the KVS are conducted by an administrative set-up with the Commissioner as the Chief Executive Officer at its Headquarter in New Delhi.

4. For the administration of 933 Vidyalayas with about 7.26 lakh students in its rolls, the KVS has established 18 Regional Offices, each headed by an Assistant Commissioner. There is also a provision for Regional Advisory Committees headed by the Secretary (Education) of the concerned State Government for periodically monitoring and reviewing the general functioning of the Kendriya Vidyalayas and their academic performance.

5. This Report is based on the Audit Review of the functioning of Kendriya Vidyalaya Sangathan (KVS) as featured in Paragraph 2.1 of Report No. 4 of 2004 of C&AG of India, Union Government (Civil—Autonomous Bodies). This review, according to Audit, relates to the period from 1997-98 to 2002-03 and has been based on sample check of records of KVS (Hqrs.), 17 Regional Offices and 163 Kendriya Vidyalayas.

B. FINANCIAL MANAGEMENT

6. The Kendriya Vidyalaya Sangathan is funded out of the Non-Plan and Plan budget of the Ministry of Human Resource Development (Department of Secondary and Higher Education). Upto 1994-95, it was being mainly financed through Non-Plan grants-in-aid from the Government of India. In 1995-96 a Plan grant of Rs 10.5 crore was received by the Sangathan for the first time. It also gets funds from some Public Sector Undertakings/Institutes of Higher Learning for opening 'project schools', to cater to the educational needs of the children of PSU employees. The entire recurring and non-recurring expenditure on running and maintenance of project schools is to be met by the sponsoring bodies.

7. The Govt. of India has entrusted the audit of the KVS to Comptroller & Auditor General of India, on whose behalf, annual audit is conducted by the Office of the Director General of Audit, Central Revenues. The Annual Accounts of the Sangathan, duly certified by the Office of the Director General of Audit, Central Revenues, alongwith Audit Report duly approved by the Board of Governors of the Sangathan, are supplied to the Department of Secondary & Higher Education for arranging /laying of certified Annual Accounts and Audit Report on the Table of both the Houses of Parliament.

Unspent Balances

8. During the preceding six years ending March, 2003, the financial position of the Sangathan has been indicated in Annexure-I. It is seen therefrom that the unspent funds under Non-Plan head has gradually increased from Rs.63.99 crore in 1997-98 to Rs. 128 crore in 2002-03. The KVS in their reply to Audit in February 2003 stated that the Ministry had permitted it to retain the unspent grant for disbursement of two months' salary *i.e.* March and April of the next financial year. However, Audit has observed that although two months' salary ranged from Rs. 51.50 crore to Rs. 77.86 crore for the year 1997-98 to 2002-2003, KVS retained funds which were substantially higher than their requirements.

9. The Committee desired to know the reasons for the persisting unspent balances at the end of each year during the period 1997-98 to 2002-03. In their reply, the Ministry have submitted as follows:

“Keeping in view the fact that the Vidyalayas are spread all over the country including hard and very hard stations, the Ministry of HRD has permitted the Sangathan to retain the unspent balances to meet the expenditure on salaries and pension during the first two months. Since the first instalment of grants-in-aid is received from the Department at the end of April, the unspent amount at the end of the year are kept by the Sangathan to meet the expenditure for the first two months of the following year.”

10. In a detailed note, the Ministry have justified the unspent balances at the end of each year as under :

- (i) Actually the balances appearing at the year end are not savings in real terms. As Kendriya Vidyalaya Sangathan is a large organisation having a large number of units scattered in every nook and corner of the country, to avoid delay in disbursement of salary etc. to the staff, there is a provision to retain two months' salary and other expenditure at the year end for the next financial year which varied from Rs. 40.00 crore to 47.00 crore p.m. During the last 5 years, keeping in view the requirement of funds for the first two months, the Government has given permission to carry forward unspent grant (Non-Plan) of previous years for utilisation in the following year.
- (ii) Sangathan introduced the Maintenance & Development Fund *w.e.f.* 1.4.99 and met the expenditure on Maintenance & Development of School Buildings, purchase of Furniture, Lab. Equipment, Library Books etc. from this fund., thus reducing expenditure from Non-Plan Grant.
- (iii) Further, Sangathan introduced Vidyalaya Vikas Nidhi (VVN) from the year 2000-01 and after reviewing the availability of funds, some items of expenditure which were being met from Non-Plan grant were authorised to be met out of the VVN, for example, the expenditure on rent, rates and taxes, payment of salaries to the contractual and part time teachers, electricity charges etc.
- (iv) During the year 2001-02, re-structuring of the Vidyalayas was done and more than one thousand posts of teaching/non-teaching posts were surrendered in restructuring, resulting in considerable saving on account of pay and allowances. Out of the unspent balance, an amount of Rs. 102 crores (approx.) is for the provision for two months salary for the current financial year and the remaining amount, which has already been diverted to the various project authorities for meeting the expenditure on pay and allowances of the KVS employees, is to be recovered from the sponsors for which all out efforts are being made.
- (v) Similarly, the Government has been allowing to carry forward the unspent balance of plan grant for utilisation during the following year against ongoing works/activities. Against the availability of Rs. 417.75 crores (including opening balance of Rs. 26.57 crores) during 9th Plan (1997-02), Sangathan was able to utilise Rs. 412.23 crores. Remaining amount of Rs. 5.53 crores was also

remitted to Vidyalayas in March, 2002 for depositing with construction agencies against sanctioned works but remained in transit at the year end. Practically, there had been no excess or savings. The expenditure incurred during the year includes the opening balance of previous years, which was permitted to be utilised during the next financial year. The funds could not be utilised fully during the same year due to some operational difficulties as funds are judiciously released to construction agencies based on actual progress of work.

11. The Committee desired to know the funds requirement projected by KVS both under Plan and Non-plan during the last three years and the current year *vis-a-vis* the allocation made by the Department of Secondary & Higher Education. In their written information, the Ministry have furnished the requisite details as under:

Statement showing Budget Estimate (Be), Revised Estimate (Re) & Grant received during the year from 2002-2003 to 2004-2005

NON-PLAN					
Year	Proposed BE	Approved BE	Proposed RE	Approved RE	Grant Received
(Rupees in crores)					
2002-03	532.00	544.77	544.77	544.77	544.77
2003-04	559.00	559.00	559.00	558.00	558.00
2004-05	590.00	559.00	612.00 (Projected)	Awaited	559.49 (as on date)
2005-06	658.00 (Projected)	—	—	—	—
PLAN					
Year	Proposed BE	Approved BE	Proposed RE	Approved RE	Grant Received
(Rupees in crores)					
2002-2003	150.00	85.00	150.00	85.00	85.00
2003-2004	85.00	85.00	117.48	103.57	103.57
2004-2005	85.00	85.00	172.00	Awaited	112.00
2005-2006	247.00 (Projected)	—	—	—	—

Diversion of Funds

12. The expenditure on project schools, which are run by KVS on behalf of various PSUs and Institutes of Higher Learning, is to be met fully by these sponsoring bodies. Funds covering six months' requirement are to be deposited with KVS in advance in the months of April and October each year. Audit has pointed out that as of

March 2003, KVS had incurred excess expenditure of Rs. 26.52 crore on this account by diverting funds out of the grant received from Ministry of HRD and this amount had not been recovered from the project authorities.

13. On being asked during oral evidence about the outstanding dues recoverable from the PSUs, the Secretary, Department of Secondary and Higher Education stated that :

“About diversion, quite a few cases have come up in the audit. It is a fact that the money was diverted. Then, as far as sick public sector undertaking schools are concerned, here if we are guilty, we are guilty of being too soft. In all, we have closed 38 project schools where the public sector company had packed up of these 38, we immediately revived 16. We began to run them ourselves.”

14. On being asked about the execution of agreement between KVS and PSUs for opening of project schools, he replied:

“We did not execute our agreement. We were scared of doing it, for whatever reasons. It was a lapse.”

15. In a note furnished subsequently, Ministry have explained :

“As per certified accounts of Kendriya Vidyalaya Sangathan for the year ended 31st March, 2004, a sum of Rs.14,40,57,265/- is due from the sponsoring agencies of the Project Vidyalayas which have already been closed down. As regards the Project Vidyalayas which are functioning, a sum of Rs.12,72,52,758/- was outstanding as on 31st March, 2004. The sponsoring authorities could not settle the dues since many of these PSUs became sick and were unable to meet the financial commitments. A detailed proposal for settlement of such outstanding dues have been submitted to the Department of Secondary & Higher Education for circulation/ consideration by the Committee of Secretaries *vide* letter No. F.6-6/2003-04/KVS(Budget) dated 12.04.2004 and 17.11.2004. While closing down the Vidyalayas on the request of the sponsoring project authorities, interest of the students was taken care of by giving them the education in the nearest Vidyalaya in the same station. As far as possible, the teachers were also accommodated on the same station subject to availability of vacancy.

Transfer of assets without recovering outstanding dues

16. According to the terms and conditions of the agreement for opening of Project schools, in the event of violation of terms and conditions by the sponsoring authority, KVS has the right to close down such KVs and examine the distribution of assets and liabilities in consultation with Government of India. Audit noted that assets of 28 such Project schools, which were closed during 1997-98 to 2002-03, were transferred by KVS to the concerned sponsoring bodies without recovering its outstanding dues amounting to Rs. 11.84 crore. (as on 31 March 2003).

17. The Committee sought to know as to why assets were transferred without recovery of dues from the sponsoring authorities of closed Project schools when the

agreement provides for distribution of assets in case of winding up. In their reply, the Ministry have stated as under:

“As per the Scheme of Project KVs, the sponsoring authorities have to bear all recurring & non-recurring expenditure including overhead charges for running of the Vidyalaya concerned. The sponsoring authorities have also to provide suitable land/accommodation and infrastructure for running of the Vidyalaya concerned. The title/ownership of these infrastructure remains with the sponsoring authorities. While the Sangathan has a right to utilize infrastructure created by the sponsoring authorities, in the absence of ownership/title on the assets, the Sangathan cannot dispose of such assets towards recovery of dues from the sponsoring authorities. Further, if the assets are retained by KVS for recovery of dues, it has also to bear the recurring & non-recurring expenditure on running of these Vidyalayas and also to face further litigation.”

18. When further questioned by the Committee, the Ministry have averred that:

“All possible efforts are being made to recover the dues from such sponsoring PSUs.”

Vidyalaya Vikas Nidhi (VVN)

19. Vidyalaya Vikas Nidhi (VVN) was created in April 2000 by merging the pupil fund, Maintenance and Development Fund and Science Fund in each Kendriya Vidyalaya. This fund was required to be kept in a separate Bank Account and as far as possible, a year's collection was to be utilised by the concerned Vidyalaya within a year through a well planned programme. This fund was maintained out of contributions from the students @ Rs. 100 per month except from science students of Classes XI and XII who contributed @ Rs. 125 per month. The rates of contributions were revised to Rs. 120 and Rs. 150 per month respectively *w.e.f.* 1st April, 2002. VVN fund was intended to be administered exclusively for the purpose of the Vidyalaya's maintenance and development. All expenditure of Vidyalayas other than salaries, office expenses and construction and repairs of staff quarters were to be met out of this fund.

20. Audit para has brought out that the Kendriya Vidyalayas were not able to utilise these funds resulting in savings ranging from 30 percent to 67 percent during 2000-01 and 30 percent to 62 percent during 2001-02. Despite the inability of the Vidyalayas to fully utilise VVN fund, KVS enhanced the monthly rates of contribution from April 2002 and issued instructions to their regional offices to transfer the surplus funds lying with Vidyalayas as on 31st March 2002 to their regional offices, in violation of VVN rules stipulating that funds collected from the students of a particular Vidyalaya were to be deployed exclusively for the maintenance and development of that Vidyalaya only. Out of total surplus funds with various KVs amounting to Rs. 63.91 crore as on 31st March, 2002, Rs. 50.34 crore were thus transferred to the regional offices as of August, 2003. VVN fund meant for developmental activities remained largely unutilised for want of any concrete plan.

21. Explaining the position in this regard, the Ministry have stated that the matter regarding utilisation of VVN is constantly engaging the attention of the KVS. Following areas have already been covered to ensure optimum utilization:

- (i) Construction of petty works;
- (ii) Rent, Rate and Taxes, Electricity charges, Furniture, Lab Equipment, Library, Sports, Maintenance and Repair, payment to contractual teachers, private agencies for security Guard, horticulture staff, conservancy services etc. are paid from VVN”;
- (iii) Financial powers of the Principal/Vidyalaya Executive Committee have been enhanced considerably; and
- (iv) Signing of Cheques by Principal with Vice Principal introduced.

22. When enquired about the transfer of funds to Regional offices, the Ministry have explained as under:

“In view of higher educational standards of Kendriya Vidyalayas, Sangathan is receiving lot of demands/proposals for opening of new Kendriya Vidyalayas. Moreover, Sangathan has increased the working hours of teaching staff resulting in availability of teachers to be used for opening of new Vidyalayas. Accordingly, Sangathan has opened 85 new Vidyalayas during 2003-04 and 2004-05. The surplus funds available in Vidyalayas Vikas Nidhi have been transferred to Regional Offices to be utilised for providing temporary infrastructure including furniture for new Vidyalayas where expansion has been permitted. Thus, the Sangathan has added 85 new Vidyalayas without any additional burden on the Government during 2003-2005.”

23. The Secretary, Department of Secondary and Higher Education conceded during evidence that :

“Funds were diverted for purposes other than they were intended. To that extent, we are guilty of trying to expand by using money collected from a particular school. And this goes against the principle of raising resources because if we raise resources from a particular school, it is imperative that the people who contribute know where their money is going and they have the stake. This was a mistake on our part.”

C. ACADEMIC ACTIVITIES

Admissions in Kendriya Vidyalayas

24. During oral evidence, when the Committee sought to know about the admission procedures in the Kendriya Vidyalayas, the Secretary, Department of Secondary and Higher Education informed the Committee as under:

“There is a fairly elaborate procedure laid down in terms of who should get the maximum priority. Our priority is primarily for Central Government transferable employees.”

25. Subsequently, in written note, the Ministry have given the details thereof as below:

- I. “Since the demand for admission in Kendriya Vidyalayas is much larger than the number of seats available, the Sangathan has laid down the following priorities for admission in Kendriya Vidyalayas in Civil/Defence Sectors:—
 - (i) Children of transferable Central Government employees including ex-servicemen;
 - (ii) Children of non-transferable Central Government employees including ex-servicemen;
 - (iii) Children of transferable and non-transferable employees of Autonomous Bodies/Public Sector Undertakings/Institutes of Higher Learning of the Government of India;
 - (iv) Children of transferable State Government employees;
 - (v) Children of non-transferable employees of State Government;
 - (vi) Children of transferable and non-transferable employees of Autonomous Bodies/Public Sector Undertakings/Institutes of Higher Learning of State Government.
 - (vii) Children from any other category”.
- II. In Kendriya Vidyalayas in Institution of Higher Learning and Public Sector Undertaking (where all the recurring & non-recurring expenditure is met by the Project Authorities) for admission, the first preference is given to the employees of the Project concerned.
- III. The admission of the children of transferable Central Government Employees including Defence Personnel who die in harness and of MPs (including their dependent grand-children) and of Kendriya Vidyalaya Sangathan’s employees and of SPG/NSG would be over and above the prescribed existing class size. In addition, 15 seats for RAW, 35 seats for MEA and 100 seats for the Ministry of HRD are also allocated over and above the sanctioned strength.

26. With regard to a specific query by the Committee, the Ministry have also furnished the details of category-wise admission as under:

Details of category-wise admission

Sl. No. of the region	Name	Year	Total Admis- sion	Cat. I	Cat. II	Cat. III	Cat. IV	Cat. V	Cat. VI	Cat.VII
Grand Total		2001-02	106732	60480	12601	7113	4259	4160	1767	16352
				56.67%	11.80%	6.66%	3.99%	3.89%	1.66%	1.32%
		2002-03	112536	62342	12542	7172	4347	4502	1783	19848
				55.40%	11.14%	6.37%	4%	4.00%	1.58%	17.65%
		2003-04	162405	70236	18568	11070	7077	9884	3590	41980
				43.25%	11.43%	6.82%	4.36%	6.09%	2.21%	25.84%
		2004-05	171,981	74,307	22,402	12,094	7,032	10,509	4,405	41,232
				43.21%	13.03%	7.03%	4.09%	6.11%	2.56%	23.97%

Recruitment Policy

27. When asked to furnish details of the recruitment policy of KVS with regard to teachers of Kendriya Vidyalayas, the Ministry in their written note have informed as under:

“Initially the Sangathan was making recruitment for the teaching and non-teaching posts at regional level by short listing the candidates on Academic Performance and experience of the candidates and by conducting the interviews. However, in view of the recommendations of the Shelja Committee constituted by the Ministry of HRD, it was decided to conduct recruitment centrally through open advertisement. The process includes short listing the candidates through objective and descriptive type examination followed by interviews. The job of conducting examination was outsourced. In the first year examination was conducted through Edcil, an Enterprise under the control of Ministry of HRD. Subsequently, in response to the open tender, a private agency namely a.o.k. Security Services Ltd. was awarded a contract for conducting the examination for the year 2002-03. M/s a.o.k. Security Services tender, being the lowest, was accepted and the job was assigned for the year 2003-04 also. The repeat order was assigned to M/s a.o.k. for the year 2004-05 without taking recourse to fresh tender. However, during the current year, it has been directed by the Ministry of HRD to assign the job of recruitment to M/s Edcil which is an Enterprise under the Ministry of HRD. The recruitment process is in progress and is likely to be completed by Sept., 2005.”

Transfer Policy

28. During the oral evidence, the Committee enquired about the transfer policy for teachers as followed by the KVS. The Commissioner, KVS in this regard sought to assure the Committee that:

“Our attempt has been to minimise the hardship of the teachers. As far as possible, we will be trying to be more sympathetic with teachers particularly keeping in mind that around 60 per cent of our employees are ladies. So, transferring them to far off places will not be done.”

29. The Secretary, Department of Secondary & Higher Education while deposing before the Committee, added as under:

“The philosophy now is that a teacher is a part of the community. Therefore, they would not be transferred against their will, unless there is a very valid reason to do so. The idea is that the link is with the community. If they wish to stay on throughout their career in one school and if they are willing to forego their promotions or whatever, they can do so. It represents a different viewpoint. They are not All India Service officers in which we treated them earlier.”

He further sought to assure the Committee that transfers will be kept to the bare minimum.

30. Further the Committee enquired about guidelines followed by the KVS with regard to the teachers employed in the Kendriya Vidyalayas across the country. The

Ministry have furnished to the Committee the transfer guidelines followed by KVS *w.e.f.* 19th January, 2005. These guidelines *inter-alia* provide that although, in terms of their all-India transfer liability, all the employees of the KVS are liable to be transferred at any time, no transfers will be made, other than on administrative ground or on request made by the teachers, outside the Region identified for this purpose by KVS, except for the reasons/circumstances explained under Clause 10(2) of the Guidelines. Such reasons include those, where transfer is sought by a teacher under Clause 8 (organisational reasons) of the guidelines after a continuous stay of 2 years in the Very Hard Stations (i.e. Leh, Tawang, Churul, Kargil, Nubra, Car Nicobar etc.) or 3 years in the North East, A&N Islands and other declared hard stations or, by a teacher falling under the grounds of medical/ death of Spouse/less than three years to retire or very hard case involving human compassion, in the event of non-availability of vacancy at his choice station, the vacancy shall be created to accommodate him by transferring the junior most teacher in the service of KVS in the said station of the same category. The transfer guidelines further provide that in the case of Principals, the Commissioner, KVS may extend the period of service beyond the stipulated five years at a Vidyalaya in order to promote academic excellence.

31. When asked to explain the Amnesty Scheme introduced for teachers affected by implementation of transfer policy, 2000, it was stated as below:

“A new transfer policy was introduced with effect from 1.4.2000 wherein the element of displacement transfer was provided to accommodate the request of those covered under certain specified grounds. This has resulted in large scale displacement of teachers including female teachers who were transferred outside the region. This displacement scheme helped certain teachers in getting their choice station but the fact cannot be denied that the displacement of the existing teachers caused a lot of inconvenience as they were transferred to far flung areas especially the ladies. Due to implementation of the policy, some teachers took voluntary retirement and some others who were not eligible for voluntary retirement tendered resignation. It is also a fact that due to introduction of Rule 81(d) which provides for termination of lien, if the employee is absent from duty without leave for more than 15 days. The services of number of teachers & other staff have been terminated. Keeping in view the inconvenience caused to the various teachers & staff, Department of Secondary & Higher Education has constituted a committee to review such cases and to provide them the necessary relief on merits. The Committee has already completed the assignment and has recommended 249 cases for providing them the necessary relief. The report of the Committee is under examination by the Department of Secondary & Higher Education.”

Student-teacher ratio in KVs

32. Responding to a query from the Committee during evidence on the increased work load on the teachers, the Secretary, Department of Secondary & Higher Education explained their position in this regard as :

“Coming to the working hours, we had increased the working hours. May be, this was a little hasty decision. It is because we are putting a fair amount of

pressure on our teachers. We have been running evening school also. But, we do not want to impose unrealistic working hours on our staff. The shortage of teachers is there.”

33. On the student-teacher ratio in the KVs, the Committee were informed by the Ministry *vide* a post-evidence written note that :

“As on 31st March, 2004, there were 33,528 sanctioned posts for teachers and number of students was 7,87,251. The student teacher ratio based on this data comes to 1:24 which is comparable to the other reputed educational institutions like DPS and DAV.”

34. In their written note, the Ministry have also provided following particulars on the workload of teachers in Kendriya Vidyalayas :

“Till 1999, the workload of teachers was as follows :—

PGT	33 periods per week.
PGT (Language)	30 periods per week.
TGT	33 periods per week.
PRT	36 periods per week.

The schools followed a nine period time-table for Classes VI to XII. For Primary Classes, eight period time table was followed. In the A.A.C. Meeting of 24-04-2000 the nine period time table for Secondary/ Sr. Secondary Classes was withdrawn and uniform eight period time table was adopted for all classes. The duration of each period was increased from 35 minutes to 40 minutes to give more time for teaching learning process. The time duration of Primary classes was made equal to that of secondary and senior secondary classes, keeping in view that different timings was causing problems of security for primary class children as they would be unsupervised for the duration that they became free earlier than the other classes. In the A.A.C. Meeting of 15-01-2003 workload of teachers was modified as given below :—

PGT	33 periods per week.
TGT	36 periods per week.
PRT	39 periods per week.

35. The Ministry further stated that the workload of teachers was increased by KVS so as to get sufficient teachers for the 100 new schools as well as 200 additional sections, which are proposed to be started.

36. When asked to explain the declared surplus of teachers as a result of increase in workload, the Committee were informed as:

“The teachers declared surplus as a result of increase in workload was 2206. These teachers were to be adjusted in the 200 newly opened Sections in existing Kendriya Vidyalayas and in 100 new Kendriya Vidyalayas then proposed. The staff requirement apart from those found to be surplus was 1632. If workload is brought back to pre-1999, the requirement would be the net result of:

A. Surplus due to increase in workload B. Posts created for additional sections C. Posts created in 100 new K.Vs. Combination of three (A+B+C) gives the total requirement i.e. 5631 (approximately). As the teachers who were declared as surplus are already within the sanctioned staff in K.V.S., the additional requirement would be about 3400. Creation of such new posts has to be cleared by the MHRD.”

37. The Committee further sought to know whether any representation has been received from the Teachers’ association/individuals against the increase in working hours for teachers and the response of the Sangathan thereof. In this regard, the Ministry have informed that a representation has been received from the Teachers’ association regarding reduction in teaching periods and the matter is under active consideration.

Status position of vacancy of teachers in Vidyalayas

38. The Committee sought from the Ministry details of vacancy position of teachers in the Kendriya Vidyalayas. In this regard, the Ministry have furnished a statement indicating details of vacancies of both teaching and non-teaching staff in the KVs. This statement *inter-alia* provides the following position:

Sl. No.	Post	Sanctioned strength 2004-05	Vacancies as on date	Remarks
1.	PGT	6255	154	* Vacancies of PRTs will be increased from 674 to 908 if all the PRTs offered promotion to the post of TGTs accept the offer.
2.	TGT	9817	402	
3.	PRT	12477	674*	
	Total	28549	1230	

39. The Ministry has further informed the Committee that the KVS have already taken steps for filling up these posts. The recruitment is proposed to be completed by September, 2005. The recruitment process has been assigned by the Department of Secondary & Higher Education to Educational Consultant India Limited, an enterprise under the control of Ministry of Human Resource Development.

Teachers’ Training and Zonal Training Institutes

40. With a view to expose the teachers to the latest teaching methods as well as to motivate them, the Committee were informed that the KVS organises induction, in-service and refresher courses so that all the teachers are covered in a cycle of 6 years. The Audit Para has brought about that teachers’ training was not given proper attention. There was shortfall in the number of teachers trained, ranging from 40-47 per cent during 1997 to 2002. Further, KVS decided to establish five Zonal Training Institutes for training of teachers and other categories of staff. However, only one out of the five proposed training institutions could be set up as visiting faculty required for these institutions was not available. The Academic Advisory Committee of the KVS therefore recommended shifting the Zonal Institutes to Mysore, Mumbai, Kolkata and Chandigarh.

41. When the Committee enquired about the shortfall in the number of teachers trained during the period 1997 to 2003, the Ministry have submitted as under:

“The reason for shortfall in imparting training to teachers can be attributed to the fact that the teachers imparted training during the last six years are given second priority for the training programme in the courses organised by NCERT and also in some courses organised by the Sangathan.”

42. Further, when asked to furnish the current status of the Zonal Training Institutes proposed to be set up by KVS, the Ministry have apprised the Committee as below:

“In consonance with the National Policy on Education 1986 and the plan of Action 1992, KVS decided to open five Zonal Institutes of Education and Training at Gwalior, Mumbai, Mysore, Chandigarh and Kolkata. Presently three ZIETs have started functioning i.e. at (1) Gwalior from August, 2002, (2) Mumbai from April, 2003, and (3) Mysore from July, 2004. At ZIET, Mysore some staff has since been posted. The building of ZIET at Mysore is nearing completion and it is likely to be handed over by May, 2005. Full complement of officers, staff & training infrastructure will be required to make these training institutes fully operational. Considering the resource constraint at present, in the first phase, it has been decided to make only the above 3 ZIETs fully functional. Full complement of Officers, Trainers and other staff are yet to be sanctioned for these institutes. The proposal is being submitted to the Ministry of HRD. In the meanwhile, to utilise the facility available in these 3 venues, the skeleton staff from the Regional Offices/Kendriya Vidyalayas have been withdrawn and positioned in the ZIETs.”

Model Vidyalayas (MVs)

43. In March, 1996, the scheme of “Model Vidyalayas” (MVs) was started with the objective of identifying and developing 50 KVs into Model Educational Institutions with well-equipped infrastructure like computers, compulsory computer literacy programme from class VI onwards, overhead projector, colour TV, photocopier machine, junior labs, well-equipped libraries, workshops, playground etc. The MVs were required to develop innovative programme for improving the quality of education and their progress was to be monitored at the Sangathan Hqrs. Total expenditure incurred on the scheme, comprising of 448 Model KVs (as on date), during 1996-97 to 2002-03 amounted to Rs. 5428 lakhs. Audit scrutiny has revealed that the funds for creation/purchase of additional infrastructure in the Model KVs were released on the basis of recommendations from the Regional office and not on the basis of actual requirement. Audit Para has also pointed out several lacunae in the implementation of the MVs scheme, for instance, in nine cases, the same Vidyalayas were declared MVs and excess funds amounting to Rs. 90.14 lakh were released; Rs. 15 lakh was diverted to purposes not covered under the scheme in KV, Kathmandu; in 439 KVs, funds amounting to Rs. 8.39 crore were lying unspent; out of the 420 MVs (as of August 2001), computer education was not being imparted at all in 28 Vidyalayas. Audit Para has also brought out that in 23 Vidyalayas, where computer education was being imparted, no computer instructor was appointed. In 29 schools, computer facility was not been made available

to the students though the funds had been released for purchase of computers. Even basic facilities like junior laboratories had not been set up in 90 Vidyalayas. Playground and multipurpose hall as required under the scheme had also not been developed in several Vidyalayas.

44. When enquired by the Committee as to whether the Model Vidyalaya Scheme was being properly implemented, the Ministry in a written note, have sought to explain the position as under:

“During the period from 1995 to 2001, 448 Kendriya Vidyalayas were made Model Schools and were provided with computers and other facilities in order to create high quality infrastructure. The funds made available to Kendriya Vidyalayas by Ministry of HRD have been fully utilized. The funds for creation/purchase of additional infrastructure in the Model KVs were released on the basis of the recommendations from the Regional Office, who remain in constant touch with the KVs. The recommendations were, therefore, based on actual condition, norms and necessity of standard infrastructure for the identified Model KVs. In some cases, the building could not be completed by the construction agencies within the expected time frame. However, the error of remitting to the KVs without permanent building was immediately rectified on receipt of the information.”

45. On a query whether necessary additional infrastructure as envisaged in the Model KV Scheme has been provided in all the Model KVs, the Committee have been apprised as below:

“Number of Model KVs have been selected as venues for in-service training courses. Junior science labs have been set up in all the Model KVs and they are also having additional infrastructure such as colour TV, VCR, overhead projectors, audio system and photocopier machines.”

46. When asked whether persons of proven merit supported by a committed team of motivated teachers, specially selected for such an assignment, are appointed as Principals of Model KVs, as envisaged in the scheme, the Ministry have stated as:

“According to the scheme, we have posted the Principals and teachers who were capable of managing the Model KVs.”

47. Audit Para has revealed that the “Model Vidyalaya Scheme” was not reviewed after two years of its implementation despite provision in the Scheme. No periodical reports were obtained to watch their progress and to ensure that the Vidyalayas had reached the desired level of excellence. Further, no measurable performance parameters were prescribed to enable the evaluation of these Vidyalayas.

48. When enquired by the Committee on review and monitoring of the Model KV Scheme, the Ministry in a written note have submitted that:

“KVS has reviewed the scheme of Model KVs from time to time. It has been reviewed through annual inspection and monthly progressive report called from the Principal by the region concerned. KVS has also monitored the progress of

scheme though Principal's conference, Assistant Commissioners' Conference, Annual Inspection, monthly progressive report and information received from the KVs regarding utilisation of computer in KVs. KVS has observed that Model Vidyalaya Scheme has brought about transformation in the process in the Kendriya Vidyalayas and the results of Vidyalayas have teaching learning appreciably improved."

49. When further probed by the Committee on this issue during Oral Evidence, the Commissioner, KVS during his deposition conceded that :

"The monitoring should have been much more elaborate and effective. There were some lapses here and there."

50. Further, when asked about access to computers in the Model KVs, the Ministry have informed that:

"In these schools, the use of computer-aided teaching has made lessons interesting to children. The use of Internet has been beneficial to students as well as teachers. The teachers have found the use of OHP, VCR, television, audiocassette recorder in the classroom /resource room very effective in teaching learning process. In these schools the significant shift has been from teaching to learning and the students are learning at their own pace by using Internet facilities in the school."

51. With regard to a pointed query by the Committee on whether Computer teachers have been engaged in the Model KVs and the criteria followed on their selection, the Ministry, in their note, have informed that:

"Since there is no approval of regular post of computer teachers, regular computer teachers have not been appointed in KVS. Computer teachers have been engaged not only in Model KVs but in other KVs as well. The feedback has been received from all 18 Regions and all the Assistant Commissioners have confirmed that qualified and competent computer teachers on contractual basis were appointed by following the prescribed procedures either through school level / cluster level / Regional level advertisements or through Employment Exchanges. The selection was based on their qualification, conceptual and practical competence followed by interview. However, the data received from the Regions reveal that in 37 schools, mostly in the remote locality, the computer teachers, though appointed, could not stay as they left for greener pastures elsewhere. In such schools the arrangement on part time basis was made either through local computer agency or through other neighbouring Kendriya Vidyalayas."

52. When asked to explain their position on the deployment of non-computer teachers for teaching computers, the Ministry in their note have stated that:

"INTEL, on its own, trained non-computer teachers in the KVs as part of their computer aided teaching promotion exercise. These teachers were trained to handle computers and develop computer awareness. However, they were not assigned the responsibilities of taking independent computer classes. Moreover,

the existing teachers of the Vidyalayas were imparted training by the agencies who were engaged to impart computer education to the children under the Scheme of CLASS Project. The services of these trained teachers were also utilized.”

53. In this regard, during the oral evidence tendered before the Committee, the Commissioner, KVS *inter-alia* has informed the Committee that :

“It is a fact that we had no earmarked teachers for computer education. An organisation called INTEL trained around 18,000 teachers in our Sangathan out of 31,000 teachers. Mostly the teachers were trained to handle computers, the basics of computer education. Apart from that, we also have the services of professionals who were engaged on a part-time and contract basis. We pay them on per period basis. An amount of Rs. 70.00 per period is paid to them and they can take five periods a day. Now, we are seeking the approval of the Government. In fact, we will be placing it in coming Board meeting.”

54. On this issue, the Secretary, Department of Secondary and Higher Education has further added as follows:

“Computer teaching professionals may come but they will not stay. It becomes very difficult for us, with the salaries that we give, to retain these people. So, we have a choice. I have seen quite a number of Kendriya Vidyalaya Centres and I must admit that the experience is very varied from excellent to poor, and a lot depends on the teachers. There are two methods which we look at, one is, try and get good people and try and retain them; the other is catch the existing people, train them upto a point.”

55. The Committee desired to know about the mode of purchase of computers for use in the KVs. In a written note, the Ministry have informed as under:

“The computers for Model KVs were procured from M/s. Educational Consultants India Limited, New Delhi, a Government of India Undertaking through the vendors selected by them, under the following terms and conditions:—

- (i) All equipment should have 3 years comprehensive on-site warranty.
- (ii) The latest version of software to be supplied at the time of supply.
- (iii) The software offered should be original and have MS Windows OS/2 warp certification and certification for use on other PCs.
- (iv) Firms should be ISO certified OEMs (Original Equipment Manufacturers) or only their sole representatives in India should quote against this tender.
- (v) Firms must have high quality, professional level teacher training facilities in India.
- (vi) The vendor should provide benchmark rating on standard benchmarking softwares for PCs with the technical specifications.
- (vii) Stand alone systems are to be provided with facility of Ethernet.

- (viii) Two weeks training programme for at least 10 persons from each Model KV at different centres depending upon the location of the Vidyalayas.

Based on the above mentioned criteria, the computers were supplied to Model KVs.”

56. On the question of the status of computers in Model KVs that were functional, the Committee have been informed by the Ministry that out of total no. of 7762 computers installed in the Model KVs, 239 remain non-functional for period ranging from six months to one year and being obsolete, they ought to be written off.

57. Questioned on the efficacy of the Model KV Scheme, the Secretary, Department of Secondary and Higher Education during his deposition before the Committee has stated *viz*:

“There was a lot of enthusiasm for the Scheme. But, over the years, the enthusiasm did wane. In fact, with the coming of EDUSAT, we want each Kendriya Vidyalaya to be fully equipped in every way.”

Academic Performance

58. Kendriya Vidyalayas impart teaching through the Hindi and English medium simultaneously and are affiliated to the CBSE. At the + 2 level, the Vidyalayas impart teaching in the streams of Science, Commerce, Humanities and Vocational Courses. The pass percentage of the students who appear at the CBSE examination from 1997-98 to 2003-04 is as given below:—

Academic Session	CLASS X		CLASS XII	
	KVS	National Average of C.B.S.E.	KVS	National Average of C.B.S.E.
1997-1998	76.80%	63.20%	79.90%	72.60%
1998-1999	77.90%	64.40%	83.10%	74.68%
1999-2000	77.80%	65.40%	83.00%	76.35%
2000-2001	81.08%	66.60%	83.92%	75.20%
2001-2002	85.47%	69.53%	86.40%	75.20%
2002-2003	84.69%	68.02%	88.67%	73.59%
2003-2004	90.45%	76.60%	92.75%	80.40%

59. The Committee desired to know whether any benchmark has been evolved to evaluate the comparative performance of Kendriya Vidyalayas *vis-a-vis* DPS, DAV and other schools. The Ministry in this regard have stated as below:

“No such comprehensive benchmark has been evolved to assess the comparative performance of different sub-systems working in the overall school system. However, CBSE, on the basis of academic result, distinguishes between the specific performance of different systems.”

60. When asked about the comparative performance of KVs, the Ministry informed that based on Board examination results, the Ministry has furnished a detailed note on the comparative performance of KVS and JNV* and independent school results in respect of class-X and XII as below:

Class X	2000	2001	2002	2003	2004
KVS	77.8	81.8	85.55	84.69	90.44
*JNV	87.0	87.0	88.65	88.50	91.43
** Independent Schools	86.4	85.4	85.63	83.39	84.83
Total (CBSE)	65.4	66.6	69.53	68.02	76.60
Class-XII	2000	2001	2002	2003	2004
KVS	83.0	83.9	86.46	88.67	92.75
JNV	83.3	84.2	83.53	85.26	87.68
Independent Schools	84.8	82.9	83.32	81.07	80.46
Total (CBSE)	76.35	75.2	75.20	73.59	80.40

* Jawahar Navodaya Vidyalayas.

** DPS and other Public Schools come in the category of independent schools. It was further informed in this regard that “during the last couple of years, the performance of KVS in terms of results as compared to independent schools has been strikingly better as shown in the table given above.”

Achievements in Sports

61. The Committee further desired to know whether KV students excelled in national sports events and whether any specific projects have been sanctioned for sports promotion. In this connection, the Ministry have explained as follows:

“Sports activities have been a regular feature in the KVS right from the inception of the KVS. In the school time table, 4 periods are earmarked for sports activities for each class per week. KVS organises competitive games at regional and national level wherein talented sports persons and athletes compete with each other in their allotted discipline. Based on their performance the teams are sponsored to take part in SGFI games wherein KVS has been given the status of a State. Provision has also been made at the school level for coaching the teams and talented sports persons by Sports Authority of India’s coaches and others professional coaches.”

62. When asked about the incentives given to sports persons who excel themselves in different disciplines of KVS games and sports, the Committee have been informed by the Ministry in a detailed note as under:

- (i) All individual students who break the previous years’ records in the competitions at the KVS National level are given awards @ Rs.2000/-, Rs.1500/- and Rs.1000/- per head for first three place winners, respectively in Athletics and Swimming.

- (ii) All those students who break the previous years' SGFI records in Athletics and Swimming during the KVS National Meet are awarded a cash prize of Rs.3000/- each.
- (iii) All those students who win gold, silver and bronze medals in the SGFI Meet in Athletics and Swimming are awarded cash prizes of Rs.3000/-, Rs.2000/- and Rs.1000/- respectively.
- (iv) For team games, each member of the KVS teams which win gold, silver and bronze medals in any of the SGFI meets are awarded cash prize of Rs.1000/-, Rs.750/- and Rs.500/- respectively.
- (v) Besides these, for promotion to next higher class, a relaxation of a total of 25 marks spread over all subjects is granted to a student who has participated in the KVS and SGFI meets.
- (vi) Regional Sports Control Board and KVS Sports Control Board give financial aid to schools from time to time to develop games and sports facilities in school".

63. When enquired about the significant and notable achievements of KV's students in sports during evidence, the Ministry have stated as :

“At National and International level, KVS students have won laurels; the most recent achievement is that of Major R.S.Rathore, who won Olympic silver medal in shooting. Similarly, Jaspal Rana has won many national and international laurels.”

Infrastructural facilities

64. Kendriya Vidyalayas are opened in the Civil Sector on the recommendations of various Ministries/Departments of Central Govt./State Govt., or the Central Govt. Employees Welfare Co-ordination Committee. Similarly, they are opened on the recommendations of the Ministry of Defence in the Defence Sector. Kendriya Vidyalayas are also opened in the Institutes of Higher learning and also in Project Sector where the recurring and non-recurring expenditure is fully met by the sponsoring project authorities.

65. As per the Ministry, there are 933 Kendriya Vidyalayas at present. The distribution of these Vidyalayas in the different sectors is as under:

Sector	No. of KV's
(i) Defence	350
(ii) Civil	453
(iii) Project & Institutes of Higher Learning (Project – 112; Higher Learning – 18)	130
Total	933

Out of this, 215 Kendriya Vidyalayas are functioning from temporary buildings.

66. Norms have been laid down by the Ministry for deciding the location for the new schools in Civil and Defence Sectors. According to these norms, there should be

a concentration of at least 1000 employees of the Defence or Civil Services at such location and there should be at least 200 children (500 in the case of big cities) willing to be enrolled in different classes in the proposed Kendriya Vidyalaya. Besides the sponsoring authority should provide 15 acres of land free of cost, make available free of rent or on a nominal rent temporary accommodation to house the school till such time the KVS can build its own building for the school on the land allotted to it. The sponsoring authority should also provide residential accommodation for at least 50% of the staff in places where alternate accommodation is not available within reasonable distance from the school.

67. KVS is required to provide permanent school buildings to the KVs running under Civil/Defence sector and the project authorities provide these facilities for KVs, which function under project sector. However, Audit Para has brought out that out of 770 KVs, 259 KVs functioned from temporary accommodation, depriving the students of proper school environment and facilities essential for overall development of the children. Further, under the project sector, in 63 cases land had not been transferred to the KVS by the sponsoring authority and the delay in transfer of land ranged from 1 to 35 years. The Audit further reveals that in 34 KVs, there was lack of basic requirements for students such as playground, separate laboratories, sewerage, first-aid facilities, drinking water, toilets etc.

68. The Committee sought to know the reasons for some of the Kendriya Vidyalayas functioning in temporary accommodation. The Ministry in a written note, have furnished the position as under:

“Temporary accommodation does not mean that these are not functional for proper teaching/learning. Some of such sponsors buildings are as good as permanent buildings. At the time of opening of a K.V., the accommodation for running the Vidyalaya offered by sponsoring authority is inspected by the Assistant Commissioner, KVS concerned and in case of any deficiency, the issue is sorted out before sanction for opening of the KV is issued. Moreover, even after opening of KV, if there is any problem, the same is attended by sponsoring authority, as the students, in the KV, are wards of their own employees and in case of any problem, there will be resentment in their own establishment. Efforts from KVS side is quite regular and prompt as each case is being pursued vigorously. No case can be cited, where there is any delay on part of KVS about allotment of land. The observation of Audit that 259 KVs functioning in temporary accommodation, thus depriving the students of proper environment and facilities essential for overall development of children, is not correct. Moreover, this aspect is of utmost concern and directly related to Sponsoring Authorities rather than to KVS. KVS has not taken any time for planning and issuing sanction for construction of school building, after the land is transferred by the sponsoring authority. Regarding the observation of Audit about delay in transfer of land in about 40 cases ranging from 1 to 35 years. The process of transfer of land is a continuous exercise and many cases are being cleared from time to time by the respective Sponsoring Authorities on account of vigorous efforts of KVS. Very few cases are pending since 1977 *i.e.* 26 years old, but not 35 years old, except

one isolated case of KV Dhanbad (1973). In spite of all above factors, the pace of land transfer remained fast due to taking up each case at various levels. For example 186 cases of land transfer were pending during 1994-95, whereas at present only 40 cases are pending. Thus 146 cases were cleared during this 9 years period, which is record in itself.”

69. On the issue regarding requirement of 15 acres plot of land for construction of a KV, the Committee were informed by the Ministry that :

“The requirement of 15 acres plot of land is not mandatory, but only desirable, to develop an ideal campus. This aspect is more relevant to the Sponsoring Authorities rather than to KVS. The type of facilities sponsors intend to provide for their wards depends on the location adjoining extent of land being provided to KVS. In case, they themselves are not interested or not in a position to provide an adequate properly located, well-developed suitable land in their campus specially when KVs opened at their request, KVS is left with no option except to agree with the plot of land being provided by them. Moreover, KVS is only a service organisation for providing Education to the children and has no other stake in the establishment of sponsoring authority except making successive requests.”

70. During evidence, the Commissioner, KVS further clarified in this regard that:

“Having reconsidered the whole matter, I am taking it to the Board. There is a slab system. Even in rural areas we find that it is very difficult to get 15 acres of land in one patch. So, perhaps we will bring it down to 10 acres. For the metros, it could be four acres.”

71. When asked by the Committee about provision of basic facilities in KVs like playground, separate labs for physics, chemistry, biology and computers, sewerage and drinking water, first-aid facility, boundary wall and toilets, the Ministry have stated that “efforts were being made to provide necessary infrastructure to all the vidyalayas.”

72. During the oral evidence, the Committee also enquired about facilities like Swimming pool/Gyms constructed on BOT basis in the KV premises. In this regard, the Secretary, Department of Secondary and Higher Education during his deposition stated that :

“The previous Administration of Kendriya Vidyalayas tried by trying to work out public-private partnership for swimming pools, for tennis courts. As the Hon’ble Member said, the idea may have been laudable but the method was rather irregular. And we are trying to repair the damage on that issue.”

73. In a subsequent written note, the Ministry furnished the following details regarding this scheme:

“The scheme for construction of Swimming Pools and Gymnasias on Build, Operate and Transfer (BOT) basis was approved by the Academic Advisory Committee of the KVs on 29.08.1999. This was later on approved by the Board Of Governors of KVS on 07.12.1999. The scheme envisaged that private parties

would be allowed to construct Swimming Pools and Gymanasia in Kendriya Vidyalayas with their own funds. The KV students will be allowed to use these facilities during school hours free of charge. Thereafter, the Concessionaires will use these facilities commercially. This arrangement would be for a period of 30 years whereafter all the facilities created would be transferred over to the school.”

74. KVS, in a written note, have furnished the latest position to the Committee in this regard as follows:

“The scheme was recently discussed by the Board of Governors of KVS on 22.03.2005. The following decisions were taken:

- (i) The locations where Swimming Pools/Gyms are functional, may be allowed to function for the time being. However, the Principals of such Vidyalayas may be asked to negotiate with the Concessionaire on individual basis to find out the modalities for terminating the contract/reducing the period of the contract.
- (ii) The locations where construction of Swimming Pools/Gyms has not yet started, the Board ratified the action of the Sangathan in keeping the construction work in abeyance. However, the Board desired that steps may be initiated by KVS for amicably resolving the issue and terminating the contract in these cases.”

75. The Committee desired to know about the proposal for opening KVs in backward areas. In this regard, during the oral evidence, the Secretary, Department of Secondary & Higher Education stated that :

“Currently, the thinking is that in view of the increased demand for Kendriya Vidyalayas, there appears to be diversion from the original vision of creating Kendriya Vidyalayas for Central Government employees. There is a view that the Sangathan provides reasonable quality education at an affordable cost and that some of the move backward areas should be covered. In pursuance of this directive, we held a meeting recently in which we called the officers from the Planning Commission Rural Development, Social Justice and Tribal Affairs. We tried to look at the Composition of different backward groups –tribals, scheduled castes, Minorities, OBCs and even persons with liabilities. We tried to super-impose different maps on each group including the BPL families and tried to identify 50 districts. We are, I admit, departing from the original concept and diluting that.”

76. He further stated :

“The point is well taken that if we expand indiscriminately, we will weaken our administration. There should be a measured expansion because there is a trade-off involved.”

77. In this backdrop, the Committee sought to know the purpose regarding opening of new KVs in tribal/backward areas and the criteria of admissions in these Vidyalayas. The Ministry in a subsequent written note, have stated as follows in this regard that:

“Under the Common Minimum Programme of the UPA Govt. *i.e.* under the Scheme of expansion of Secondary Education, the Govt. of India is planning to open new Kendriya Vidyalayas all over the country in such districts which have no Kendriya Vidyalaya and are having minority concentration/SC female literacy less than 10% and areas covered under ITDP/Schedule V/Schedule VI.”

Furthermore, the priorities in admissions have been stated as:—

1. Children of transferable Central Govt. Employees.
2. Children of non-transferable Central Govt. employees including ex-servicemen.
3. Children of transferable and non-transferable employees of Autonomous Bodies/ Public Sector Undertakings/Institutes of Higher Learning of the GOI.
4. Children of transferable State Govt. employees.
5. Children of non-transferable employees of the State Government.
6. Children of transferable and non-transferable employees of the autonomous bodies/Public Sector Undertakings/Institute of Higher Learning of State Government.
7. Children from any other category.

Supervision, Monitoring and Control : Meetings of Advisory and Regulatory Bodies

78. The KVS functions through its General Body called the Sangathan, its executive Committee called the Board which are headed by the Minister of Human Resource Development. The Board is assisted by three standing Committees constituted by it *viz.* the Finance Committee, the Academic Advisory Committee and the Works Committee. The General Body is required to meet at least once in a year, the Board of Governors thrice a year and its meetings should be preceded by the meetings of the three Standing Committees. The meetings of these Committees held between 1st April, 1997 to 31st March, 2003 were far below the stipulated numbers as shown below:

Sl. No.	Name of the Committee	Frequency of meetings to be held	No. of meetings actually held (per cent Shortfall)					
			1997-98	1998-99	1999-00	2000-01	2001-02	2002-03
1.	General Body	1	Nil (100%)	1 (nil)	1 (nil)	Nil (100%)	Nil (100%)	Nil (100%)
2.	Board of Governors	3	Nil (100%)	3 (nil)	2(33%)	2(33%)	1(67%)	Nil (100%)
3.	Finance Committee	3	1(67%)	2(33%)	1(67%)	2(33%)	2(33%)	1(67%)
4.	Academic Advisory	3	1(67%)	2(33%)	1(67%)	2(33%)	1(67%)	2(33%)
5.	Works	3	1(67%)	2(33%)	1(67%)	1(67%)	1(67%)	1(67%)

79. Audit scrutiny has revealed that the Core Committees of the Kendriya Vidyalaya Sangathan were not meeting regularly. The General Body had met only during 1998-99 and 1999-2000 and thereafter no meeting was held. Similarly, the Board of Governors meetings were also not being held as required and the meetings of the Standing Committees were held even less than the number of meetings of the Board. The meetings of the three Standing Committees were not being held before the meetings of the Board of Governors. It was also observed that the minutes of the meetings of the Works Committee held on 27 December, 2002, Finance Committee on 12 December, 2001 and 30 December, 2002 and Academic Advisory Committee on 22 November, 2001, 15 January, 2002, 7 October, 2002 and 13 January, 2003 were not placed before the Board of Governors for confirmation as it did not meet after September, 2001. The large shortfall in the meetings of the Core Committees indicated lack of monitoring and control of the Sangathan over the functioning of KVS.

80. When the Committee enquired about the Core Committee Meetings of the KVS not being held in the prescribed periodicity, they were informed as follows:

“As per the Memorandum of Association (MOA) and Rules of the Sangathan prevailing at that time, the Board of Governors is to meet whenever desired by the Chairman, KVS. The frequency of the meetings for the sub-committees is not specified as they can meet any number of times as per priorities of the items to be discussed therein and convenience of the Chairman of such Committees. The meeting of the Sangathan shall be held at least once in year at such time, date and place as may be determined by the Chairman to consider the Annual Report including Annual Accounts of the Sangathan. It is a fact that no meeting of the Board of Governors could take place after 07.09.2001. However, to avoid similar situation, in future, the Board of Governors of the Sangathan, in its meeting held on 4.10.2004 has decided that there should not be a gap of more than six months between two meetings of the Board of Governors. Thus, henceforth, minimum two meetings of the Board of Governors shall take place. The latest meeting of the Board of Governors as well as the General Body took place on 22nd February, 2005. Thus, the Sangathan has already taken steps in the light of the observations of the audit to conduct regular meetings of the Core Committees.”

Regional Advisory Committees

81. In April, 1987 the Board of Governors decided that Regional Advisory Committee would be constituted in every region for periodically monitoring and reviewing the general functioning of the KVs and their academic performance. The Regional Advisory Committee has 12 members and is to be headed by the Education Secretary of the State Government or of the Union Territory concerned.

82. Audit scrutiny has revealed that the Regional Advisory Committee was functional in only one out of 17 regions test-checked by them. Audit test-checked records of 17 Regional Offices further revealed that in eight Regional Offices, no Regional Advisory Committee had been constituted and in six other Regional Offices, Regional Advisory Committees were constituted but no meetings were held. Regional Advisory Committee was functional only in Chandigarh Region. Regional Advisory

Committee at Hyderabad was set up in October, 2000, but no meeting was held after 2001-02.

83. When the Committee enquired about the functioning of the Regional Advisory Committees, the Ministry have furnished the following information :

“The Regional Offices, where Regional Advisory Committees has not been constituted, have been reminded to do the needful. The Regional Offices where periodical meetings of Regional Advisory Committees have not been convened have also been directed to hold the meetings regularly.”

Vidyalaya Management Committees

84. The Sangathan constitutes a Vidyalaya Management Committee (VMC) for each KV for its general supervision and day-to-day management. The VMC should meet at least three times in a year.

85. Audit scrutiny has revealed that there were shortfalls in meetings of VMC ranging from 4 to 83 per cent. Audit test-checked records of 28 States comprising 163 KVs revealed that in 139 KVs of 27 States the shortfall in meetings of VMC ranged from 4 per cent (Chhattisgarh) to 83 per cent (Jharkhand) during the period 1997-98 to 2002-03.

86. On the constitution and functioning of the Vidyalaya Management Committees, the Ministry have furnished the following information to the Committee:

“All the Kendriya Vidyalayas have been advised to abide by the provisions made in Chapter-IV (Article 35) of “Education Code” for Kendriya Vidyalayas and to ensure the mandatory meetings of Vidyalaya Management Committee.”

Annexure - I**FINANCIAL POSITION OF KVS**

(Rs.in Crores)

Year		Opening Balance	Grant Received	Internal Receipt	Total Receipt	Expen- diture	Unspent funds
1997-98	Plan	26.57	39.20	-	65.77	60.83	4.94
	Non-plan	47.95	356.00	15.53	419.48	355.49	63.99
1998-99	Plan	4.94	87.98	-	92.92	70.20	22.72
	Non-plan	63.99	435.00	25.42	524.41	444.66	79.75
1999-00	Plan	22.72	87.90	-	110.62	69.83	40.79
	Non-plan	79.75	454.81	30.56	565.12	466.73	98.39
2000-01	Plan	40.79	95.00	-	135.79	124.52	11.27
	Non-plan	98.39	477.20	30.18	605.77	485.91	119.86
2001-02	Plan	11.27	81.10	0.56	92.93	87.40	5.53
	Non-plan	119.86	481.14	31.57	632.57	521.67	110.90
2002-03	Plan	5.53	85.00	-	90.53	87.98	2.55
	Non-plan	110.90	544.77	32.74	688.41	560.41	128.00

OBSERVATIONS/RECOMMENDATIONS

87. The Government of India had approved the scheme of Kendriya Vidyalaya Sangathan (KVS) in 1962 on the Recommendations of the Second Central Pay Commission. In 1965, an autonomous body – Kendriya Vidyalaya Sangathan was established under the Societies Registration Act, XXI of 1860, which took over the task of opening and managing the Central Schools, henceforth called Kendriya Vidyalayas (KVs). The Sangathan is wholly financed by the Government of India. The objective of this scheme was to set up and monitor the Kendriya Vidyalayas to cater to the educational needs of the children of transferable Central Government employees including Defence personnel by providing a common minimum programme for education. This Sangathan was expected to initiate and promote experimentation and innovation in school education in collaboration with Central Board of Secondary Education (CBSE) and National Council of Educational Research and Training (NCERT). The Sangathan has established 933 Kendriya Vidyalayas with about 7.26 lakh students in its rolls.

88. While the Kendriya Vidyalaya Sangathan had been set up to pursue excellence and set a pace in the field of education, they did not exercise proper control and monitoring over implementation of their academic and organisational activities, with the result that the objectives of setting up of the Sangathan could not be fully achieved. Various deficiencies/ shortcomings in the working of the Sangathan have been brought out in the Audit review, which was conducted on sample checking of records of Kendriya Vidyalaya Sangathan (Headquarters), 17 Regional offices and 163 Kendriya Vidyalayas, covering the period from 1997-98 to 2002-03. These have been discussed in the succeeding paragraphs.

89. The Kendriya Vidyalaya Sangathan is financed out of the Non-Plan and Plan budget of the Ministry of Human Resource Development (Department of Secondary and Higher Education). Although, there were small unspent balances on the Plan Expenditure side, large funds under Non-Plan head remained unspent and ranged from 63.99 crores in 1997- 98 to Rs. 128.00 crores in 2002-03. If the contention of the Kendriya Vidyalaya Sangathan that the Ministry permitted them to retain the unspent balances to disburse the salaries and pension of two months i.e. March and April of the next Financial Year is accepted, the fact however remains that the extent of funds retained by the Sangathan each year on the Non-Plan side was substantially higher than the requirements of disbursements of salaries and pension during March and April. The Committee hope that the Sangathan will look into this aspect and manage their finances prudently and with great propriety so that unspent balances are commensurate with the requirements and there is no scope for diversion and mis-utilisation of funds.

90. A disquieting feature of the availability and management of finances is the fact that whereas there were unspent balances on the Non-Plan Expenditure, the

Kendriya Vidyalaya Sangathan did not receive the amount eventually as asked for in the Revised Estimates for Plan Expenditure. This is evident from the fact that during the period 2002-03 to 2004-05, there was shortfall to the tune of Rs. 65.00 crore, Rs. 13.91 crore and Rs. 60.00 crore respectively in the amounts that were received for Plan Expenditure. The Committee apprehend the adverse impact such large shortfalls in the receipt of Plan grant may have on the construction schedule of the buildings and for making available infrastructure for the Kendriya Vidyalayas across the country. They, therefore, desire that the Ministry of Human Resource Development (Department of Secondary and Higher Education) should look into this aspect and ensure that in future Kendriya Vidyalayas do not face financial constraints in respect of Plan expenditure required by them.

91. The Committee find that the expenditure on project schools, which are run by the Kendriya Vidyalaya Sangathan on behalf of various PSUs and Institutes of Higher Learning is to be met, in full, by these sponsoring bodies. Funds covering six months' requirement are to be deposited with the Sangathan in advance in the month of April and October each year. Audit scrutiny has revealed that the Sangathan had incurred expenditure of Rs. 26.52 crore in excess of the funds received from the sponsoring bodies by diverting funds out of the grants received from the Ministry to meet the expenditure on account of project schools. The Secretary, Department of Secondary and Higher Education admitted during evidence that "money was diverted". According to the Kendriya Vidyalaya Sangathan, a sum of Rs. 14.40 crore was due from the sponsoring agencies of the project Vidyalayas which have already been closed down and a sum of Rs. 12.73 crore was outstanding from the project schools which are functioning. The KVS has explained that the sponsoring authorities could not settle the dues since many of these public sector undertakings became sick and were unable to meet the financial commitments. As regards the settlement of these dues, the Sangathan is stated to have submitted a detailed proposal to the Department of Secondary & Higher Education for consideration of the Committee of Secretaries. The Committee desire that this matter be resolved early by the Department in coordination with other related Departments of Government of India with a view to recovering the amount due to the Sangathan.

92. The Committee note that according to the terms and conditions of the agreement for opening of project schools, in the event of violation of terms and conditions by the sponsoring authority, the Sangathan has the right to close down the Vidyalayas and examine the distribution of assets and liabilities in consultation with Government of India. 28 project schools, which were closed from 1997-98 to 2002-03 were required to pay Rs. 11.84 crore to the Sangathan as on 31 March, 2003 on account of short-deposit of expenditure incurred on them. The assets of these closed project schools were transferred by the Sangathan to the concerned sponsoring bodies without effecting recoveries of outstanding dues. The Kendriya Vidyalaya Sangathan justified the transfer of assets by stating that in the absence of ownership/title of the assets, they could not dispose of such assets towards recovery of dues from the sponsoring authorities and that if the assets are retained by the Sangathan for recovery of dues, they have to bear the recurring and non-recurring expenditure on running of these Vidyalayas and also to face litigation. The Committee do not find this reply tenable as

the agreement provides that in case of violation of terms and conditions, the Sangathan has a right to distribution of assets in consultation with the Government of India. The fact that this was not done is regrettable. The Committee would like the Sangathan to be cautious in future and also re-consider their policy of opening and running such project schools involving PSUs so as to avoid recurrence of such instances.

93. Vidyalaya Vikas Nidhi (VVN) fund was created by the Kendriya Vidyalaya Sangathan in April 2000 by merging the pupil fund, maintenance and development fund and science fund in each Kendriya Vidyalaya. The fund was maintained out of monthly contributions received from the students for maintenance and development of the respective Vidyalayas. All expenditure of the Vidyalaya other than salaries, office expenses and construction/repairs of staff quarters were to be met out of this fund. The fund was required to be kept in a separate bank account and as far as possible, a year's collection was to be utilised within the same year by way of well-planned programmes for the development of the concerned Vidyalaya. The Committee regret to observe that the Kendriya Vidyalayas were not able to utilise these funds available with them under the Vidyalaya Vikas Nidhi. This resulted in savings ranging from 30 to 67 per cent during 2000-01 (Sikkim - 30 per cent and Jammu & Kashmir - 67 per cent) and, 30 to 62 per cent in 2001-2002 (Sikkim-30 per cent and Jammu & Kashmir – 62 per cent). The Committee regret to observe that despite the inability of the Vidyalayas to fully utilise the VVN fund, the KVS enhanced the monthly rates of contribution from Rs. 100 to Rs. 120 from all the students and Rs. 125 to Rs. 150 for science students of classes XI & XII from April 2002. What is surprising is the fact that Kendriya Vidyalaya Sangathan issued instructions to transfer the surplus funds lying with the Vidyalayas as on 31 March 2002 to their respective Regional Offices, which would utilise the funds for purchase of land for new Kendriya Vidyalayas, construction of additional sections and purchase of furniture under their region irrespective of the KVs which had contributed to this fund. This action of KVS was in violation of VVN Rules according to which the funds collected from the students were to be administered exclusively for the purpose of maintenance and development of their Vidyalayas. The Secretary, Department of Secondary & Higher Education, however, conceded during evidence that they were guilty of trying to expand by using money collected from a particular school. He admitted that “this went against the principle of raising resources because if resources are raised from a particular school, it is imperative that the people who contribute know where their money is going and they have the stake.” The Committee are inclined to conclude that this instance is illustrative of the Sangathan's efforts to sacrifice maintenance & development of individual Vidyalayas out of the funds collected from their students at the altar of expansion. What is further disturbing to note is that despite Vidyalaya Vikas Nidhi not being utilised fully, monthly contributions from students were enhanced by Kendriya Vidyalaya Sangathan. The Committee cannot but deplore the inadequate delegation of financial powers to the Vidyalayas for proper utilisation of the fund on the one hand and faulty administrative decision making at the Regional/Hqrs. level on the other. The Committee would like to emphasise the need for full utilisation of the Vidyalaya Vikas Nidhi at the level of each Vidyalaya so that the contributions received from the students are optimally utilised exclusively for the maintenance and development of their own Vidyalaya.

94. The Sangathan has laid down certain priorities for admission of students in Kendriya Vidyalayas. The first priority, according to them, is assigned to children of transferable Central Government employees including ex-servicemen, and second priority is for the children of non-transferable Central Government employees (including ex-servicemen). The other five priorities include children of transferable and non-transferable employees of Autonomous Bodies, Public Sector Undertakings etc of Government of India, children of transferable State Government employees, children of non-transferable employees of State Government, Children of employees of Autonomous Bodies, Public Sector Undertakings of State Government and lastly children from any other category. In addition, 15 seats for RAW, 35 seats for MEA and 100 seats for the Ministry of HRD are allocated over and above the sanctioned strength. The Committee are, however, concerned to note that the percentage of admissions made under the topmost priority has been decreasing over the years. This is evident from the fact that the percentage of admission under this category during the year 2001-2002 was 56.67% and this gradually declined to 55.40% in 2002-2003, 43.25% in 2003-2004 and 43.21% in 2004-2005. On the other hand, the percentage of admission under the last priority has been gradually increasing during the aforesaid period. It was only a meagre 1.32% in 2001-2002, which sharply increased to 17.65% in 2002-2003 and to 25.84% in 2003-2004 while somewhat plateauing off at 23.97% in 2004-2005. The trend of admissions, which does not seem to correspond to the priorities fixed, indicate that extraneous consideration seem to have weighed with the concerned authorities while admitting students to KVs. The Committee would like to be apprised about the precise reasons for not adhering to the priority schedule.

95. As regards the recruitment of teaching and non-teaching posts, the Sangathan at regional level, was short-listing the candidates on academic performance and teaching experience and by conducting the interviews. However, in response to the recommendations of the Shelja Committee constituted by the Ministry of HRD, it was later decided to conduct recruitment centrally through open advertisement. The process included short-listing the candidates through objective and descriptive type examination followed by interview. Conducting of examination in this regard was outsourced to Educational Consultants of India Ltd. (Edcil), an enterprise under the control of Ministry of HRD. However, in response to open tender, a private agency, namely A.O.K. Security Services Ltd. was awarded a contract for conducting the examination for the years 2002-2003 and 2003-04. Surprisingly, for the subsequent year, *i.e.* 2004-05, repeat order was assigned to this agency again without taking recourse to fresh tender.

The Committee have now been informed that the Ministry of HRD has directed the Sangathan to assign the job of recruitment again to M/s Edcil during the current year. The Committee seek a factual report from the Ministry of HRD on the circumstances under which Educational Consultants of India Ltd. were disregarded for award of the job of recruitment in the year 2002 in favour of a private agency and then re-considered for this job again in the year 2005. The Committee would also like to be satisfied as to why the change was considered appropriate and beneficial to the recruitment process of teaching and non-teaching staff. The Committee hope

that the Ministry would ensure that only organisations with credibility and a proven track record are selected for conducting recruitment examinations.

96. Under the Transfer Guidelines issued by the KVS in January, 2005, although all the employees of the KVS are liable to be transferred at any time, no transfers will be made, other than on administrative ground or on request made by the teachers, outside the region identified for the purpose by KVS, except for the reasons/ circumstances explained under Clause 10(2) of the guidelines. During his deposition before the Committee, the Secretary, Department of Secondary & Higher Education sought to assure the Committee in this regard that their attempt has been to minimize the hardship of the teachers and they would not be transferred against their will, unless there is a very valid reason to do so. The Committee were given to understand that the Sangathan is now following the philosophy of treating a teacher as a part of the community and therefore if teachers wish to stay on throughout their career in one school and if they are willing to forego their promotions, they can do so. The Committee do appreciate this approach of treating teachers as a part of the Community. They, however desire that the Sangathan should suitably simplify and modify their Transfer Guidelines to reflect this liberal viewpoint. The Committee would also expect the Department to consider sympathetically the cases of teachers/staff whose services were terminated due to their absence from duty without leave for more than 15 days on account of their transfer to far-flung areas under the transfer policy of the year 2000.

97. As regards the student-teacher ratio in the Kendriya Vidyalayas, the Committee note that as against total number of students of 7,87,251, the sanctioned posts of teachers were 33,528 at the end of March, 2004. Based on this data, the Sangathan has taken the stand that the student-teacher ratio comes to 1:24, which is comparable to other reputed educational institutions like DPS and DAV. The Committee have been given to understand that the sanctioned strength of posts of teachers was reduced to 28,549 in the year 2004-2005 from 33,529 in 2003-2004. During this period, some teachers were declared "surplus" by increasing the workload of teachers. These teachers were to be adjusted in the 200 newly opened sections in existing Kendriya Vidyalayas and in 100 new Kendriya Vidyalayas then proposed. Considering the fact that sanctioned strength of the teachers has decreased as on 31st March, 2005, the student-teacher ratio would be higher than that stated by the Sangathan. Further, as the student-teacher ratio worked out by the Sangathan is based on the sanctioned posts of teachers and not on their effective strength, the actual student-teacher ratio would be still higher. The Committee, therefore, recommend that the work pressure on the teachers, a fact also conceded by the Secretary, Ministry of Human Resource Development (Department of Secondary and Higher Education) during evidence, requires to be reassessed in a realistic manner in order to ensure that the teachers are able to pay adequate attention to their students and remain motivated to provide quality education to them. Accordingly, the total strength of the teachers needs to be reviewed judiciously. As according to KVS, there are 1464 vacancies as on 31 March, 2005, the Committee desire that these vacancies should be filled up expeditiously so as to lighten the workload of teachers which would help them to pay greater attention to the students.

98. The Kendriya Vidyalaya Sangathan organizes induction, in-service and refresher training courses with a view to cover all the teachers in a cycle of 6 years. The teachers' training was, however, not given proper attention by the Sangathan as there was shortfall in the number of teachers trained ranging from 40 to 47 per cent during the period 1997-98 to 2001-2002. The Sangathan attributed this shortfall to the fact that the teachers, who were imparted training during the last six years, were given second priority for the training courses organized by the NCERT and a few courses organized by the Sangathan. The Committee further note that though the Sangathan had decided to establish five Zonal Training Institutes at Gwalior, Mumbai, Mysore, Chandigarh and Kolkata for training of teachers and other categories of staff, only three of the Zonal Training Institutes have started functioning so far at Gwalior, Mumbai and Mysore. According to the Sangathan, due to resource constraints, they have decided to make only three Training Institutes fully functional. The Committee are inclined to conclude that the Kendriya Vidyalaya Sangathan have not paid the desired attention to the training needs of the teachers by allocating sufficient funds to implement their decision to establish the five Zonal Training Institutes. The Committee hope early steps would be taken to ensure that all Zonal Training Institutes are made fully functional and that the teachers receive the necessary training regularly in an organized manner. The Committee would expect the Ministry of HRD to remove the administrative or financial constraints, if any, faced by the Sangathan on this count.

99. In March 1996, the Kendriya Vidyalaya Sangathan started the scheme of "Model Vidyalayas" with the objective of identifying and developing select Kendriya Vidyalayas into model educational institutions having well-equipped infrastructure with computers, overhead projectors, colour T.Vs., junior science labs, well-equipped libraries, workshops, playgrounds etc. The Model Vidyalayas were required to develop innovative programmes for improving the quality of education and their progress was to be monitored at the Sangathan Headquarters. In this regard, the Committee note that although an expenditure of Rs. 54.28 crore was incurred on this scheme for 448 Model Kendriya Vidyalayas, several shortcomings were detected by Audit in the actual implementation of this scheme wherein the required additional facilities were not created in many Vidyalayas declared as "Model Vidyalayas". For instance, in nine cases the same Vidyalayas were declared as "Model Vidyalayas" and excess funds amounting to Rs. 90.14 lakh were released. Further, in several Model Vidyalayas, funds amounting to Rs. 8.39 crore were lying unspent. Computer education was not being imparted at all in 28 Vidyalayas declared as "Model Vidyalayas", whereas, in 23 "Model Vidyalayas", where computer education was being imparted, no computer instructor was appointed. Furthermore, in 29 "Model Vidyalayas", computer facility was not being made available to the students though the funds had been released for purchase of computers. Even basic facilities like junior laboratories, playground and multipurpose hall as envisaged in the scheme had not been developed in several of the Vidyalayas declared as "Model Vidyalayas". The Committee are surprised to note that funds for creation/purchase of additional infrastructure in the "Model Vidyalayas" were released on the basis of recommendations from the Regional Office and not on the basis of actual requirement.

The Sangathan, therefore, has admitted that “the monitoring should have been much more elaborate and effective and there were some lapses here and there.”

As per the advice of the Expenditure Finance Committee, the scheme of Model Kendriya Vidyalayas was to be reviewed after 2 years of its implementation, which has not been done so far. While appreciating the concept of Model Kendriya Vidyalayas, the Committee would like to point out that the Sangathan should not have waited for Audit to point out such lapses and there ought to be an inherent mechanism in the system to detect such lapses with a view to taking corrective action. The Committee hope that expeditious action would now be taken to review the scheme with a view to identifying and rectifying its shortcomings as well as to evaluate whether the objectives behind selecting KVs for development as Model Kendriya Vidyalayas have been achieved. The Committee also expect that an effective monitoring/control system would be put in place to oversee that the very purpose of setting up the Model Vidyalayas is not defeated.

100. Although computer-aided education has become a significant part of schooling of late, the Committee are constrained to point out that out of 7762 computers installed in the Model Vidyalayas, 239 were non-functional and remained so for a period ranging from six months to one year. From this, the Committee can imagine very well the state of affairs of installation of computers and their functioning in non-Model Vidyalayas. The Committee are, therefore, unhappy over such a scenario, which quite obviously, is depriving the students from learning such an essential skill in the present day academic environment. They, therefore, recommend that the Kendriya Vidyalaya Sangathan should ensure in right earnest that at least the identified Model Vidyalayas are fully equipped with computers and steps are taken to ensure their continuous functioning. In this regard, the Committee further desire that the terms and conditions agreed with the vendors providing computers for Model Kendriya Vidyalayas to the Sangathan should be strictly enforced and any laxity/default on their part must be taken note of so as to take remedial/penal action. The Committee also urge Kendriya Vidyalaya Sangathan to direct the individual School authorities to monitor maintenance and updating of computers on a regular basis so as to keep pace with the latest advancements in this field.

101. What has surprised the Committee is the fact that KVs do not have computer teachers as there are no sanctioned/regular posts for this subject. Only some *ad-hoc* arrangement seems to have been made for computer teachers and Sangathan has not treated with due seriousness the issue of regular appointment of teachers (by creating regular posts) to teach computer education as a subject in the Kendriya Vidyalayas. This is evident from the fact that an organization called INTEL is stated to have trained around 18,000 non-computer teachers in the handling of computers and basics of computer education. Apart from that, KVS also hired the services of professional computer teachers on a contractual basis through school level/cluster level/regional level advertisements by the Employment Exchanges. The Committee feel that Sangathan should immediately approach the Ministry of HRD for creation of regular posts of computer teachers in Kendriya Vidyalayas.

102. Regarding overall academic performance of the Kendriya Vidyalayas, KVS has contended that students of the Kendriya Vidyalayas have performed better than private schools at Board level during the year 2004. Kendriya Vidyalaya Sangathan has claimed that the pass percentage of the Vidyalayas at the X Board exam in 2004 was 90.44, while it was 84.83 for independent schools like DPS. The corresponding figures for XII Board exam was 92.75% for Kendriya Vidyalayas and 80.46 for schools like DPS. The Committee feel that in the absence of figures of average percentage of marks secured by the students of Kendriya Vidyalayas in the Board exams, it is not possible to take a more comprehensive view on the performance of the Kendriya Vidyalayas. The Committee hope and desire that the average percentage of marks in all subjects as well as in individual subjects secured by Kendriya Vidyalaya students in the Board exams should also compare favourably with that of other schools. They would like to be apprised about the performance of KVs in this regard *vis-à-vis* other schools like DPS.

103. The Committee have been given to understand that Kendriya Vidyalayas are opened in the civil sector on the recommendations of different Ministries/Departments of Central Government/ State Government or the Central Government Employees Welfare Coordination Committee. Similarly, they are opened on the recommendations of the Ministry of Defence in the defence sector. Kendriya Vidyalayas are also opened in the Institutes of Higher Learning and in the Project Sector. According to the norms laid down for the location of new Kendriya Vidyalayas, the sponsoring authority should provide 15 acres of land free of cost and make available, free of rent or on a nominal rent, temporary accommodation to house the school till such time the Sangathan can build its own building for the school on the land allotted to it. Audit has pointed out that out of 770 Kendriya Vidyalayas, 259 Kendriya Vidyalayas functioned from temporary accommodation and there was inordinate delay in land transfers to the Sangathan. According to KVS, 215 Kendriya Vidyalayas at present are functioning in temporary accommodation and permanent buildings had to be constructed for them. The Sangathan contended that permanent buildings could not be constructed due to delayed transfer of land to the Sangathan. The Committee have now been informed that they have achieved some progress on this front and 146 cases of land transfer have been cleared so far. As there has been inordinate delay in land transfers, the Committee would like the Ministry of HRD to take the initiative and coordinate with other Departments to get land transfers to the Sangathan expedited so that all the Kendriya Vidyalayas could be housed in permanent buildings. Wherever land transfers have already taken place, the Committee would expect the Sangathan to commence construction of buildings without further loss of time and provide them with the necessary infrastructure.

104. With regard to provision of necessary infrastructure/facilities, the Committee note that the scheme for construction of swimming pools and gymnasias on Build, Operate and Transfer (BOT) basis in the premises of Kendriya Vidyalayas envisaged that private parties would be allowed to undertake the construction with their own funds. The students of Kendriya Vidyalayas were to be allowed to use these facilities during school hours free of charge. Thereafter, the Concessionaires will use these facilities commercially. The scheme further envisaged that arrangement would be there for a period of 30 years whereafter all the facilities created would be

transferred over to the school. The Committee have been informed that this scheme is being reviewed and it has been decided that the locations where these facilities are functional, may be allowed to function for the time being and the Principals may be asked to negotiate with the Concessionaire on individual basis to find out the modalities for terminating the contract or reducing the period of the contract. The Committee, while appreciating the idea behind such public-private initiatives, desire that the Department and the Sangathan should ensure that such well-meaning ventures do not end up in needless controversies involving one-sided contracts. As the agreements are being re-negotiated and renewed, the Committee would expect the Kendriya Vidyalaya Sangathan to take a balanced and fair approach while negotiating with the Concessionaires, at the same time ensuring free access to these facilities by the students of Kendriya Vidyalayas.

105. In so far as the achievements in sports made by the students of Kendriya Vidyalayas and the incentives offered to them for excelling in sports is concerned, the Committee were made to understand that sports has been a regular feature in the Kendriya Vidyalayas right from inception. In the school time-table four periods are earmarked for sports activities for each class per week. The Sangathan also organizes competitive games at regional and national level wherein talented sports persons compete with each other. Provision has also been made at the school level for coaching talented students by the Sports Authority of India. The Committee, further note that cash prizes are given to the students for their achievements in various sports meets. In addition a relaxation of 25 marks spread over all subjects is granted to a student who has participated in the KVS and SGFI meets for promotion to next higher class. Regional Sports Control Board and KVS Sports Control Board also give financial aid to schools from time to time to develop sports facilities in school. The Committee, while appreciating the steps taken to promote sports in Kendriya Vidyalayas, desire that the sports culture should be inculcated in the students from early years of schooling itself and the students should be provided with ample opportunity, requisite infrastructure and with matching standardised facilities to develop their talents in sports so as to help them achieve excellence in their chosen disciplines.

106. The Committee were informed by the representative of the Department of Secondary and Higher Education that there was a view in the Government that since the Kendriya Vidyalaya Sangathan provides reasonable quality education at an affordable cost, some of the more backward areas should be covered. The Government was therefore planning to open new Kendriya Vidyalayas all over the country in those districts which have no Kendriya Vidyalaya and which had concentration of different backward groups — tribals, scheduled castes, minorities, OBCs and persons with disabilities. The Committee note that the Department have thus identified 50 districts for opening Kendriya Vidyalayas. However, the Department has conceded that by such expansion, they were actually departing from their original mandate and that if the Kendriya Vidyalayas expand indiscriminately, it may weaken their administration. The Committee would thus like the Ministry to examine this proposal carefully and all the relative advantages/disadvantages should be considered before expansion of Kendriya Vidyalayas. At the same time, they would like the Ministry to ensure that

the existing Kendriya Vidyalayas are provided all the facilities and infrastructure before expansion of the network of Kendriya Vidyalayas.

107. The KVS functions through its General Body called the Sangathan and its Executive Committee *i.e.* the Board of Governors, which is headed by the Minister of HRD. The Board is assisted by three Standing Committees constituted by it *viz.*, the Finance Committee, the Academic Advisory Committee and the Works Committee. The General Body is required to meet at least once in a year and the Board of Governors thrice a year and its meetings should be preceded by the meeting of the three Standing Committees. The Committee are constrained to point out that the General Body had met only during 1998-99 and 1999-2000 and thereafter no meeting was held. Similarly, the meetings of the Board of Governors were also not being held as required and the meetings of the Standing Committees were held even less than the number of meetings of the Board. Further, the meetings of the three Standing Committees were not being held before the meeting of the Board of Governors. It is also inexplicable as to why the minutes of the meetings of the Works Committee, Finance Committee and the Academic Advisory Committee were not placed before the Board of Governors for confirmation.

What is surprising is the fact that the Board of Governors did not meet for about three years after their last meeting which was held in September, 2001. It was only when this subject was taken up for examination by the Public Accounts Committee that the Board of Governors got activated and held meetings in October, 2004 and February, 2005. Further, the Regional Advisory Committees, which are required to periodically monitor the general functioning of the Vidyalayas and their academic performance, had not been constituted in eight regions. In six regions, these Committees had been constituted but had not held any meeting. The Committee are thus inclined to conclude that the Core Committees of the Sangathan as well as the Regional Advisory Committees were virtually inactive over the years. The large shortfall in the meetings of the Core Committees is indicative of complete lack of monitoring and control of the Sangathan over the functioning of the Vidyalayas. The Committee have now been promised that the Sangathan has taken steps to ensure regular meetings of the Core Committees as well as that of Regional Committees. They hope that the Ministry of HRD would take suitable steps to ensure that all Committees constituted by the Sangathan remain active with a view to exercising proper control and monitoring over implementation of the Sangathan's academic and organisational activities.

NEW DELHI;
15 February, 2006
26 Magha, 1927 (Saka)

PROF. VIJAY KUMAR MALHOTRA,
Chairman,
Public Accounts Committee.

APPENDIX I

PARAGRAPH NO. 2.1 OF THE REPORT OF COMPTROLLER AND AUDITOR GENERAL OF INDIA FOR THE YEAR ENDED MARCH 2003, UNION GOVERNMENT (CIVIL—AUTONOMOUS BODIES), NO.4 OF 2004 RELATING TO "KENDRIYA VIDYALAYA SANGATHAN"

Paragraph 2.1—Kendriya Vidyalaya Sangathan

Kendriya Vidyalaya Sangathan (KVS) was set up in 1962 for catering to the educational needs of the children of Central Government Employees including Defence personnel. There were 7.26 lakh students in the Kendriya Vidyalayas as on 31 March 2003. To develop KVs into Model Educational Institutes, the Model Vidyalaya scheme was introduced by KVS in 1996-97. They did not, however, take the approval of their Board of Governors. Funds were released to 448 KVs under the scheme without assessing their actual requirements resulting in cases of underutilisation and diversion of funds. The KVS could not even ensure that the basic provisions of the Model Vidyalaya scheme like posting of Senior Principals and motivated teaching staff was fulfilled. KVS did not review the scheme even after spending Rs.54.28 crore during 1996-97 to 2001-02 although the scheme was required to be reviewed after two years. Meetings of the core committees of KVS were not held regularly. The Board of Governors, which is the main executive body of the KVS, have not met during the last two years (November 2003).

Highlights

KVS retained unspent grants substantially higher than their requirement during the period 1997-98 to 2002-03.

KVS diverted Rs.26.52 crore to meet the excess expenditure incurred on behalf of sponsoring authorities.

Assets of 28 closed project schools were also transferred to the sponsoring authorities without recovering Rs.11.84 crore outstanding against them.

KVS unauthorisedly retained the premium amount of Rs.3.18 crore received from its employees in respect of Employees' Group Insurance scheme.

The Model Vidyalaya scheme was sent to the Ministry of Human Resource Development, Department of Secondary and Higher Education without obtaining approval of the Board of Governors of the Sangathan. The scheme had not been reviewed after two years of its implementation as required.

There were shortfalls ranging from 40 to 47 per cent in training of teachers during 1997-98 to 2001-02.

The meetings of the core committees of the Sangathan were not being held regularly.

Regional advisory committee was functioning in only one out of 17 regions test checked. Similarly Parent Teacher Associations were also not constituted in 42 KVs. Thus due importance was not given to the constitution of these bodies, which were meant for enhancing the quality of education.

2.1.1 Introduction

The scheme of Secondary Schools, with a common syllabus and medium of instruction, to benefit children of Central Government employees including defence personnel, liable to frequent transfers, was first approved in November 1962 by the Government of India. Consequently, the Central Schools Organisation was started as a unit of the Ministry of Education, now Ministry of Human Resource Development, of the Government of India. Initially 20 Regimental Schools, then functioning at places having large concentration of defence personnel, were taken over as Central Schools during the academic year 1963-64. Thereafter in 1965, an autonomous body, namely, Kendriya Vidyalaya Sangathan (KVS), was registered as a Society under the Societies' Registration Act XXI of 1860, which took over the task of opening and managing the Central Schools, henceforth called Kendriya Vidyalayas (KVs). The Sangathan is wholly financed by the Government of India.

2.1.2 Objectives

The KVS has declared in its preamble to the Education Code for Kendriya Vidyalayas that these Vidyalayas have a fourfold mission:

- to cater to the educational needs of children of transferable Central Government employees including defence and paramilitary personnel by providing a common programme of education;
- to pursue excellence and set the pace in the field of school education;
- to initiate and promote experimentation and innovations in collaboration with other bodies like the Central Board of Secondary Education (CBSE) and the National Council of Educational Research and Training (NCERT); and
- to develop the spirit of national integration and create a sense of 'Indianness' among children.

2.1.3 Organisational Set-up

The KVS and its Board of Governors are headed by the Minister of Human Resource Development as the Chairman. Other members of the Board are educationists, educational administrators and Members of Parliament. Additional Secretary of the Ministry of Human Resource Development is the Vice-Chairman of the Sangathan. The Financial Advisor to the Department of Education is the Member Finance while the other members are senior officers of the Ministry of Personnel, Defence, Urban Development, Health and Family Welfare, representatives of the CBSE, NCERT and State Governments and three members of Parliament. Four other eminent educationists,

out of whom one each is from among women, schedule castes and schedule tribes are nominated by the Ministry of Human Resource Development. The Board of Governors is assisted by three sub-committees viz. Academic Advisory Committee, Finance Committee and Works Committee. The day-to-day affairs are conducted by an administrative set-up with the Commissioner as the Chief Executive Officer, supported by joint Commissioners, Deputy Commissioners and Assistance Commissioners and other staff members at the Headquarters of KVS in New Delhi. For the administration of 901 vidyalayas as on 30 September 2003, the Sangathan has established 18 Regional Offices each headed by an Assistant Commissioner.

2.1.4 Scope of Audit

This review of the working of the Sangathan covering the period from 1997-98 to 2002-03 is based on sample check of records of KVS (HQ), 17 Regional Offices and 163 Kendriya Vidyalayas as detailed in Annex-1.

Accounts and Financial Management

2.1.5 Finance and Accounts

The Sangathan was mainly financed through non-plan grants-in aid from the Government of India, Ministry of Human Resource Development (Department of Secondary Education and Higher Education) upto 1994-95. In 1995-96 a plan grant of Rs. 10.5 crore was received for the first time. KVS also gets funds from some Public Sector Undertakings/Institutes of Higher learning for opening schools, called project schools, to cater to the educational needs of the children of PSU employees. The entire recurring and non-recurring expenditure on running and maintenance of project schools is to be met by the sponsoring bodies. During the preceding six years ending March 2003 the financial position of the Sangathan was as under:—

(Rupees in crore)

Year		Opening Balance	Grant Received	Internal Receipt	Total Receipt	Expenditure	Unspent funds
1997-98	Plan	26.57	39.20	-	65.77	60.83	4.94
	Non-Plan	47.95	356.00	15.53	419.48	355.49	63.99
1998-99	Plan	4.94	87.98	-	92.92	70.20	22.72
	Non-Plan	63.99	435.00	25.42	524.41	444.66	79.75
1999-2000	Plan	22.72	87.90	-	110.62	69.83	40.79
	Non-Plan	79.75	454.81	30.56	565.12	466.73	98.39
2000-01	Plan	40.79	95.00	-	135.79	124.52	11.27
	Non-Plan	98.39	477.20	30.18	605.77	485.91	119.86
2001-02	Plan	11.27	81.10	0.56	92.93	87.40	5.53
	Non-Plan	119.86	481.14	31.57	632.57	521.67	110.90
2002-03	Plan	5.53	85.00	-	90.53	87.98	2.55
	Non-Plan	110.90	544.77	32.74	688.41	560.41	128.00

The unspent funds under non-plan ranged from Rs. 63.99 crore to Rs. 128.00 crore during the period from 1997-98 to 2002-03. KVS stated (February 2003) that the Ministry had permitted it to retain the unspent grant for disbursement of two months' salary *i.e.* March and April of the next financial year. However, audit observed that although two months' salary ranged from Rs. 51.50 crore to Rs. 77.86 crore for the years 1997-98 to 2002-03, KVS retained funds which were substantially higher than their requirements.

2.1.6 Diversion of Funds

The expenditure of the project schools which are run by KVS on behalf of various PSUs and Institutes of Higher Learning is to be met fully by these sponsoring bodies. Funds covering six months' requirement are to be deposited with KVS in advance in the months of April and October each year.

There was diversion of funds of Rs. 26.52 crore to meet expenditure of Project Schools.

Audit noted that KVS had incurred expenditure in excess of the funds received from the sponsoring bodies. The excess expenditure on this account amounted to Rs. 26.52 crore as of March 2003, which was met by diverting funds out of the grant received from the Ministry of Human Resource Development, Government of India. KVS failed to recover the amount from the project authorities.

KVS replied (January 2004) that the matter was being pursued at appropriate levels.

2.1.7 Transfer of assets without recovering outstanding dues

According to the terms and conditions of the agreement for opening of project schools, in the event of violation of terms and conditions by the sponsoring authority, KVS has the right to close down the KVs and examine the distribution of assets and liabilities in consultation with the Government of India.

Assets of 28 closed project schools were transferred by KVS to the concerned sponsoring bodies without recovery of its dues amounting to Rs. 11.84 crore.

Audit noted that 28 project schools, which were closed during 1997-98 to 2002-03, were required to pay Rs. 11.84 crore to KVS as on 31.3.2003, on account of short deposit of expenditure incurred on them. KVS handed over the assets to these sponsoring authorities without effecting recoveries of outstanding dues. KVS stated (February 2003) that in the absence of the ownership/title of the assets, it could not dispose of such assets and recover the dues from the sponsoring authorities. The reply is not tenable as the agreement provides that in case of violation of terms and conditions KVS has a right to distribution of assets in consultation with the Government of India. The Sangathan should not have transferred assets till the recovery of the outstanding dues.

KVS replied (January 2004) that all possible efforts were being made to recover the dues from such sponsoring PSUs.

2.1.8 Employees Group Insurance

The Sangathan introduced 'KVS- Employees Group Insurance Scheme, 1983' with effect from 1 January 1983. The scheme was modified/revised with effect from 1 January 1987. However, as the scheme was not at par with the scheme prevailing in the Government of India, KVS in consultation with LIC introduced a modified scheme with effect from 1 January 1993. It was made compulsorily applicable to all its employees as on 31 December 1992 and to all those who entered service after that date.

Under the modified scheme, the entire premia collected from employees, covering risk portion as well as saving portion was to be deposited every month with the LIC. Accordingly on the basis of total number of different categories of employees *i.e.* 32,055 (Group "A" 597, Group "B" : 3953, Group "C" : 21,782 and Group "D" : 5723) as on 31 December 1992, a total monthly premium of Rs. 10.48 lakh was determined to be recovered from the employees for remittance to LIC. A list of all these employees was submitted to the LIC as on 1 January 1993, Accounting to the eligibility condition incorporated in the LIC policy, all future employees should also become members on the date of their entrance into Sangathan. The scheme was to be reviewed annually on the 1 January every year for incorporating any change in category and contribution of the new entrants.

KVS unauthorisedly retained premia amounting to Rs. 3.18 crore collected from employees.

Audit noted that the number of employees had increased from 32055 as on 1 January 1993 to 40010 as on 31st March 2002. However, KVS had never updated the list of employees to delete the names of the employees who ceased to be in service and include the new entrants. As a result, the employees of KVS who entered service on and after 1 January 1993 were not covered by the Group Insurance coverage of LIC, though the deductions on account of premium towards GIS were made from these employees and retained by KVS. Further, the list of employees furnished to LIC as on 1 January 1993 had also not been changed to incorporate changes in the category of employees due to promotion etc. KVS paid the same monthly premium of Rs. 10.48 lakh from January 1993 to March 2002 although it recovered more premia from its increasing number of employees subsequently. This resulted in unauthorised retention of cumulative amount of Rs. 3.18 crore collected upto March 2002 as premia during the above period.

Audit observed that out of total 2813 cases settled during 1993-2002, LIC settled only 1866 cases. The remaining 947 cases were not covered under LIC and were settled by KVS out of the funds retained by it. It was further observed in audit that the LIC withdrew the policy from 15 April 2002 as KVS failed to provide updated list of employees. The redemption value of the policy was fixed at Rs. 11.05 crore which was received in instalments from December 2002 to October 2003. The Sangathan started a new employees' welfare scheme with effect from April 2002.

KVS replied (January 2003) that premium was retained with the intention that the master list of employees would be updated and the amount remitted to LIC. The list, however, was never updated by KVS and they continued to retain the amount on account of premium from January 1993 to March 2002.

2.1.9 Vidyalaya Vikas Nidhi

Vidyalaya Vikas Nidhi (VVN) was created in April 2000 by merging the pupil fund, maintenance and development fund and science fund in each KV. This fund was maintained out of contributions from the students @ Rs. 100 per month except from science students of classes XI and XII who contributed @ Rs. 125 per month. VVN was intended to be administered exclusively for the purpose of Vidyalaya's maintenance and development. These rates were revised to Rs. 120 and Rs. 150 respectively with effect from 1 April 2002. All expenditure of Vidyalayas other than salaries, office expenses and construction/repairs of staff quarters were to be met out of this fund. The fund was required to be kept in a separate Bank Account and as far as possible, a year's collections was to be utilized within the year by well-planned programme.

The position of utilization of VVN during the year 2000-01 and 2001-02 in 47 Vidyalayas of 8 States was as under:—

(Rupees in lakh)

S. No.	Name of State	Details of VVN (2000-2001)				Details of VVN (2001-02)			
		No. of KVs	Total Receipt	Total Exp.	Closing Balance/shortfall in utilization (%)	No. of KVs	Total Receipt	Total Exp.	Closing Balance/shortfall in utilization (%)
1.	Delhi	8	395.17	231.14	164.03 (42%)	8	459.54	301.50	158.04 (34%)
2.	Jammu & Kashmir	6	136.24	44.37	91.87 (67%)	6	174.06	66.59	107.47 (62%)
3.	Maharashtra	11	209.76	102.58	107.18 (51%)	11	268.994	153.82	115.17 (43%)
4.	Manipur	1	22.43	12.37	10.06 (45%)	1	25.90	17.77	8.13 (31%)
5.	Rajasthan	5	127.46	43.90	83.56 (66%)	5	188.38	80.47	107.91 (57%)
6.	Sikkim	1	18.48	12.91	5.57 (30%)	1	19.15	13.32	5.83 (30%)
7.	Uttar Pradesh	6	130.93	55.43	75.50 (58%)	6	169.10	83.54	85.56 (51%)
8.	West Bengal	9	164.25	96.34	67.91 (41%)	9	207.26	137.90	69.36 (33%)
Total		47	1204.72	599.04	605.68 (50%)	47	1512.38	854.91	657.47 (43%)

VVN funds ranging from 30 per cent to 67 percent during 2000-01 and 30 per cent to 62 per cent during 2001-02 remained un-utilised.

The Vidyalayas were not able to utilise the funds available with them under VVN. There were savings ranging from 30 per cent (Sikkim) to 67 per cent (Jammu & Kashmir) during 2000-01 and 30 per cent (Sikkim) to 62 per cent (J&K) in 2001-02.

Despite VVN not being utilized fully, monthly contribution from students was enhanced.

After the issue was raised by Audit (November 2002), KVS issued instructions to the Regional Offices in January 2003 that the VVN lying with KVs as on 31 March 2002 be transferred to their concerned Regional Offices which would utilize the funds for purchase of land for new Kendriya Vidyalayas, construction of additional sections and purchase of furniture under their region irrespective of the KVs which had contributed to this fund. The total surplus funds with various KVs were Rs. 63.91 crore as on 31 March 2002 out of which Rs. 50.34 crore, were transferred to the Regional Offices as of August 2003. This action of KVS was in violation of VVN Rules according to which the funds collected from the students were to be administered exclusively for the purpose of maintenance and development of their Vidyalayas. Further, despite the inability of the Vidyalayas to utilize VVN, KVS enhanced the monthly rates of contribution from Rs. 100 to Rs. 120 from all the students and Rs. 125 to Rs. 150 for science students of classes XI and XII. The actual expenditure incurred by the Regional Offices out of the funds transferred to them by the Kendriya Vidyalayas was not made available to audit by KVS.

Academic activities

2.1.10 Model Vidyalayas

The Kendriya Vidyalayas Sangathan in its Board of Governors (BoG) meeting held in October 1995 considered a proposal for identifying and developing initially 50 Kendriya Vidyalayas into Model Education Institutions. The Board desired to have a detailed programme in consultation with Director, NCERT, to define the parameters for selection of Kendriya Vidyalayas for development as Model Kendriya Vidyalayas and to identify the programmes for these Vidyalayas.

Provision and Programme for Model KVs not placed before BOG for approval

Audit observed that a report laying down norms for identification of KVs and additional provisions and programmes for Model KVs was prepared in 1995 but it was not placed before the Board of Governors for approval. However, in March 1996, the scheme of Model KVs was placed before the Expenditure Finance Committee (EFC) of the Ministry for allocation of plan funds for conversion of 50 KVs into Model KVs. The EFC approved the scheme and advised that it should be reviewed after two years of its implementation. The scheme envisaged that the Vidyalayas, which had land and building as per the prescribed norms of KVS as well as other basic infrastructure would be considered for conversion into Model Kendriya Vidyalayas. Under the scheme, funds for creation of additional infrastructure such as computers, overhead projector, colour T.V., VCR, photocopier machine and setting up of junior laboratory etc. were to be provided. It was to be ensured that these Vidyalayas had well equipped libraries, laboratories and workshops, playgrounds, compulsory computer literacy programme from Class VI onwards. These Vidyalayas were to be headed by Senior Principals and motivated teachers, specially selected on proven merit, were to be appointed. The Model Vidyalayas were required to develop innovative programme for improving the quality of education and their progress was to be monitored annually at KVS Headquarters.

The year-wise expenditure on the Vidyalayas converted into Model Vidyalayas is tabulated below:

(Rupees in lakh)

Year	No. of Vidyalayas converted into Model Vidyalayas	Amount released
1996-1997	50	143
1997-1998		435
1998-1999	42	815
1999-2000	118	1816
2000-2001	238	2218
2001-2002	Nil	1
2002-2003	Nil	NIL
Total	448	5428

(i) Audit scrutiny of the records revealed that:

Funds were released to KVs without assessing their requirement.

- The funds for creation/purchase of additional infrastructure in the Model KVs were released on the basis of the recommendations from the Regional Office and not on the basis of actual requirement. Details of additional infrastructure required in the Vidyalayas were neither furnished by the concerned Regional Offices nor insisted upon by the KVS (HQ). As a result, three KVs at BSF, Jodhpur, Sambra and Along refunded the entire amount of Rs. 33.85 lakh as they could not utilize the funds because their Vidyalayas were not functioning in permanent buildings. Similarly, KV, Mughalsarai also showed its inability to use funds amounting to Rs. 15.09 lakh as the school was being run in barracks. These funds were subsequently diverted by KVS (HQ) to other Vidyalayas for conversion into Model KVs.

Excess amount of Rs. 90.14 lakh was released.

- In nine cases, the same Vidyalayas were declared Model Vidyalayas twice and excess funds amounting to Rs. 90.14 lakh were released to the Vidyalayas.

Rs. 15 lakh was diverted to purposes not covered under the Scheme.

- KVS released Rs. 15 Lakh to KV Kathmandu during 1999-2000 under the scheme of Model Vidyalayas for the purchase of equipment like computer, printer, internet connection, photocopier machine etc. But, as the Vidyalaya had no accommodation for installation of equipment, it was allowed to divert the funds for purposes not covered under this scheme.

Rs. 8.39 crore were lying unspent.

- Eight KVs, which were declared Model Vidyalayas, had not utilized Rs. 80.66 lakh released during 1999-00 and 2000-01 as of September 2001. Besides,

Rs. 8.39 crore were lying unspent with the remaining 439 KVs, which partially utilized the funds under the scheme. KVS was not aware of the latest position of unutilized funds with these Vidyalayas as of August, 2003.

- (ii) KVS had not prescribed periodical returns to monitor the implementation of the Model Vidyalayas Scheme. The data regarding creation of additional infrastructure under the Model Vidyalayas in respect of 420 Vidyalayas was available with KVS as of August, 2001 only. A scrutiny of the said data revealed that:

In 28 model KVs, no computer education was being imparted.

- Out of the 420 Model Vidyalayas, computer education was not being imparted at all in 28 (7 per cent) Vidyalayas. In 23 Vidyalayas where computer education was being imparted, no computer instructor was appointed. The education was being imparted by the teachers of other subjects who had some knowledge of computers. In 29 (7 per cent) schools, computer facility had not been made available to the students though funds had been released for purchase of computers.
- Junior laboratories had not been set up in 90 (21 per cent) Model Vidyalayas.
- Colour TV, VCR, overhead projector, audio system and photocopier machines had also not been provided in 163 (39 per cent), 164 (39 per cent), 121 (34 per cent), 133 (32 per cent) and 119 (28 per cent) Vidyalayas respectively.
- Playground and multipurpose hall as required under the scheme had not been developed in 185 (40 per cent) and 357 (85 per cent) Vidyalayas respectively.

The latest position of availability of additional infrastructure under the Model Vidyalayas was not made available to Audit (August, 2003).

- (iii) According to the provisions of the scheme, the Model Vidyalayas have to be headed by a Principal who should be a person of proven merit supported by a committed team of motivated teachers specially selected for this assignment. However, there was nothing on record to show that this aspect was considered while declaring the KV as Model Vidyalayas. KVS stated (September, 2003) that above provisions of the scheme could not be implemented due to various constraints. The actual constraints faced by KVS were not explained to Audit.

Model Vidyalayas scheme was not reviewed after two years of its implementation despite provision in the scheme.

Thus, the scheme of Model Kendriya Vidyalayas was implemented only by declaring certain Vidyalayas as Model Vidyalayas and providing funds for creation of additional infrastructure. Proper records/information were not obtained by KVS to assess their requirements. No periodical reports were also obtained to watch their progress and to ensure that the Vidyalayas had reached the level of desired excellence. Further, no measurable performance parameters were prescribed to enable the evaluation of these Vidyalayas.

KVS replied (February 2003) that no formal review had been conducted so far and the parameters for such review were being formulated.

2.1.11 Teachers' Training and Zonal Training Institutes

There were shortfalls of 40 to 47 per cent in imparting training to teachers.

- (i) To expose the teachers to the latest teaching methods and for motivating them, KVS organizes induction, in-service and refresher courses so that all the teachers are covered in a cycle of six years. It was, however, noticed in audit that there was a shortfall ranging from 40-47 per cent in imparting training during the period from 1997-98 to 2001-02 as shown below:—

Year	Total no. of teachers	Total no. of teachers required to be trained (1/6th of the total strength)	Teachers actually trained	Shortfall/ Percentage
1997-1998	30625	5104	2705	2399/47
1998-1999	30000	5000	3005	1995/40
1999-2000	29794	4966	2665	2301/46
2000-2001	29106	4851	2933	1918/40
2001-2002	32770	5461	3290	2171/40
2002-2003	Information not made available by KVS			

- (ii) In 1993, KVS decided to established five Zonal Training Institutes for training of teachers and other categories of staff. These were to be established in Madurai (South Zone), Karad (West Zone), Bolangir (East Zone) Gwalior (Central zone) and Sirsa (North Zone). Apart from in-service courses, these Institutes were to take up the project for development of material relating to teaching, learning, innovations, experimentation and extension activities.

Out of five zonal training institutes to be set up only one was established.

However, out of five zonal Institutes, KVS had initiated action in 1995 for the construction of only one building at Gwalior. The building was constructed through the Madhya Pradesh Housing Board in December 2000 at a cost of Rs. 1.03 crore and handed over to KVS in May 2001. But it started functioning from 1 August 2002 only. Information regarding the number of courses conducted and teachers trained in the institute was not furnished to audit (July 2003). Audit also ascertained that the remaining four ZTIs could not be established as the Academic Advisory Committee observed in its meeting held in January 2003 that visiting faculty required for these institutions would not be available as neither universities, nor training institutes were situated at these stations. The Committee recommended that these Zonal Institutes be shifted to Mysore, Mumbai, Kolkata and Chandigarh. This indicates that KVS had selected the earlier locations without proper analysis resulting in non-establishment of four zonal Training Institutes. KVS replied (January 2004) that the ZTI at Mumbai had been started from 2003-04 and ZTI at Mysore was under construction.

2.1.12 Vocational Courses

In 1995, Government of India's review committee on KVS recommended that the latter should undertake to provide a range of vocational courses as compulsory additional subjects in classes VIII & IX in all KVs in the next three years. KVS accepted this recommendation.

KVS did not make systematic and planned efforts to introduce Vocational courses in KVs.

Audit noted that KVS, instead of identifying the specific vocational courses for implementation in all the KVs as compulsory additional subjects, introduced generic vocational courses (GVC) with effect from 1999-2000 in 20 KVs only for classes XI and XII as optional subject. Another committee, constituted in November 2000 by KVS to study the existing scheme of vocational course and to suggest new courses of vocational studies, observed (April 2001) that the generic courses introduced in 1999-2000 were unpopular because of poor infrastructure and lack of professional commitment. The new courses recommended by this committee were yet to be introduced in KVS (July 2003). So, no systematic and planned efforts had been made to introduce compulsory vocational subjects in the KVs.

On the matter being pointed out by Audit, KVS stated (January 2004) that it was seriously searching for vocational courses, which could be implemented successfully.

Infrastructure Facilities

2.1.13 School Buildings

259 out of 770 KVs in civil/defence sector functioned from temporary accommodation.

KVS is required to provide permanent school building/staff quarters to the KVs running under civil/defence sector and the project authorities provide these facilities for KVs which function under project sector. However, out of 770 KVs, 259 KVs functioned from temporary accommodation, depriving the students of proper school environment and facilities essential for overall development of the children.

Project authorities did not transfer land to KVS for periods ranging from 1 to 35 years.

Under the project sector, sponsoring authorities are to provide 15 acres of land free of cost for construction of school building/staff quarters etc. Within six months from the date of opening of the KV. Till such time, the KV is run in temporary accommodation provided by the sponsoring authority. Audit noted that in 63 cases land had not been transferred to the KVS by the sponsoring authority as of June 2003. The delay in transfer of land to KVS ranged from 1 to 35 years. The KVS continued to function from temporary accommodation depriving the students of essential facilities.

2.1.14 Other Infrastructure

Audit ascertained that in 34 KVs necessary infrastructural facilities like playgrounds, separate laboratories for physics, chemistry, biology and computers, sewerage, drinking water first aid facility, boundary walls and toilets were not available.

KVS replied (January 2004) that efforts were being made to provide necessary infrastructure to all the vidyalayas.

2.1.15 Supervision, Monitoring and Control

KVS had been managing 901 KVs spread over the country. The Academic wing of KVS is headed by the Joint Commissioner who is assisted by two Deputy Commissioners and two Assistant Commissioners in charge of Academic and Training wings. The administration of KVS is under the charge of Joint Commissioner (Administration.) who is assisted by two Deputy Commissioners and two Assistant Commissioner. In addition each regional office is headed by an Assistant Commissioner. Regional offices play an important role in the implementation of various programmes/policies of KVS.

2.1.16 Academic Supervision

KVS had prescribed Academic supervision at the level of school by the Principal and at the regional level by the Education Officers.

2.1.17 School-level Supervision

The Principal is required to ensure that teacher's diary is maintained in a manner that (i) it helps the teacher in his day to pay work and (ii) it helps others to understand and appreciate his work. Six best notes of lessons from the teacher's diary are sent to the concerned Assistant Commissioner each year.

129 KVs were not sending six best notes to concerned Assistant Commissioners.

Audit ascertained that in 129 KVs (located in Rajasthan, Manipur, Assam, Punjab, Tamil Nadu, Pondicherry, Delhi, Jammu and Kashmir, Nagaland, Sikkim, UP, Andhra Pradesh, Gujarat, Kerala, Haryana, Arunachal Pradesh, Mizoram, Karnataka, Maharashtra, Bihar, Himachal Pradesh, Jharkhand, Madhya Pradesh and Chhattisgarh) six best notes of lessons from the teacher's diary were not being sent by the principals to the concerned Assistant Commissioners.

KVS replied (January 2004) that all Assistant Commissioners had been asked to ensure submission of at least six best notes by all Principals under their jurisdiction for analysis and further improvement.

2.1.18 Regional-level Supervision

There was large shortfall in conducting annual panel inspections.

Apart from surprise visits of the KVs, the annual panel inspection is required to be conducted under the supervision of the Education Officer. Audit noted that in Bhubaneswar region between 1997-98 and 2002-03, as against 282 annual inspections required to be done, only 207 KVs were inspected. The shortfall in coverage were due to vacant post of Education Officer in the region.

KVS replied (January 2004) that all Assistant Commissioners had been asked to ensure regular annual panel inspection and surprise inspection of all KVs under their jurisdiction as per directions given from time to time.

Meetings of Advisory and Regulatory Bodies

2.1.19 Core Committees

The KVS functions through its General Body called the Sangathan, its Executive Committee called the Board which are headed by the Minister of Human Resource Development. The Board is assisted by three standing committees constituted by it viz. the Finance Committee, the Academic Advisory Committee and the Works Committee. The General Body is required to meet at least once in a year, the Board of Governors thrice a year and its meetings should be preceded by the meetings of the three standing committees. The meetings of these committees held between 1 April 1997 to 31 March 2003 were far below the stipulated numbers as shown below:—

Sl. No.	Name of the Committee	Frequency of Meetings to be held	No. of meetings actually held (percent Shortfall)					
			1997-98	1998-99	1999-00	2000-01	2001-02	2002-03
1.	General Body	1	Nil (100%)	1 (Nil)	1 (Nil)	Nil (100%)	Nil (100%)	Nil (100%)
2.	Board of Governors	3	Nil (100%)	3 (Nil)	2 (33%)	2 (33%)	1 (67%)	Nil (100%)
3.	Finance Committee	3	1 (67%)	2 (33%)	1 (67%)	2 (33%)	2 (33%)	1 (67%)
4.	Academic Advisory	3	1 (67%)	2 (33%)	1 (67%)	2 (33%)	1 (67%)	2 (33%)
5.	Works	3	1 (67%)	2 (33%)	1 (67%)	1 (67%)	1 (67%)	1 (67%)

Core committees were not meeting regularly.

Thus, the General Body had met only during 1998-99 and 1999-2000 and thereafter no meeting was held. Similarly, the BoG's meetings were also not being held as required and the meetings of the standing committees were held even less than the number of meetings of the Board. The meetings of the three standing committees were not being held before the meetings of the BoG. It was also observed that the minutes of the meetings of the Works Committee held on 27 December 2002, Finance Committee on 12 December 2001 and 30 December 2002, Academic Advisory Committee on 22 November 2001, 15 January 2002, 7 October 2002 and 13 January 2003 were not placed before the BoG for confirmation as it did not meet after September 2001. The large shortfall in the meetings of the core committees indicated lack of monitoring and control of the Sangathan over the functioning of KVS.

2.1.20 Regional Advisory Committees

In April 1987 the BoG decided that Regional Advisory Committees would be constituted in every region for periodically monitoring and reviewing the general functioning of the KVS and their academic performance. The Regional Advisory Committee has 12 members and is to be headed by the Education Secretary of the State Government or of the Union Territory concerned.

Regional Advisory Committee was functional in only one out of 17 regions test-checked.

Audit test checked records of 17 Regional Offices (ROs) which revealed that in eight Regional Offices (Mumbai, Lucknow, Silchar, Guwahati, Chennai, Delhi, Bangalore and Jammu) no Regional Advisory Committee had been constituted and in six other Regional Offices (Bhubaneshwar, Gandhi Nagar, Bhopal, Jabalpur, Patna and Jaipur) Regional Advisory Committees were constituted but no meetings were held. Kolkata Regional Office did not furnish information on this subject. Regional Advisory Committee was functional only in Chandigarh Region. Regional Advisory Committee at Hyderabad was set up in October 2000, but no meeting was held after 2001-02.

On the matter being pointed out by Audit, KVS stated (January 2004) that Regional Offices where Regional Advisory Committees had not been constituted, had been asked to constitute these immediately. The Regional Offices where periodical meetings of Regional Advisory Committees were not convened were directed to hold the meetings regularly.

2.1.21 Vidyalaya Management Committees

The Sangathan constitutes a Vidyalaya Management Committee (VMC) for each KV for its general supervision and day-to-day management. The VMC should meet at least three times in a year.

There were shortfalls in meetings of VMC ranging from 4 to 83 per cent.

Audit test checked records of 28 States comprising 163 KVS which revealed that in 139 KVs of 27 States the shortfall in meetings of VMC ranged from four per cent (Chhattisgarh) to 83 per cent (Jharkhand) during the period 1997-98 to 2002-03.

On the matter being pointed out by Audit, KVS stated (January 2004) that all the KVS had been advised to abide by the provisions of the Education Code and to ensure the mandatory meetings of VMC adequately.

2.1.22 Parent Teacher Associations

KVS approved forming of 'Parent Teacher Association' (PTA) in every KV in order to promote the co-operation of parents and teachers for improving the education facilities and to maintain harmonious relationship between parents and teachers for the good of the students. The management of the PTA is vested in the executive committee consisting of seven members of whom four are parent members. The executive committee is headed by the Principal who is *ex-officio* Chairman of the Association.

PTA did not exist in 42 KVS.

Audit ascertained that in 42 KVs (located in Arunachal Pradesh, West Bengal, Rajasthan, Mizoram, Himachal Pradesh, Jammu and Kashmir, Maharashtra, Sikkim, Madhya Pradesh, Punjab, Uttar Pradesh, Jharkhand, Tripura and Delhi) PTA had not been constituted. Thus, due importance was not given to the constitution of this body.

KVS replied (January 2004) that efforts were being made to encourage its formation.

2.1.23 Conclusion

- While KVS had been set-up to pursue excellence and set the pace in the field of education, they did not exercise proper control and monitoring over implementation of their academic and organisational activities.
- The scheme of conversion of some KVs into Model Vidyalayas was implemented without approval of the Board of Governors. While Rs. 54.28 crore was spent on 448 KVs, no review was undertaken to see whether the objectives had been realised.
- Vidyalaya Vikas Nidhi meant for developmental activities remained largely unutilised for want of any concrete action plan.
- Teachers' training was also not given proper attention. There was shortfall in teachers' training ranging from 40-47 percent. Only one out of five proposed zonal training institutions could be set-up.
- Planned efforts were not made to introduce compulsory vocational courses in the KVs.
- In a large number of KVs Parent Teacher Associations had not been constituted.
- Regional Advisory Committees which were required to monitor periodically the general functioning of Vidyalayas and their academic performance, had not been constituted in eight regions. In six regions these committees had been formed but had not held any meeting. The core-committees of the Sangathan were also not meeting regularly.
- The Board of Governors, the main executive body of the Sangathan, which was required to meet thrice a year, did not meet after September 2001.
- The matter was referred to the Ministry in November 2003; its reply was awaited as of April 2004.

ANNEXURE 1

Details of Sample Check
(Referred to in Paragraph No. 2.1.4)

Sl. No.	Name of State/UT	Name of Regional Office test checked	Total no. of KVs test checked	Location of KVs test checked
1	2	3	4	5
1.	Andhra Pradesh	Hyderabad	10	1. Picket, Hyderabad, 2. CRPF Hyderabad, 3. No. 1 Nausenabagh, Visakhapatnam, 4. No. 2 Srivijaynagar, 5. No. 1 Vijayawada, 6. No. 1 Triupati, 7. No. 1 Golconda, Hyderabad, 8. Trimualgherry, Hyderabad, 9. AFS, Begumpet, Hyderabad, 10. Kanchanbagh, Hyderabad.
2.	Arunachal Pradesh		2	1. Rupa and 2. Tenga
3.	Assam	1. Guwahati 2. Silchar	7	1. Jagiroad, 2. AFS Joarhat, 3. Maligaon, 4. Nagaon, 5. No. 1 Tezpur, 6. Silchar, 7 Panchigram.
4.	Bihar	Patna	5	1. Kankarbagh, 2. Danapur Cantt., 3. OIC, Barauni, 4. Rajendra Agricultural University, Pusa, 5. Muzuffarpur.
5.	Chhattisgarh		3	1. Durg, 2. Rajpur and 3. NTPC Korba
6.	Delhi	Delhi	8	1. NMR, JNU Campus, 2. AGCR Colony, 3. No. 1 Delhi Cantt., 4. R.K. Puram Sector-IV, 5. NOIDA, 6. Pushp Vihar Saket, 7. NTPC Badar Pur, 8. AAI, Rang Puri.
7.	Gujarat	Gandhinagar	6	1. Space Application Centre, Ahmedabad, 2. Rajkot, 3. Sector 30 Gandhinagar, 4. Sabarmati, 5. AFSI Jamnagar and 6. Junagarh.
8.	Haryana	—	6	1. No. 1 Chandi Mandir, 2. No. II Ambala Cantt. 3. NFL Panipat, 4. Nahara (Sonipat), 5. Gurgaon, 6. Kousiwas (Rewari)

1	2	3	4	5
9.	Himachal Pradesh	—	3	1. Shimla, 2. Sarahan, 3. Subathu
10.	Jammu and Kashmir	Jammu	6	1. Bantalab, 2. Domana, 3. KV No. 2 Jammu, 4. No. 1 Jammu, 5. No. 1 Srinagar, 6. No. 3 Srinagar.
11.	Jharkhand		6	1. Ramgarh Cantt. 2. Barkakana, 3. Sector IV B.S. City, 4. Dhanbad, 5. Tatanagar and 6. Hinoo (Ranchi)
12.	Karnataka	Bangalore	8	1. Malleswaram, 2. ASC South, 3. NAL Campus, 4. DRDO (Bangalore), 5. No. 1 Hubli, 6. Mysore, 7. T.B. Dam, Hospet and 8. Contonment, Belgaum.
13.	Kerala	—	8	1. Pattom Thirvantpuram, 2. Pangode, Thirvantpuram, 3. AFS Akkulam, Thiru, 4. CRPF, Pillipuram, Thiru, 5. Adoor, Pathanamthitta, 6. R.B. Kottyam, 7. News Print Nagar, Kottyam, 8. Kochi-II, Naval Base, Kochi.
14.	Madhya Pradesh	1. Bhopal 2. Jabalpur	13	1. Baragarh, 2. No. 1 Bhopal, 3. No. 2 Bhopal, 4. BIT Hostel Building Bind, 5. No.1 Gwalior, 6. No. 2 AFS Maharajpur Gwalior, 7. No. 2 Morar Cantt Gwalior, 8. SPM Hoshangabad, 9. No. 1 O.F. Itrasi, 10. ITBP Campus, Shivpuri, 11. No. 1 GCF Jabalpur, 12. No. 2 GCF Jabalpur and 13. COD Jabalpur.
15.	Maharashtra	Mumbai	11	1. Ambernath, 2. Solapur, 3. Ahmednagar, 4. Dehuroad, 5. Aurangabad, 6. Colaba, 7. Pulgaon, 8. Chandarpur, 9. Nagpur, 10. Bhusawal and 11. Devlali.
16.	Manipur		1	KV Imphal.
17.	Meghalaya		2	1. Eastern Air Command, Upper Shillong, 2. Happy Vally of East Khasi Hills Distt.
18.	Mizoram		1	1. Pushpak, Zambwak, Aizwal.

1	2	3	4	5
19.	Nagaland		2	1. Project Sewak, Dimapur and 2. Zakhama
20.	Orissa	Bhuban- eshwar	6	1. Cuttak, 2. Dhenkanal, 3. Ordinance Factory, Bolangir No. 1 Badmal, 4. Balasore, 5. FCI Talcher and 6. Khurda Road.
21.	Pondicherry		2	1. JIPMER, Pondicherry and 2. Campus of Pondicherry Central University, Kalapet, Pondicherry.
22.	Punjab	Chandigarh	9	1. No. 1 Adampur, 2. No.1 Jalandhar, 3. Sec. 31 Chandigarh, 4. No. 1 Amritsar 5. Halwara, 6. Dappar, 7. Mullanpur, 8. DCW, Patiala and 9. Hussainpur.
23.	Rajasthan	Jaipur	10	1. No.2 Jaipur, 2. No.4 Jaipur, 3. No. 5 Jaipur, 4. Avika Nagar, Tonk, 5. No.1 Alwar 6. No.1, Ajmer, 7. No.1, Udaipur, 8. Mount Abu, Sirohi, 9. Bharatpur, Kota and 10. No.1, Kota.
24.	Sikkim		1	1. KV Gangtok
25.	Tamil Nadu	Chennai	6	1. IIT Campus, 2. Ashok Nagar, 3. DGQA, 4. Trichy-I, 5. Kalpakkam-I and 6. Mandapam.
26.	Tripura		2	1. Kunjaban, Agartala and 2. ONGC, Balaghat, Agartala.
27.	Uttar Pradesh	Lucknow	10	1. IFFCO, Phoolpur, Allahabad, 2. BHEL, Jagdishpur, Sultanpur, 3. Aliganj, Lucknow, 4. RDSO Manak Nagar, Lucknow, 5. Rae Bareli, 6. Dahi Chauki, Unnao, 7. Kanpur Cantt., Kanpur, 8. OEF, Kanpur Cantt., Kanpur, 9. Cantt.II, Agra and 10. Baad, Mathura.
28.	West Bengal	Kolkata	9	1. Fortwilliam. 2. Dum Dum, 3. Haldia, 4. Kanchanpara-II, 5. Nallygunge, 6. Command Hospital, 7. Garden Reach, 8. Cossipore and 9. Barrackpore.
Total			163	

APPENDIX II

STATEMENT OF OBSERVATIONS AND RECOMMENDATIONS

Sl. No.	Para No.	Ministry/Department	Observations/Recommendations
1	2	3	4
1.	87	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	The Government of India had approved the scheme of Kendriya Vidyalaya Sangathan (KVS) in 1962 on the Recommendations of the Second Central Pay Commission. In 1965, an autonomous body — Kendriya Vidyalaya Sangathan was established under the Societies Registration Act, XXI of 1860, which took over the task of opening and managing the Central Schools, henceforth called Kendriya Vidyalayas (KVs). The Sangathan is wholly financed by the Government of India. The objective of this scheme was to set up and monitor the Kendriya Vidyalayas to cater to the educational needs of the children of transferable Central Government employees including Defence personnel by providing a common minimum programme for education. This Sangathan was expected to initiate and promote experimentation and innovation in school education in collaboration with Central Board of Secondary Education (CBSE) and National Council of Educational Research and Training (NCERT). The Sangathan has established 933 Kendriya Vidyalayas with about 7.26 lakh students in its rolls.
2.	88	- do -	While the Kendriya Vidyalaya Sangathan had been set up to pursue excellence and set a pace in the field of education, they did not exercise proper control and monitoring over implementation of their academic and organisational activities, with the result that the objectives of setting

1	2	3	4
			up of the Sangathan could not be fully achieved. Various deficiencies/shortcomings in the working of the Sangathan have been brought out in the Audit review, which was conducted on sample checking of records of Kendriya Vidyalaya Sangathan (Headquarters), 17 Regional offices and 163 Kendriya Vidyalayas, covering the period from 1997-98 to 2002-03. These have been discussed in the succeeding paragraphs.
3.	89	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	The Kendriya Vidyalaya Sangathan is financed out of the Non-Plan and Plan budget of the Ministry of Human Resource Development (Department of Secondary and Higher Education). Although, there were small unspent balances on the Plan Expenditure side, large funds under Non-Plan head remained unspent and ranged from 63.99 crores in 1997-98 to Rs. 128.00 crores in 2002-03. If the contention of the Kendriya Vidyalaya Sangathan that the Ministry permitted them to retain the unspent balances to disburse the salaries and pension of two months <i>i.e.</i> March and April of the next Financial Year is accepted, the fact however remains that the extent of funds retained by the Sangathan each year on the Non-Plan side was substantially higher than the requirements of disbursements of salaries and pension during March and April. The Committee hope that the Sangathan will look into this aspect and manage their finances prudently and with great propriety so that unspent balances are commensurate with the requirements and there is no scope for diversion and mis-utilisation of funds.
4.	90	- do -	A disquieting feature of the availability and management of finances is the fact that whereas there were unspent balances on the Non-Plan Expenditure, the

1	2	3	4
5.	91 M/o Human Resource Development (Development of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan		<p>Kendriya Vidyalaya Sangathan did not receive the amount eventually as asked for in the Revised Estimates for Plan Expenditure. This is evident from the fact that during the period 2002-03 to 2004-05, there was shortfall to the tune of Rs. 65.00 crore, Rs. 13.91 crore and Rs. 60.00 crore respectively in the amounts that were received for Plan Expenditure. The Committee apprehend the adverse impact such large shortfalls in the receipt of Plan grant may have on the construction schedule of the buildings and for making available infrastructure for the Kendriya Vidyalayas across the country. They, therefore, desire that the Ministry of Human Resource Development (Department of Secondary and Higher Education) should look into this aspect and ensure that in future Kendriya Vidyalayas do not face financial constraints in respect of Plan expenditure required by them.</p> <p>The Committee find that the expenditure on project schools, which are run by the Kendriya Vidyalaya Sangathan on behalf of various PSUs and Institutes of Higher Learning is to be met, in full, by these sponsoring bodies. Funds covering six months' requirement are to be deposited with the Sangathan in advance in the month of April and October each year. Audit scrutiny has revealed that the Sangathan had incurred expenditure of Rs. 26.52 crore in excess of the funds received from the sponsoring bodies by diverting funds out of the grants received from the Ministry to meet the expenditure on account of project schools. The Secretary, Department of Secondary and Higher Education admitted during evidence that "money was diverted". According to the Kendriya Vidyalaya Sangathan, a sum of Rs. 14.40 crore was</p>

1	2	3	4
			<p>due from the sponsoring agencies of the project Vidyalayas which have already been closed down and a sum of Rs. 12.73 crore was outstanding from the project schools which are functioning. The KVS has explained that the sponsoring authorities could not settle the dues since many of these public sector undertakings became sick and were unable to meet the financial commitments. As regards the settlement of these dues, the Sangathan is stated to have submitted a detailed proposal to the Department of Secondary & Higher Education for consideration of the Committee of Secretaries. The Committee desire that this matter be resolved early by the Department in coordination with other related Departments of Government of India with a view to recovering the amount due to the Sangathan.</p>
6.	92	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>The Committee note that according to the terms and conditions of the agreement for opening of project schools, in the event of violation of terms and conditions by the sponsoring authority, the Sangathan has the right to close down the Vidyalayas and examine the distribution of assets and liabilities in consultation with Government of India. 28 project schools, which were closed from 1997-98 to 2002-03 were required to pay Rs. 11.84 crore to the Sangathan as on 31 March, 2003 on account of short- deposit of expenditure incurred on them. The assets of these closed project schools were transferred by the Sangathan to the concerned sponsoring bodies without effecting recoveries of outstanding dues. The Kendriya Vidyalaya Sangathan justified the transfer of assets by stating that in the absence of ownership/title of the assets, they could not dispose of such assets towards recovery of dues from the</p>

1	2	3	4
			<p>sponsoring authorities and that if the assets are retained by the Sangathan for recovery of dues, they have to bear the recurring and non-recurring expenditure on running of these Vidyalayas and also to face litigation. The Committee do not find this reply tenable as the agreement provides that in case of violation of terms and conditions, the Sangathan has a right to distribution of assets in consultation with the Government of India. The fact that this was not done is regrettable. The Committee would like the Sangathan to be cautious in future and also re-consider their policy of opening and running such project schools involving PSUs so as to avoid recurrence of such instances.</p>
7.	93	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>Vidyalaya Vikas Nidhi (VVN) fund was created by the Kendriya Vidyalaya Sangathan in April 2000 by merging the pupil fund, maintenance and development fund and science fund in each Kendriya Vidyalaya. The fund was maintained out of monthly contributions received from the students for maintenance and development of the respective Vidyalayas. All expenditure of the Vidyalaya other than salaries, office expenses and construction/repairs of staff quarters were to be met out of this fund. The fund was required to be kept in a separate bank account and as far as possible, a year's collection was to be utilised within the same year by way of well-planned programmes for the development of the concerned Vidyalaya. The Committee regret to observe that the Kendriya Vidyalayas were not able to utilise these funds available with them under the Vidyalaya Vikas Nidhi. This resulted in savings ranging from 30 to 67 per cent during 2000-01 (Sikkim - 30 per cent and Jammu & Kashmir - 67 per cent) and, 30 to 62 per cent in 2001-2002 (Sikkim-30 per cent</p>

1	2	3	4
			<p>and Jammu & Kashmir – 62 per cent). The Committee regret to observe that despite the inability of the Vidyalayas to fully utilise the VVN fund, the KVS enhanced the monthly rates of contribution from Rs. 100 to Rs. 120 from all the students and Rs. 125 to Rs. 150 for science students of classes XI & XII from April 2002. What is surprising is the fact that Kendriya Vidyalaya Sangathan issued instructions to transfer the surplus funds lying with the Vidyalayas as on 31 March 2002 to their respective Regional Offices, which would utilise the funds for purchase of land for new Kendriya Vidyalayas, construction of additional sections and purchase of furniture under their region irrespective of the KVs which had contributed to this fund. This action of KVS was in violation of VVN Rules according to which the funds collected from the students were to be administered exclusively for the purpose of maintenance and development of their Vidyalayas. The Secretary, Department of Secondary & Higher Education, however, conceded during evidence that they were guilty of trying to expand by using money collected from a particular school. He admitted that “this went against the principle of raising resources because if resources are raised from a particular school, it is imperative that the people who contribute know where their money is going and they have the stake.” The Committee are inclined to conclude that this instance is illustrative of the Sangathan’s efforts to sacrifice maintenance & development of individual Vidyalayas out of the funds collected from their students at the altar of expansion. What is further disturbing to note is that despite Vidyalaya Vikas Nidhi not being utilised fully, monthly contributions from</p>

1	2	3	4
8.	94	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>students were enhanced by Kendriya Vidyalaya Sangathan. The Committee cannot but deplore the inadequate delegation of financial powers to the Vidyalayas for proper utilisation of the fund on the one hand and faulty administrative decision making at the Regional/Hqrs. level on the other. The Committee would like to emphasise the need for full utilisation of the Vidyalaya Vikas Nidhi at the level of each Vidyalaya so that the contributions received from the students are optimally utilised exclusively for the maintenance and development of their own Vidyalaya.</p> <p>The Sangathan has laid down certain priorities for admission of students in Kendriya Vidyalayas. The first priority, according to them, is assigned to children of transferable Central Government employees including ex-servicemen, and second priority is for the children of non-transferable Central Government employees (including ex-servicemen). The other five priorities include children of transferable and non-transferable employees of Autonomous Bodies, Public Sector Undertakings etc of Government of India, children of transferable State Government employees, children of non-transferable employees of State Government, Children of employees of Autonomous Bodies, Public Sector Undertakings of State Government and lastly children from any other category. In addition, 15 seats for RAW, 35 seats for MEA and 100 seats for the Ministry of HRD are allocated over and above the sanctioned strength. The Committee are, however, concerned to note that the percentage of admissions made under the topmost priority has been decreasing over the years. This is evident from the fact that the percentage of admission under</p>

1	2	3	4
9.	95	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>this category during the year 2001-2002 was 56.67% and this gradually declined to 55.40% in 2002-2003, 43.25% in 2003-2004 and 43.21% in 2004-2005. On the other hand, the percentage of admission under the last priority has been gradually increasing during the aforesaid period. It was only a meagre 1.32% in 2001-2002, which sharply increased to 17.65% in 2002-2003 and to 25.84% in 2003-2004 while somewhat plateauing off at 23.97% in 2004-2005. The trend of admissions, which does not seem to correspond to the priorities fixed, indicate that extraneous consideration seem to have weighed with the concerned authorities while admitting students to KVs. The Committee would like to be apprised about the precise reasons for not adhering to the priority schedule.</p> <p>As regards the recruitment of teaching and non-teaching posts, the Sangathan at regional level, was short-listing the candidates on academic performance and teaching experience and by conducting the interviews. However, in response to the recommendations of the Shelja Committee constituted by the Ministry of HRD, it was later decided to conduct recruitment centrally through open advertisement. The process included short-listing the candidates through objective and descriptive type examination followed by interview. Conducting of examination in this regard was outsourced to Educational Consultants of India Ltd. (Edcil), an enterprise under the control of Ministry of HRD. However, in response to open tender, a private agency, namely A.O.K. Security Services Ltd. was awarded a contract for conducting the examination for the years 2002-2003 and 2003-04. Surprisingly, for the subsequent year, <i>i.e.</i></p>

1	2	3	4
			<p>2004-05, repeat order was assigned to this agency again without taking recourse to fresh tender.</p> <p>The Committee have now been informed that the Ministry of HRD has directed the Sangathan to assign the job of recruitment again to M/s Edcil during the current year. The Committee seek a factual report from the Ministry of HRD on the circumstances under which Educational Consultants of India Ltd. were disregarded for award of the job of recruitment in the year 2002 in favour of a private agency and then re-considered for this job again in the year 2005. The Committee would also like to be satisfied as to why the change was considered appropriate and beneficial to the recruitment process of teaching and non-teaching staff. The Committee hope that the Ministry would ensure that only organisations with credibility and a proven track record are selected for conducting recruitment examinations.</p>
10.	96	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>Under the Transfer Guidelines issued by the KVS in January, 2005, although all the employees of the KVS are liable to be transferred at any time, no transfers will be made, other than on administrative ground or on request made by the teachers, outside the region identified for the purpose by KVS, except for the reasons/circumstances explained under Clause 10(2) of the guidelines. During his deposition before the Committee, the Secretary, Department of Secondary & Higher Education sought to assure the Committee in this regard that their attempt has been to minimize the hardship of the teachers and they would not be transferred against their will, unless there is a very valid reason to do so. The Committee were given to understand that the Sangathan is now following the</p>

1	2	3	4
11.	97	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>philosophy of treating a teacher as a part of the community and therefore if teachers wish to stay on throughout their career in one school and if they are willing to forego their promotions, they can do so. The Committee do appreciate this approach of treating teachers as a part of the Community. They, however desire that the Sangathan should suitably simplify and modify their Transfer Guidelines to reflect this liberal viewpoint. The Committee would also expect the Department to consider sympathetically the cases of teachers/staff whose services were terminated due to their absence from duty without leave for more than 15 days on account of their transfer to far-flung areas under the transfer policy of the year 2000.</p> <p>As regards the student-teacher ratio in the Kendriya Vidyalayas, the Committee note that as against total number of students of 7,87,251 the sanctioned posts of teachers were 33,528 at the end of March, 2004. Based on this data, the Sangathan has taken the stand that the student-teacher ratio comes to 1:24, which is comparable to other reputed educational institutions like DPS and DAV. The Committee have been given to understand that the sanctioned strength of posts of teachers was reduced to 28,549 in the year 2004-2005 from 33,529 in 2003-2004. During this period, some teachers were declared "surplus" by increasing the workload of teachers. These teachers were to be adjusted in the 200 newly opened sections in existing Kendriya Vidyalayas and in 100 new Kendriya Vidyalayas then proposed. Considering the fact that sanctioned strength of the teachers has decreased as on 31st March, 2005, the student-teacher ratio would be higher than that stated by the Sangathan. Further, as the student-teacher ratio worked out by</p>

1	2	3	4
12.	98	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>the Sangathan is based on the sanctioned posts of teachers and not on their effective strength, the actual student-teacher ratio would be still higher. The Committee, therefore, recommend that the work pressure on the teachers, a fact also conceded by the Secretary, Ministry of Human Resource Development (Department of Secondary and Higher Education) during evidence, requires to be reassessed in a realistic manner in order to ensure that the teachers are able to pay adequate attention to their students and remain motivated to provide quality education to them. Accordingly, the total strength of the teachers needs to be reviewed judiciously. As according to KVS, there are 1464 vacancies as on 31 March, 2005, the Committee desire that these vacancies should be filled up expeditiously so as to lighten the workload of teachers which would help them to pay greater attention to the students.</p> <p>The Kendriya Vidyalaya Sangathan organizes induction, in-service and refresher training courses with a view to cover all the teachers in a cycle of 6 years. The teachers' training was, however, not given proper attention by the Sangathan as there was shortfall in the number of teachers trained ranging from 40 to 47 per cent during the period 1997-98 to 2001-2002. The Sangathan attributed this shortfall to the fact that the teachers, who were imparted training during the last six years, were given second priority for the training courses organized by the NCERT and a few courses organized by the Sangathan. The Committee further note that though the Sangathan had decided to establish five Zonal Training Institutes at Gwalior, Mumbai, Mysore, Chandigarh and Kolkata for training of teachers and other categories of staff, only three of the</p>

1	2	3	4
13.	99	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>Zonal Training Institutes have started functioning so far at Gwalior, Mumbai and Mysore. According to the Sangathan, due to resource constraints, they have decided to make only three Training Institutes fully functional. The Committee are inclined to conclude that the Kendriya Vidyalaya Sangathan have not paid the desired attention to the training needs of the teachers by allocating sufficient funds to implement their decision to establish the five Zonal Training Institutes. The Committee hope early steps would be taken to ensure that all Zonal Training Institutes are made fully functional and that the teachers receive the necessary training regularly in an organized manner. The Committee would expect the Ministry of HRD to remove the administrative or financial constraints, if any, faced by the Sangathan on this count.</p> <p>In March 1996, the Kendriya Vidyalaya Sangathan started the scheme of "Model Vidyalayas" with the objective of identifying and developing select Kendriya Vidyalayas into model educational institutions having well-equipped infrastructure with computers, overhead projectors, colour T.Vs., junior science labs, well-equipped libraries, workshops, playgrounds etc. The Model Vidyalayas were required to develop innovative programmes for improving the quality of education and their progress was to be monitored at the Sangathan Headquarters. In this regard, the Committee note that although an expenditure of Rs. 54.28 crore was incurred on this scheme for 448 Model Kendriya Vidyalayas, several shortcomings were detected by Audit in the actual implementation of this scheme wherein the required additional facilities were not created in many Vidyalayas declared as</p>

1	2	3	4
			<p>“Model Vidyalayas”. For instance, in nine cases the same Vidyalayas were declared as “Model Vidyalayas” and excess funds amounting to Rs. 90.14 lakh were released. Further, in several Model Vidyalayas, funds amounting to Rs. 8.39 crore were lying unspent. Computer education was not being imparted at all in 28 Vidyalayas declared as “Model Vidyalayas”, whereas, in 23 “Model Vidyalayas”, where computer education was being imparted, no computer instructor was appointed. Furthermore, in 29 “Model Vidyalayas”, computer facility was not being made available to the students though the funds had been released for purchase of computers. Even basic facilities like junior laboratories, playground and multipurpose hall as envisaged in the scheme had not been developed in several of the Vidyalayas declared as “Model Vidyalayas”. The Committee are surprised to note that funds for creation/purchase of additional infrastructure in the “Model Vidyalayas” were released on the basis of recommendations from the Regional Office and not on the basis of actual requirement. The Sangathan, therefore, has admitted that “the monitoring should have been much more elaborate and effective and there were some lapses here and there.”</p> <p>As per the advice of the Expenditure Finance Committee, the scheme of Model Kendriya Vidyalayas was to be reviewed after 2 years of its implementation, which has not been done so far. While appreciating the concept of Model Kendriya Vidyalayas, the Committee would like to point out that the Sangathan should not have waited for Audit to point out such lapses and there ought to be an inherent mechanism in the system to detect such lapses with a view to taking corrective action. The Committee hope</p>

1	2	3	4
14.	100	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>that expeditious action would now be taken to review the scheme with a view to identifying and rectifying its shortcomings as well as to evaluate whether the objectives behind selecting KVs for development as Model Kendriya Vidyalayas have been achieved. The Committee also expect that an effective monitoring/control system would be put in place to oversee that the very purpose of setting up the Model Vidyalayas is not defeated.</p> <p>Although computer-aided education has become a significant part of schooling of late, the Committee are constrained to point out that out of 7762 computers installed in the Model Vidyalayas, 239 were non-functional and remained so for a period ranging from six months to one year. From this, the Committee can imagine very well the state of affairs of installation of computers and their functioning in non-Model Vidyalayas. The Committee are, therefore, unhappy over such a scenario, which quite obviously, is depriving the students from learning such an essential skill in the present day academic environment. They, therefore, recommend that the Kendriya Vidyalaya Sangathan should ensure in right earnest that at least the identified Model Vidyalayas are fully equipped with computers and steps are taken to ensure their continuous functioning. In this regard, the Committee further desire that the terms and conditions agreed with the vendors providing computers for Model Kendriya Vidyalayas to the Sangathan should be strictly enforced and any laxity/default on their part must be taken note of so as to take remedial/penal action. The Committee also urge Kendriya Vidyalaya Sangathan to direct the individual School authorities to monitor maintenance and</p>

1	2	3	4
15.	101	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>updating of computers on a regular basis so as to keep pace with the latest advancements in this field.</p> <p>What has surprised the Committee is the fact that KVs do not have computer teachers as there are no sanctioned/regular posts for this subject. Only some ad hoc arrangement seems to have been made for computer teachers and Sangathan has not treated with due seriousness the issue of regular appointment of teachers (by creating regular posts) to teach computer education as a subject in the Kendriya Vidyalayas. This is evident from the fact that an organization called INTEL is stated to have trained around 18,000 non-computer teachers in the handling of computers and basics of computer education. Apart from that, KVS also hired the services of professional computer teachers on a contractual basis through school level/cluster level/regional level advertisements by the Employment Exchanges. The Committee feel that Sangathan should immediately approach the Ministry of HRD for creation of regular posts of computer teachers in Kendriya Vidyalayas.</p>
16.	102	- do -	<p>Regarding overall academic performance of the Kendriya Vidyalayas, KVS has contended that students of the Kendriya Vidyalayas have performed better than private schools at Board level during the year 2004. Kendriya Vidyalaya Sangathan has claimed that the pass percentage of the Vidyalayas at the X Board exam in 2004 was 90.44, while it was 84.83 for independent schools like DPS. The corresponding figures for XII Board exam was 92.75% for Kendriya Vidyalayas and 80.46 for schools like DPS. The Committee feel that in the absence of figures of average percentage of marks secured by</p>

1	2	3	4
17.	103	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>the students of Kendriya Vidyalayas in the Board exams, it is not possible to take a more comprehensive view on the performance of the Kendriya Vidyalayas. The Committee hope and desire that the average percentage of marks in all subjects as well as in individual subjects secured by Kendriya Vidyalaya students in the Board exams should also compare favourably with that of other schools. They would like to be apprised about the performance of KVs in this regard <i>vis-à-vis</i> other schools like DPS.</p> <p>The Committee have been given to understand that Kendriya Vidyalayas are opened in the civil sector on the recommendations of different Ministries/ Departments of Central Government/ State Government or the Central Government Employees Welfare Coordination Committee. Similarly, they are opened on the recommendations of the Ministry of Defence in the defence sector. Kendriya Vidyalayas are also opened in the Institutes of Higher Learning and in the Project Sector. According to the norms laid down for the location of new Kendriya Vidyalayas, the sponsoring authority should provide 15 acres of land free of cost and make available, free of rent or on a nominal rent, temporary accommodation to house the school till such time the Sangathan can build its own building for the school on the land allotted to it. Audit has pointed out that out of 770 Kendriya Vidyalayas, 259 Kendriya Vidyalayas functioned from temporary accommodation and there was inordinate delay in land transfers to the Sangathan. According to KVS, 215 Kendriya Vidyalayas at present are functioning in temporary accommodation and permanent buildings had to be constructed for them. The Sangathan</p>

1	2	3	4
18.	104	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>contended that permanent buildings could not be constructed due to delayed transfer of land to the Sangathan. The Committee have now been informed that they have achieved some progress on this front and 146 cases of land transfer have been cleared so far. As there has been inordinate delay in land transfers, the Committee would like the Ministry of HRD to take the initiative and coordinate with other Departments to get land transfers to the Sangathan expedited so that all the Kendriya Vidyalayas could be housed in permanent buildings. Wherever land transfers have already taken place, the Committee would expect the Sangathan to commence construction of buildings without further loss of time and provide them with the necessary infrastructure.</p> <p>With regard to provision of necessary infrastructure/facilities, the Committee note that the scheme for construction of swimming pools and gymnasia on Build, Operate and Transfer (BOT) basis in the premises of Kendriya Vidyalayas envisaged that private parties would be allowed to undertake the construction with their own funds. The students of Kendriya Vidyalayas were to be allowed to use these facilities during school hours free of charge. Thereafter, the Concessionaires will use these facilities commercially. The scheme further envisaged that arrangement would be there for a period of 30 years whereafter all the facilities created would be transferred over to the school. The Committee have been informed that this scheme is being reviewed and it has been decided that the locations where these facilities are functional, may be allowed to function for the time being and the Principals may be asked to negotiate with the Concessionaire on individual basis to</p>

1	2	3	4
19.	105	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>find out the modalities for terminating the contract or reducing the period of the contract. The Committee, while appreciating the idea behind such public-private initiatives, desire that the Department and the Sangathan should ensure that such well-meaning ventures do not end up in needless controversies involving one-sided contracts. As the agreements are being re-negotiated and renewed, the Committee would expect the Kendriya Vidyalaya Sangathan to take a balanced and fair approach while negotiating with the Concessionaires, at the same time ensuring free access to these facilities by the students of Kendriya Vidyalayas.</p> <p>In so far as the achievements in sports made by the students of Kendriya Vidyalayas and the incentives offered to them for excelling in sports is concerned, the Committee were made to understand that sports has been a regular feature in the Kendriya Vidyalayas right from inception. In the school time-table four periods are earmarked for sports activities for each class per week. The Sangathan also organizes competitive games at regional and national level wherein talented sports persons compete with each other. Provision has also been made at the school level for coaching talented students by the Sports Authority of India. The Committee, further note that cash prizes are given to the students for their achievements in various sports meets. In addition a relaxation of 25 marks spread over all subjects is granted to a student who has participated in the KVS and SGFI meets for promotion to next higher class. Regional Sports Control Board and KVS Sports Control Board also give financial aid to schools from time to time to develop sports facilities in school.</p>

1	2	3	4
20.	106	M/o Human Resource Deveopment (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>The Committee, while appreciating the steps taken to promote sports in Kendriya Vidyalayas, desire that the sports culture should be inculcated in the students from early years of schooling itself and the students should be provided with ample opportunity requisite infrastructure and with matching standardised facilities to develop their talents in sports so as to help them achieve excellence in their chosen disciplines.</p> <p>The Committee were informed by the representative of the Department of Secondary and Higher Education that there was a view in the Government that since the Kendriya Vidyalaya Sangathan provides reasonable quality education at an affordable cost, some of the more backward areas should be covered. The Government was therefore planning to open new Kendriya Vidyalayas all over the country in those districts which have no Kendriya Vidyalaya and which had concentration of different backward groups – tribals, scheduled castes, minorities, OBCs and persons with disabilities. The Committee note that the Department have thus identified 50 districts for opening Kendriya Vidyalayas. However, the Department has conceded that by such expansion, they were actually departing from their original mandate and that if the Kendriya Vidyalayas expand indiscriminately, it may weaken their administration. The Committee would thus like the Ministry to examine this proposal carefully and all the relative advantages/disadvantages should be considered before expansion of Kendriya Vidyalayas. At the same time, they would like the Ministry to ensure that the existing Kendriya Vidyalayas are provided all the facilities and infrastructure before</p>

1	2	3	4
21.	107	M/o Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan	<p>expansion of the network of Kendriya Vidyalayas.</p> <p>The KVS functions through its General Body called the Sangathan and its Executive Committee <i>i.e.</i> the Board of Governors, which is headed by the Minister of HRD. The Board is assisted by three Standing Committees constituted by it <i>viz.</i>, the Finance Committee, the Academic Advisory Committee and the Works Committee. The General Body is required to meet at least once in a year and the Board of Governors thrice a year and its meetings should be preceded by the meeting of the three Standing Committees. The Committee are constrained to point out that the General Body had met only during 1998-99 and 1999-2000 and thereafter no meeting was held. Similarly, the meetings of the Board of Governors were also not being held as required and the meetings of the Standing Committees were held even less than the number of meetings of the Board. Further, the meetings of the three Standing Committees were not being held before the meeting of the Board of Governors. It is also inexplicable as to why the minutes of the meetings of the Works Committee, Finance Committee and the Academic Advisory Committee were not placed before the Board of Governors for confirmation.</p> <p>What is surprising is the fact that the Board of Governors did not meet for about three years after their last meeting which was held in September, 2001. It was only when this subject was taken up for examination by the Public Accounts Committee that the Board of Governors got activated and held meetings in October, 2004 and February, 2005. Further, the Regional Advisory Committees, which are required</p>

1	2	3	4
			<p>to periodically monitor the general functioning of the Vidyalayas and their academic performance, had not been constituted in eight regions. In six regions, these Committees had been constituted but had not held any meeting. The Committee are thus inclined to conclude that the Core Committees of the Sangathan as well as the Regional Advisory Committees were virtually inactive over the years. The large shortfall in the meetings of the Core Committees is indicative of complete lack of monitoring and control of the Sangathan over the functioning of the Vidyalayas. The Committee have now been promised that the Sangathan has taken steps to ensure regular meetings of the Core Committees as well as that of Regional Committees. They hope that the Ministry of HRD would take suitable steps to ensure that all Committees constituted by the Sangathan remain active with a view to exercising proper control and monitoring over implementation of the Sangathan's academic and organisational activities.</p>

PART II

MINUTES OF THE SIXTEENTH SITTING OF THE PUBLIC ACCOUNTS COMMITTEE (2004-2005) HELD ON 17TH FEBRUARY, 2005

The Committee sat from 1600 hrs. to 1745 hrs. on 17th February, 2005 in Committee Room "B", Parliament House Annexe, New Delhi.

PRESENT

Prof. Vijay Kumar Malhotra — *Chairman*

MEMBERS

Lok Sabha

2. Shri Naveen Jindal
3. Shri Ashok Kumar Rawat
4. Dr. R. Senthil
5. Shri Brij Bhushan Sharan Singh
6. Shri K. V. Thangka Balu
7. Shri Tarit Baran Topdar

Rajya Sabha

8. Shri Prasanta Chatterjee
9. Shri R. K. Dhawan
10. Dr. K. Malaisamy
11. Shri Jairam Ramesh
12. Prof. R.B.S. Varma

SECRETARIAT

1. Shri P.D.T. Achary — *Secretary*
2. Shri S. K. Sharma — *Additional Secretary*
3. Shri Ashok Sarin — *Director*
4. Smt. Anita B. Panda — *Under Secretary*

REPRESENTATIVES OF THE OFFICE OF THE COMPTROLLER AND AUDITOR GENERAL OF INDIA

1. Ms. Anusua Basu — ADAI (RC)
2. Shri Roy S. Mathruni — Principal Director (AB)
3. Ms. Rina Garg — Director

REPRESENTATIVE OF THE MINISTRY OF HUMAN RESOURCE DEVELOPMENT (DEPARTMENT OF SECONDARY & HIGHER EDUCATION)

1. Shri B.S. Baswan — Secretary
2. Shri Sudeep Banerjee — Additional Secretary
3. Shri Keshav Desiraju — Joint Secretary (SE & Admn.)
4. Shri S.K. Ray — Joint Secretary & Financial Advisor

REPRESENTATIVES OF KENDRIYA VIDYALAYA SANGATHAN

1. Shri Ranglal Jamuda — Commissioner (KVS)
2. Smt. Pragya Richa Srivastava — Joint Commissioner (Admn.)

2. At the outset, the Chairman, PAC welcomed the Members of the Committee and Audit Officers to the sitting of the Committee. The Chairman informed the Members that the sitting has been convened to take oral evidence of the representatives of the Ministry of Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan on Paragraph 2.1 of Report of the C&AG of India for the year ended March 2003, Union Government (Civil—Autonomous Bodies), No. 4 of 2004 relating to "Kendriya Vidyalaya Sangathan. Thereafter, the Officers of the Office of C&AG of India briefed the Committee on the specific points arising out of the audit paragraph. Then the representatives of Ministry of Human Resource Development (Department of Secondary & Higher Education) and Kendriya Vidyalaya Sangathan were called and the Committee commenced oral evidence of the subject. The Secretary and other representatives of the Ministry and the Kendriya Vidyalaya Sangathan explained the functioning of KVS. The Members of the Committee sought various clarifications on the points arising out of audit paragraph and brief notes submitted by the Kendriya Vidyalaya Sangathan. After detailed discussion, Hon'ble Chairman directed the Secretary, Ministry of Human Resource Development (Department of Secondary & Higher Education) and the Commissioner, Kendriya Vidyalaya Sangathan to furnish written information at the earliest on all the points raised by the Members.

3. A copy of the verbatim proceedings of the sitting has been kept on record.

The Committee then adjourned.

MINUTES OF THE EIGHTEENTH SITTING OF THE PUBLIC ACCOUNTS
COMMITTEE (2005-2006) HELD ON 19TH JANUARY, 2006

The Committee sat from 1630 hrs. to 1730 hrs. on 19th January, 2006 in Committee Room "A", Parliament House Annexe, New Delhi.

PRESENT

Prof. Vijay Kumar Malhotra — *Chairman*

MEMBERS

Lok Sabha

2. Dr. R. Senthil
3. Shri Madan Lal Sharma
4. Shri Brijbhushan Sharan Singh
5. Shri Tarit Baran Topdar

Rajya Sabha

6. Shri Prasanta Chatterjee
7. Dr. K. Malaisamy
8. Shri V. Narayanasamy
9. Shri Jairam Ramesh
10. Prof. R.B.S. Varma

SECRETARIAT

1. Shri S.K. Sharma — *Additional Secretary*
2. Shri Ashok Sarin — *Director*
3. Smt. Anita B. Panda — *Under Secretary*

OFFICERS OF THE OFFICE OF THE COMPTROLLER AND
AUDITOR GENERAL OF INDIA

1. Smt. Mohua Chatterjee — ADAI
2. Dr. A.K. Banerjee — Director General
3. Shri Jayanti Prasad — Principal Director

REPRESENTATIVES OF THE MINISTRY OF FINANCE
(DEPARTMENT OF REVENUE)

1. Shri K.M. Chandrashekhar — Revenue Secretary
2. Shri M. Jayaraman — Chairman (CBEC)
3. Shri V.P. Singh — Member
4. Smt. Chitra Saha — Member

5. Shri Gautam Ray — Joint Secretary
 6. Shri Ramtirath — Commissioner

REPRESENTATIVES OF THE MINISTRY OF SMALL-SCALE INDUSTRIES

1. Shri A.S. Nikhade — Addl. Development Commissioner & Economic Advisor
 2. Shri Praveen Mahto — Addl. Economic Advisor

2. At the outset, the Chairman welcomed the Members of the Committee to the sitting. Thereafter, the Committee took up for consideration and adoption of the Draft Report on “Kendriya Vidyalaya Sangathan” and the Draft Report on Action Taken on 61st Report of PAC (13th Lok Sabha) relating to “Non-realisation of foreign exchange”. After some deliberations, the Committee adopted these draft Reports and authorised the Chairman to present the same to Parliament.

3. xxxxxx xxxxxx xxxxxx
 4. xxxxxx xxxxxx xxxxxx
 5. xxxxxx xxxxxx xxxxxx

6. A copy of the verbatim proceedings of the sitting has been kept on record.

The Committee then adjourned.