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**PARLIAMENT OF INDIA  
LOK SABHA**

**COMMITTEE ON EMPOWERMENT OF WOMEN  
(2014-2015)**

**(SIXTEENTH LOK SABHA)**

**FIRST REPORT**

**‘ASSESSMENT OF EDUCATIONAL STATUS OF WOMEN  
WITH SPECIAL REFERENCE TO THE GIRL CHILD’**

**[Action Taken by the Government on the recommendations contained in the  
Twentieth Report (Fifteenth Lok Sabha) of the Committee on Empowerment of  
Women (2012-2013) on ‘Assessment of Educational Status of Women with Special  
Reference to the Girl Child’]**



**LOK SABHA SECRETARIAT  
NEW DELHI**

***December, 2014/Agrahayana, 1936 (Saka)***

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**(SIXTEENTH LOK SABHA)**

### **‘ASSESSMENT OF EDUCATIONAL STATUS OF WOMEN WITH SPECIAL REFERENCE TO THE GIRL CHILD’**

[Action Taken by the Government on the recommendations contained in the Twentieth Report (Fifteenth Lok Sabha) of the Committee on Empowerment of Women (2012-2013) on ‘Assessment of Educational Status of Women with Special Reference to the Girl Child’]

*Presented to Lok Sabha on 19.12.2014*

*Laid in Rajya Sabha on 19.12.2014*



**LOK SABHA SECRETARIAT  
NEW DELHI**

***December, 2014/Agrahayana, 1936 (Saka)***

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## **COMPOSITION OF THE COMMITTEE ON EMPOWERMENT OF WOMEN**

**(2014-2015)**

\*\*\*\*\*

**Hon'ble Chairperson - Smt. Bijoya Chakravarty**

### **MEMBERS**

#### ***LOK SABHA***

2. Smt. Anju Bala
3. Kum. Sushmita Dev
4. Smt. Rama Devi
5. Smt. Jyoti Dhurve
6. Smt. Bhavana Gawali
7. Ms. Shobha Karandlaje
8. Smt. Rakshatai Khadse
9. Smt. Poonamben Maadam
10. Ms. Mehbooba Mufti
11. Smt. Anupriya Patel
12. Smt. Jayshreeben Patel
13. Smt. Butta Renuka
14. Smt. Satabdi Roy
15. Smt. Mala Rajyalakshmi Shah
16. Smt. Rita Tarai
17. Smt. P. K. Sreemathi Teacher
18. Smt. Savitri Thakur
19. Smt. R. Vanaroja
20. Vacant

### **RAJYA SABHA**

21. Vacant
22. Smt. Jharna Das Baidya
23. Smt. Vandana Chavan
24. Smt. Mohsina Kidwai
25. Shri Anubhav Mohanty
26. Smt. Kahkashan Perween
27. Shri G. N. Ratanpuri
28. Smt. Bimla Kashyap Sood
29. Shri A. V. Swamy
30. Smt. Wansuk Syiem

### **SECRETARIAT**

- |    |                           |   |                         |
|----|---------------------------|---|-------------------------|
| 1. | Smt. Anita Jain           | - | <i>Joint Secretary</i>  |
| 2. | Shri S.C. Chaudhary       | - | <i>Director</i>         |
| 3. | Smt. Reena Gopalakrishnan | - | <i>Deputy Secretary</i> |

## INTRODUCTION

I, the Chairperson, Committee on Empowerment of Women having been authorized by the Committee to submit the Report on their behalf, present this First Report (Sixteenth Lok Sabha) on the action taken by the Government on the recommendations contained in their Twentieth Report (Fifteenth Lok Sabha) on 'Assessment of Educational Status of Women with Special Reference to the Girl Child'.

2. The Twentieth Report (Fifteenth Lok Sabha) of the Committee on Empowerment of Women was presented to Lok Sabha and laid in Rajya Sabha on 22.08.2013. The Ministry of Human Resource Development (Department of School Education and Literacy) have furnished the action taken replies to all the Observations/Recommendations contained in the Report.

3. The Committee on Empowerment of Women (2014-2015) considered and adopted the Draft Action Taken Report at their sitting held on 16 December, 2014. Minutes of the sitting are given in Appendix I.

4. An Analysis of the action taken by the Government on the recommendations contained in the Twentieth Report (Fifteenth Lok Sabha) of the Committee is given in Appendix II.

5. For facility of reference and convenience, the Observations/Recommendations of the Committee have been printed in bold letters in the body of the Report.

**NEW DELHI;**  
**17 December , 2014**  
**26 Agrahayana, 1936 (Saka)**

**BIJOYA CHAKRAVARTY,**  
**CHAIRPERSON,**  
**COMMITTEE ON EMPOWERMENT OF WOMEN**

## CHAPTER I

### REPORT

This Report deals with the action taken by the Government on the observations/recommendations contained in the Twentieth Report (Fifteenth Lok Sabha) of the Committee on Empowerment of Women on the subject 'Assessment of Educational Status of Women with Special Reference to the Girl Child' pertaining to Ministry of Human Resource Development (Department of School Education and Literacy).

2. The Twentieth Report of the Committee was presented to Lok Sabha on 22<sup>nd</sup> August 2013 and was simultaneously laid in Rajya Sabha on the same day.

3. The Action Taken Replies in respect of all the 12 observations/recommendations contained in the Report have been received from the Government. These have been categorized as follows:-

- (i) Observations/Recommendations, which have been accepted by the Government.

Recommendation Para No:- 2.2, 2.3, 2.5, 2.7 and 2.12

Total :05

#### **Chapter-II**

- (ii) Observations/Recommendations which the Committee do not desire to pursue in view of the replies of the Government.

Recommendation Para No:- Nil

Total: 00

#### **Chapter-III**

- (iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration.

Recommendation Para No:- 2.1, 2.4, 2.9, 2.10 and 2.11.

Total: 05

#### **Chapter-IV**



- (iv) Observations/Recommendations in respect of which the Government have furnished interim replies.

Recommendation Para No:- 2.6 and 2.8

Total : 02

## **Chapter-V**

**4. The Committee trust that utmost importance would be given by the Government to the implementation of their recommendations. In case where it is not possible for the Government to implement the recommendations in letter and spirit for any reasons, the matter should be reported to the Committee with reasons for non-implementation. The Committee further desire that the Action Taken Notes on the recommendations/observations contained in Chapter-I of this Report and final reply to the observations/recommendations contained in Chapter-V of the Report of which Government has submitted interim reply, may be furnished to the Committee within three months of the presentation of this Report.**

5. The Committee will now deal with those actions taken replies of the Government, which need reiteration or merit comments.

### **A. Gender Sensitization**

#### **(Recommendation No. 2.1)**

6. The Committee in their original report had observed that women face discrimination in all aspects of life right from their childhood and hence had highlighted the need to have gender sensitization components in the syllabus to root out gender prejudice and make students sensitive towards women issues. The Committee had also favored the introduction of co-educational system from the elementary level and working out specific modalities for pragmatic/ result-oriented teachers training modules.

7. The Ministry of Human Resource Development in its action taken reply on the aforementioned recommendation has stated as under:-

“The Department of School Education & Literacy has always attached top priority to the gender sensitization and the integration of gender concerns in school textbooks and curriculum. The Department has been constantly engaged in gender sensitization over the years.

The National Curriculum Framework (2005) prioritizes gender as an important guiding principle in all curricular areas and stipulates that gender be an integral part of all disciplines offered to children at school stage. Gender concerns have been integrated in the curriculum and in the textbooks drawn up by the National Council of Educational Research and Training (NCERT) and widely used by schools affiliated to the Central Board of Secondary Education (CBSE) and in several State Governments. The State Council of Educational Research and Training (SCERT's) which prescribes textbooks for State Government schools have redesigned school textbooks to make these gender positive.

All the State Education Secretaries dealing with elementary and secondary education have been requested to inform the Department on the issues listed below and to also forward a plan of action along with compliance reports. The issues raised with them are:

- (i) Critical and sensitive relook at the curriculum to ensure gender positive and gender sensitive material and messages are incorporated.
- (ii) At least a 2-3 day gender module be conducted with all teachers during the annual in-service training programme.
- (iii) School monitoring systems to incorporate the checklist of gender sensitive parameters which promote gender sensitivity in classroom transaction and school extra-curricular activities.
- (iv) From the upper primary classes, the physical education classes should include training in self-defence for girls.
- (v) Progress on awareness campaigns on gender.

The Department has also undertaken a gender review of the textbooks at elementary level and the gender analysis has been sent across to the State for their perusal.

A checklist for classroom processes and curriculum plus activities as well as an evaluation tool for textbooks analysis from a gender perspective has been prepared by NCERT and the State/UTs have been informed of the same.

There are reflections of increasing inclusiveness in curricular material developed by NCERT. A recently conducted review on gender sensitivity in NCERT textbooks which focused on textbooks from Class I to V has shown that most of them highlight gender concerns. The analysis on gender inclusiveness in the textbooks on English, Hindi, Mathematics and Environmental Studies was done by NCERT's department of women's studies. According to the analysis, children's imagination, creativity, dreams have been followed well. Environment studies textbooks also deal with diversity and marginalization, and show both boys and girls in active roles."

### **Comments of the Committee**

**8. The Committee note that in pursuance to their recommendations, the Government has taken a lot of efforts to integrate gender concerns in the curriculum and the text books as well as in the extra curricular activities. At the same time, they are disturbed to see that the Government has turned a blind eye to some of the major suggestions made by the Committee, especially the need to encourage co-educational system at the elementary level and the requirement for pragmatic teacher training modules. While recognizing the steps taken by the Government to sensitize the system from a gender angle, the Committee would like to reiterate that the Government should chalk out a clear road map for the implementation of its various programmes for gender sensitization in its real spirit. The Committee would also like to underline their earlier recommendation regarding the introduction of co-educational system in the schools from the elementary level to inculcate a caring and harmonious relationship between boys and girls.**

## **B. Girls Hostel**

### **(Recommendation No. 2.4)**

9. Highlighting the slow pace of implementation of the centrally sponsored scheme namely “Construction and Running of Girls Hostel for Students of Secondary and Higher Secondary Schools” which was initiated in 2009-10, the Committee had noted with dismay that out of the 1999 hostels that were approved, only 87 were completed and made functional. Though they were informed that all the hostels would be completed by 2015-16, the Committee were apprehensive about the Government achieving this target in view of the abysmal past record in this regard. They, therefore had strongly recommended that a strategy be put in place and a proper time bound action plan be prepared to ensure that the target for completing the remaining girls hostels are met. The Committee had also directed the Government to get the required funds released from the Ministry of Finance for the completion of girl’s hostels.

10. The Ministry of Human Resource Development in its action taken reply on the aforementioned recommendation has stated as under:-

"As on date, 2138 hostels have been approved. Till date, Central grant of Rs. 976.49 crore has been released for construction of 1580 hostels. Of these, construction of 113 hostels has been completed – 25 in Madhya Pradesh, 21 in Punjab and 67 in Rajasthan. A total of 516 girls’ hostels are operational as under:

- i. Assam : 35 (functional in temporary location from 1.1.2014)
- ii. Chhattisgarh- 67 (functional in KGBVs since August, 2010)
- iii. Dadra Nagar Haveli: 1 (functional in temporary location from July, 2013)
- iv. Haryana: 2 (functional in temporary location from July, 2013)
- v. Karnataka - 62 (functional in temporary locations since 2010-11)
- vi. Madhya Pradesh-198 (25 functional in their own building and the remaining in temporary location since Oct. 2011)
- vii. Tamil Nadu – 44 (functional in temporary locations from September, 2013)
- viii. Uttarakhand- 19(in temporary locations since April 2011)

- ix. Punjab - 21 (const. completed; operational from July 2013)
- x. Rajasthan- 67 (Construction completed and functioning since July, 2011)

Now the Scheme has picked up at a faster pace and we have received revised proposals from state governments. It is expected that all the hostels would be made functional by the end of the 12<sup>th</sup> Plan.

The committed liability for the 12<sup>th</sup> Plan period for the Scheme is Rs.5375.19 cr. as against the allocation of Rs. 2880.00 cr. Funds have been a constraint. In 11<sup>th</sup> Plan & 12<sup>th</sup> Plan, Year-wise allocation of funds and utilisation has been given as on the following page:

Girls' Hostel Scheme – (Rs. in crore)			
(11 <sup>th</sup> FYP)	BE	RE	Actual Expenditure
<b>2008-09</b>	80.00	40.00	0.00
<b>2009-10</b>	60.00	80.00	65.15
<b>2010-11</b>	100.00	66.88	56.04
<b>2011-12</b>	250.00	249.95	194.70
<b>(12<sup>th</sup> FYP)</b>			
<b>2012-13</b>	450.00	327.00	318.58
<b>2013-14</b>	450.00	-	340.03
			(As on 15.02.2014)

It may also be mentioned that a District Level Committee comprising of Members of Parliament/State Legislatures/Zilla Parishads and other district level officials has been constituted vide this Ministry's O.M. dated 25<sup>th</sup> April 2013 to monitor the implementation of Scheme of Sarva Shiksha Abhiyan, Mid Day Meal and Rashtriya Madhyamik Shiksha Abhiyan. Girls' Hostel Scheme has since been subsumed with the Scheme of Rashtriya Madhyamik Shiksha Abhiyan from 2013-14 and hence its implementation would also be monitored by the District Level Committee."

### **Comments of the Committee**

**11. The Committee, already quite disappointed by the sluggish track record of the Government in achieving the targets with regard to construction and running of girls hostel for students of Secondary and Higher Secondary Schools**

are extremely unhappy to see that that even after five years in to the scheme not even a quarter of the 2138 hostels approved have been made functional. They, therefore, are not ready to share the optimism shown by the Government that all the hostels would be made functional by the end of the current Plan period unless a time bound action plan for achieving the same is in place. Hence, the Committee once again recommend that a methodological approach for completing the task be adopted with close monitoring at various levels and appropriate action be taken against the organizations/ persons failing in this respect. The Ministry of Finance should also be approached well on time for release of funds so that the completion of girls' hostels does not suffer for want of funds.

#### **C. Toilets and Drinking Water facilities**

##### **(Recommendation No. 2.9)**

12. The Committee in their original report had expressed their deep anguish over the pathetic condition of toilets and drinking water facilities in schools under Sarva Shiksha Abhiyan (SSA) and had brought to the notice of the Government the directions issued by the Hon'ble Supreme Court to provide these facilities in schools within a period of six months. The Committee had recommended that a detailed survey should be undertaken by the Government to evaluate the availability of key amenities like toilets and drinking water facilities in schools, separately for boys and girls and apprise them accordingly. The Committee had also recommended that the annual maintenance grant being provided under Sarva Shiksha Abhiyan for maintenance of existing infrastructure should also be appropriately re-worked keeping in view the inflationary trends in the country.

13. The Ministry of Human Resource Development in its action taken reply has stated as under:-

"Under the Sarva Shiksha Abhiyan (SSA) programme a total of 3.06 lakh new school buildings with toilets, drinking water facilities, 8.81 lakh toilets, 2.31 lakh drinking water facilities for existing schools, have been sanctioned so far. Funds are given annually as maintenance grant @ Rs. 5000 per school for schools with 3 classroom and Rs. 10000 for schools that have more than 3 classrooms. A school grant @ Rs. 5000 per primary school per year and @ Rs. 7000 per upper primary school per year is also provided which could be used for maintenance of infrastructure. There is also a norm for providing funds for major repairs up to the maximum of Rs. 150 crore per year and proposal for major repairs are considered during the approval process of Annual Work Plan and Budget of that particular year. Apart from this in convergence with the schemes of Ministry of Drinking Water & Sanitation these facilities are provided in rural areas.

So far as the question of undertaking a detailed survey for assessing these facilities are concerned, every year the National University of Education Planning and Administration (NUEPA) brings out the District Information System for Education (DISE) which provides information on school infrastructure at the elementary level. As per the DISE data 2012-13, 94.87% elementary schools have drinking water facilities. 89.7% schools have boy's toilets of which 89.64% toilets are functional toilets and 68.9% schools have girls toilets of which 74.59% toilets are functional toilets. The Ministry has been regularly advising the States to ensure the functionality of these facilities."

### **Comments of the Committee**

**14. The Committee are shocked to find that as per the survey conducted by the National University of Education Planning and Administration (NUEPA) in 2012-13 on infrastructure availability at the elementary level that only 68.9% schools have girls' toilets of which 74.59% toilets are functional toilets. The analysis of the above data indicates that only 51 % of the toilets for girls are actually functional in schools. It is disheartening that even after the directions by the Supreme Court to provide this basic facility in all schools within a period of six months, no effective steps appear to have been taken in this direction. Hence, the Committee once again urge upon the Government to make time bound action plan to provide functional toilets and drinking water facilities for students, especially girls in all schools and refrain from feeling complacent after issuing routine advisories to the States. The Committee also reiterate that the annual**

**maintenance grant for existing toilets and drinking water facilities should be revised keeping in view the inflationary trends in the economy.**

#### **D. Lady Counsellors**

##### **(Recommendation No. 2.10)**

15. Highlighting the need for counsellors in schools, the Committee had observed that trained lady counsellors could be of great help in guiding girl students in developing the right attitude and competencies to cope up with their educational, personal and social problems. The Committee while expressing their surprise over the non-availability of such counsellors in schools under Sarva Shiksha Abhiyan (SSA) or Rashtriya Madhyamik Shiksha Abhiyan (RMSA) had recommended for their appointment in every SSA and RMSA Schools in a uniform pattern even without the State Governments concerned requesting for such intervention. The Committee had also recommended that the Government in consultation with the State Governments introduce a pilot project in this regard.

16. Replying to the above recommendation, the Ministry of Human Resource Development has submitted as follows:-

"Sarva Shiksha Abhiyan (SSA) have no provision for qualified lady counsellors in their schools. This need is sought to be fulfilled by activating a local grievance Redressal mechanism. States/UTs have notified different agencies/procedures for the same, including innovative solutions like Odisha's toll free helpline and Kerala's help desks, which were done in coordination with Mahila Samakhya.

The focus, due to fund constraint, is on training of regular teachers to address needs and requirements of children with due gender sensitization."

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

**17. The Committee are disappointed to note from the reply that the Government had turned down their suggestion to appoint trained lady counsellors in schools citing the absence of such provisions under the Sarva**



**Siksha Abhiyan scheme as well as fund constraints. The Government has further informed that the task of counseling is done through the local grievance redressal mechanism and other helpdesk/ help lines set up for the purpose. However, the Committee are of the strong view that such helpdesks/ help lines are no substitutes for one-to-one counseling with a humane touch. They, further feel that fund constraints should not come in the way of appointing lady counsellors who are required to help young girls to tide over emotional and biological stress during their adolescence. The Committee, therefore, reiterate their earlier stance and recommend the appointment of lady counsellors in schools and desire that a detailed account of the Government's action in this regard be furnished expeditiously to them.**

#### **E. Absentee Teacher**

##### **(Recommendation No. 2.11)**

18. While noting the expansion in primary school access across the country at present, the Committee had observed that this improvement in school access did not commensurate with quality, particularly in the education of the girl child in the country. The Committee had opined that the poor learning outcome was due to high absenteeism of teachers and had urged the Government to act beyond the standard ways like issuing of advisories to States. The Committee had, hence, desired that an effective policy be formulated in close co-ordination with the State Governments to address the problem of teacher absenteeism. The Committee had also urged the Government to be pro-active in the formulation/ planning/implementation of a workable scheme/policy so that the objectives of RTE Act, 2009 were not defeated due to this avoidable impasse.

19. In this regard, the Ministry of Human Resource Development has submitted the following reply:-

"The Ministry of Human Resource Development has undertaken the following initiatives to check the teacher absenteeism and to ensure teacher accountability for Quality Education:

- Circulated Teacher Performance Indicators for Elementary School Teachers (PINDICS) developed by the NCERT to all States and UT Governments both for self appraisal of the teacher and for supervisory monitoring which includes punctuality and regularity of teachers as prescribed under RTE Act, 2009.
- 18 States are taking School Leadership development programme to improve quality and school effectiveness through effective engagement of teachers.
- NUEPA is working on formulating School Performance Standards for improving quality through effective teaching-learning.

The Ministry has been conducting studies on teacher and student attendance and is pursuing with the states for improved teacher attendance. Till date 2 such studies have been conducted during the period 2006-07 and 2012-13. The State wise average attendance rate of teachers in Primary and Upper Primary Schools is at Annexure-I. As per the latest study, 10 states showed decline in teacher attendance viz., Assam, Haryana, Himachal Pradesh, Karnataka, Kerala, Maharashtra, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal. The issue is being reiterated with States/UTs to ensure effective follow up and improvement."

### **Comments of the Committee**

**20. The Committee note from the reply furnished that the Government has highlighted various initiatives undertaken by them along with the findings of a study which projects a satisfactory picture of 84.3% overall attendance of teachers in the primary stage and 81.3% in the upper primary stage during 2012-2013. However, the Committee strongly feel that these figures may not be a reflection of the reality on ground and the actual attendance of teachers in a number of States may be far less than what is being projected. Even the study that is quoted above shows a decline in teacher attendance over the years in at least 10 States. The Committee, therefore, once again urge the Government to take up the matter vigorously with the State Governments and ensure hundred per cent attendance of teachers, particularly in primary and upper primary schools, without any further delay.**

## **CHAPTER II**

### **OBSERVATIONS/RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

#### **Recommendation No. 2 (Para No. 2.2)**

##### **National Policy on Education**

The Committee note that the National Policy on Education (NPE) was formulated in 1968 and has been rechristened in 1986 and 1992 with a view to promoting education and achieve Universal Elementary Education in the country. The Ministry has stated that the enrolment of girls in schools, both in rural and urban areas, across the country has shown a steady increase over the years. The Gross Enrolment Ratio at primary and upper primary level(s) which was 73.8% and 49.3% respectively in 1992-93 has increased to 116.7% and 83.1% respectively in 2011. The female literacy rate, as per Census of 1991, which was 39.29% increased to 64.6% in 2011. The dropout rate at primary level which was 41.9% for girls and 39.7% for boys in 2000-01 has reduced to 25.1% for girls and 28.7% for boys in 2010-11, whereas, at elementary level, it was 57.7% for girls and 50.3% for boys in 2000-01 has reduced to 41% for girls and 40.3% for boys in 2010-11. While the Committee appreciate the increase in the Gross Enrolment Ratio and female literacy rate in the country alongwith decrease in the dropout rate of girls and boys, at the same time, they express concern over the fact that upto 2009, 4.28% children in the age group of 6-13 years which comes to around 80 lakh were out of school. The other vital indicators derived from the survey conducted by the Government in 2005 and 2009 are also not encouraging. In this connection, the Committee are of firm opinion that computation of relevant indicators in percentage terms does not reflect a realistic picture until and unless the same are expressed in unambiguous and quantitative terms. The Committee express their displeasure to note that the National Policy on Education was initially conceived in the year 1968 and since then 45 years have elapsed and we have still not been able to wipe out the perennial problem of school dropouts, gender gap, out of school children etc., which are

apparently due to sheer lack of coordination between the implementation agencies. The Committee, therefore, recommend that the Ministry should play a pro-active role by strengthening their monitoring mechanism so that the right of children to free and compulsory education for which the Constitution (Eighty Sixth Amendment) Act, 2002 was enacted becomes a reality in true sense. The Committee would like to be kept informed about the progress made in this regard.

### **Reply of the Government**

The Transition Rate from primary to upper primary has improved from 78.01 in 2005-06 to 86.74 in 2012-13 as per DISE.

The number of out of school children had reduced significantly during 2005-2009 period from 1.31 crore in 2005 to 81 lakhs in 2009. The 3<sup>rd</sup> independent survey to assess the number of out of school children is underway and will be finalised by July, 2014. According to the household survey conducted by states and reported in the annual work plan and budgets, the number of OOSC is estimated at 22 lakh (AWP&B, 2013-14).

The annual average drop-out rate at primary level has reduced from 9.11% in 2009-11 (before implementation of RTE Act) to 5.62% in 2012-13. Further there has been increase in enrolment of children at elementary level during the last 3 years. There has been improvement in retention rate at primary level and of the transition rate from primary to upper primary during the last 3 years (indicators are shown below)

<b>Educational Indicators</b>	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
<b>GER at Primary Level</b>	<b>115.63</b>	<b>118.62</b>	<b>104.34</b>	<b>105.98</b>
<b>GER at Upper Primary Level</b>	<b>75.80</b>	<b>81.15</b>	<b>80.59</b>	<b>82.50</b>
<b>Enrolment at elementary level</b>	<b>18.78 crore</b>	<b>19.30 crore</b>	<b>19.90 crore</b>	<b>19.97 crore</b>
<b>Retention Rate at Primary Level</b>	<b>74.01</b>	<b>73.42</b>	<b>75.94</b>	<b>80.08</b>

<b>Transition Rate (Primary to Upper Primary)</b>	<b>83.53</b>	<b>85.17</b>	<b>87.09</b>	<b>86.74</b>
<b>Average Annual Dropout Rate at Primary Level</b>	<b>9.11</b>	<b>6.76</b>	<b>6.50</b>	<b>5.62</b>
<b>Number of schools at elementary level</b>	<b>13.03 lakh</b>	<b>13.62 lakh</b>	<b>14.12 lakh</b>	<b>14.31 lakh</b>

(Source: DISE)

**(M/o Human Resource Development (D/o School Education and Literacy),  
O.M. No. 10-27/2013-EE.8 dated 25-03-2014)**

### **Recommendation No. 3 (Para No. 2.3)**

#### **Mid Day Meal Scheme**

The Committee find that the Mid Day Meal Scheme is benefitting 10.44 crore children in 12.12 lakh schools in the country. This scheme has helped in preventing classroom hunger, promoting school participation and fostering social equality and enhancing gender equity, thereby, facilitating overall healthy growth of children. The Committee also find that for primary and upper primary schools, the total cost per meal has been fixed at Rs. 3.11 and Rs. 4.65 respectively in the sharing ratio of 3:1 between Centre and the State(s). A sum of Rs. 9901 crores was spent on this scheme during the fiscal year 2011-12 which has now been pegged to Rs. 13215 crores for the current fiscal year 2013-14. The Committee are not happy regarding the cost of meal fixed by the Government. The fact remains that now-a-days, a bottle of drinking water in the country costs not less than Rs. 10 and on the other hand a sum of Rs. 3.11 or Rs. 4.65 is allocated to serve mid day meal with specified calorie value to students in schools. The Committee, therefore, strongly recommend that the per unit cost of mid-day meal being served in schools should be worked out and fixed on realistic basis lest the recent incident of tragic death of school students in Bihar after consuming mid-day meal might recur at other places. The Committee would also like the Government to regularly review the implementation of the scheme in terms of periodic revision of per unit cost,

calorie contents and mode of preparation of mid day meals in schools. The Committee are aware that there is provision of various arrangements made by the Department of School Education and Literacy, Ministry of Human Resource Development for comprehensive and elaborate mechanism for monitoring and supervision of the scheme at Block, District, State and Central levels through Committees constituted for this purpose. However, to their dismay, the Committee note that the Committees constituted for the purpose are not taking their task seriously otherwise Bihar incident would not have taken place. The Committee, therefore, strongly recommend that there must be continuous and serious monitoring by these Committees to ensure the foolproof implementation of this scheme in future. They also want that some accountability may be fixed on monitoring agencies in order to ensure that they take their work seriously.

### **Reply of the Government**

The National Programme for Mid-Day Meal in Schools, popularly known as the Mid-Day Meal Scheme, is an on-going Centrally-Sponsored Scheme which covers all school children studying in Classes I-VIII of Government, Government- Aided, Local Body Schools, NCLP schools, Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) centres including Madarsas and Maqtabas supported under SSA. During first two quarters of 2013-14, **10.35 crore** children studying in **11.55 lakh** institutions have been benefitted under the Scheme. **28.29 lakh** cook-cum helpers have been approved under Mid-Day Meal Scheme and more than 80% are working CCHs are women. Rs.7638.22 crore has been released for 10 lakh kitchen-cum-stores. Out of this 6.50 lakh kitchen-cum-stores constructed by the States/UTs so far. The Budget Estimates-2013-14 is Rs.13215.00 Cr. against which an amount of Rs.10814.00 Cr has been released to States/UTs till date.

The following actions taken/ proposed after the unfortunate MDM incident in Bihar to ensure supply of nutritious meals to the children with hygiene in the schools:

The Central Government has issued detailed guidelines on 22<sup>nd</sup> July, 2013 to ensure quality, safety and hygiene under Mid Day Meal Scheme to all the States / UTs with request to take prompt action on following points:-

- a) Setting up of an effective Management Structure for MDM at various levels.
- b) Mandatory tasting of the meal by at least one teacher before it is served to the children.
- c) Safe storage and supply of ingredients to schools.
- d) Capacity building of stakeholders.
- e) Procurement of pulses and ingredients of branded and Agmark quality and supply to schools on the lines of Maharashtra.
- f) Awareness about entitlements under Mid Day Meal Scheme.
- g) Convening of District level Vigilance and Monitoring Committee meeting under the Chairmanship of senior most Member of Parliament from the district.
- h) Social Audit of the Scheme.
- i) Testing of food samples by FSSAI / CSIR / NABL accredited lab.
- j) Prompt action on the reports of the Monitoring Institutes, Joint Review Mission etc.
- k) Contingency Medical Plans.
- l) The Empowered Committee on access, quality, safety and hygiene has been constituted under the chairmanship of Hon'ble HRM with clearly defined Terms of Reference. The two meeting of the Committee has already been held.

The following new initiatives are proposed under the Scheme during 2014-15:-

- (i) Revision of cooking cost based on the MDM price index during the 12th Plan.
- (ii) Revision of Transportation charges non-NER.
- (iii) Payment of Honorarium to cook cum helpers @ Rs.2000/- P.M. for a period of 12 months.

- (iv) Increase in the MME charges from existing ceiling of 2% to 3% of the recurring cost for food grains, cooking cost, honorarium to cook cum helpers and transportation charges.
- (v) Increase in the Grant-in-Aid for procurement of Kitchen devices from the existing limit of Rs.5000/- on an average per school to Rs.15000/- per school on an average on sharing basis.
- (vi) Provision of solar cookers in 5000 schools on pilot basis during 12<sup>th</sup> Plan.

Provision of additional funds for procurement of LPG Cylinders at unsubsidised rates after withdrawal of subsidy.

**(M/o Human Resource Development (D/o School Education and Literacy),  
O.M. No. 10-27/2013-EE.8 dated 25-03-2014)**

### **Recommendation No. 5 (Para No.2.5)**

#### **Rashtriya Madhyamik Shiksha Abhiyan**

The Committee observe that the Rashtriya Madhyamik Shiksha Abhiyan (RMS A) was started in March, 2009 for making secondary education of good quality available, accessible and affordable to all young persons in the country. The Scheme presently covers up gradation of Upper Primary Schools to Secondary Schools, strengthening of existing Secondary Schools run by the State Government and Local Bodies and opening of new Government Secondary Schools. For this purpose, the Ministry had approved 9636 new Secondary Schools for upgradation as well as 34311 existing Secondary Schools for strengthening with a total budget of Rs. 3983 crores for the fiscal year 2013-14. Against these targets, 8175 schools i.e. 85% have become functional. The Committee hope that the Ministry would complete the targets of upgradation and strengthening of Secondary Schools in the right earnest. However, the Committee are unable to understand the reasons for restricting the total project of upgradation and strengthening 64 of Secondary Schools in the entire country to a



meagre 9636 and 34311 schools respectively inspite of the fact that RMSA scheme had been conceived and launched way back in 2009. The Committee also wish to express their serious concern on the norms for upgrading existing Upper Primary Schools to Secondary Schools which is presently 5 kms in distance between two Schools and enrolment of 50 students in one section and 70 students in two section Schools. The Committee, therefore, strongly recommend that the Ministry should make all out efforts to complete all the on-going projects of upgradation and strengthening of Secondary Schools by the end of current financial year. The Committee also urge the Government to re-visit the existing norms for upgrading the existing Upper Primary Schools to Secondary Schools. Besides, the Committee would also like to be apprised of the reasons for taking a small percentage of projects for upgradation and strengthening of Secondary Schools under RMSA.

### **Reply of the Government**

With a view to achieve the targets set for the scheme for making secondary education of good quality, available, accessible and affordable to all young persons in the country, during the 11<sup>th</sup> Plan, targets were set to open/upgrade 11000 new Government secondary schools and strengthen about 44000 existing Government schools under the Scheme.

The projected outlay under RMSA for the 11<sup>th</sup> Plan was Rs. 20120 Crores. The scheme became functional in 2009-10. The funds allocated in the years 2009-10, 2010-11 and 2011-12 were Rs. 550 crores, Rs. 1500 crores and Rs. 2512.45 crores respectively, amounting to a total of Rs. 4562.45 crore i.e. 22.6% of the Plan outlay. Thus, the pace of implementation was significantly impacted for want of funds. Furthermore, norm based uniform costs for civil construction was also an issue with a number of States/UTs unable to take on works where the State Schedule of Rates SoR was significantly higher than the costs under the scheme. Nevertheless, against the target of 11000 new secondary schools, approval was accorded in respect of 9636 schools out of which 8604 secondary schools have since become functional. Further,

against the target of strengthening 44000 existing secondary schools, approval was accorded in respect of strengthening 34300 schools for various interventions.

Various measures including quarterly review of progress of civil interventions, review of progress through PAB meetings, timely release of funds to States/UTs etc. are being taken to ensure completion of targets of upgradation and strengthening of secondary schools.

As indicated above for the 11<sup>th</sup> Five Year Plan, among others, it was targeted to open/ upgrade 11000 new Government secondary schools and strengthening of about 44000 existing Government schools. The Working Group for Secondary and Vocational Education for 12<sup>th</sup> Five Year Plan has estimated the requirement of 19946 new/ upgraded secondary schools and strengthening of all the existing secondary schools. The total budgetary estimate for RMSA for 12<sup>th</sup> Five Year Plan was projected at Rs. 39820.89 crore. However, against the projected budget estimates, the Planning Commission has approved an outlay of Rs. 27446 crore for the Scheme for 12<sup>th</sup> Five Year Plan. An expenditure of Rs. 3172.72 crore was incurred in 2012-13, the first year of the 12<sup>th</sup> Plan on RMSA. In the year 2013-14, an allocation of Rs. 3123 crores has been provided at RE Stage. For the year 2014-15 Rs. 5000 crores has been provided for revamped RMSA which is now an umbrella scheme for secondary education. This allocation of funds is barely sufficient to meet the committed non-recurring and recurring liabilities under the Scheme. Due to this shortage of allocation of funds under the Scheme since its inception, the achievement of targets set under the Scheme is likely to be adversely impacted.

As per the existing norms for upgradation of upper primary schools to a secondary school with two section, the twin criteria of distance (Non-availability of High school facility within a distance of 5 km) and enrolment (At least 70 children should be enrolled in class 8 of feeder UPSs within catchment area). However, para 2.1.1 and para 4.1.2 of the RMSA framework provide flexibility for relaxation on these norms in following circumstances:

- (i) In case of special situations like SC, ST, Minority, LWE Affected Districts and MDM Educational backward blocks (economic and social barrier), the scheme provides in place of 75, At least 50 children should be enrolled in class 8 of feeder UPSs within catchment area to warrant 2 section schools.
- (ii) In case of special situation like Hilly/ Difficult Terrain/ River (Natural/ physical Barriers), the scheme provides for a secondary school within a distance of 3 km and at least 50 and 25 children should be enrolled in class 8 of feeder UPSs within catchment area to warrant 2 sections and 1 section school respectively.
- (iii) In case of special situation like difficult terrain and low density of population in the State (North East Region / HP / J&K/ Uttarakhand), international border areas or other special cases like Ashram School, KGBVs etc. to sort out school specific/ habitation specific barriers, the scheme provides for a secondary school facility within the distance of 5 km or as per State specific norm with at least 50 and 25 children enrolled in class 8 of feeder UPSs within catchment area to warrant 2 sections and 1 section school respectively.

**(M/o Human Resource Development (D/o School Education and Literacy),  
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### **Recommendation No. 7(Para No.2.7)**

#### **Navodaya/Jawahar Navodaya Vidyalaya**

The Committee observe that Navodaya Vidyalaya System is an exclusive experiment initiated by the Government in the school education primarily aimed at selection of talented rural children both boys and girls with a view to providing them with quality education. The Committee also note that this experiment had enabled the girl students from rural areas to compete with their urban counterparts on an equal footing.

The National Policy on Education, 1986 had envisaged the setting up of residential schools to be called Jawahar Navodaya Vidyalayas that would bring out the best of rural talent. The Committee appreciate the efforts of the Government in providing quality education to rural girls by way of establishing Navodaya/ Jawahar Navodaya Vidyalayas. However, the Committee fail to understand as to why these schools have not been established in smaller units of governance in the country namely taluk/ tehsil/block level or in the North-Eastern and Educationally Backward Regions. The Committee are of the view that till the time the Navodaya/ Jawahar Navodaya Vidyalayas are confined to District level, the objectives of the scheme to provide good quality and modern education to the talented children predominantly from the rural areas would be difficult to attain. The Committee, therefore, urge the Government to re-orient their priorities and make time-bound sincere efforts to establish more Navodaya/ Jawahar Navodaya Vidyalayas at the taluk/ tehsil/block level(s) in the country including the North-Eastern and Educationally Backward Regions so that the objectives of the scheme for which it was conceived are achieved in real sense.

### **Reply of the Government**

Jawahar Navodaya Vidyalayas (JNVs) have been set up in each district of the country except Tamil Nadu. As on date, 598 JNVs have been sanctioned, out of which, 594 JNVs are functional. In 20 districts, with higher SC/ST population, one additional JNV has been sanctioned in each district. Out of the additional 20 JNVs, 16 are functional at present. The 12<sup>th</sup> Five Year Plan Document provides for setting up of 378 additional JNVs. The Government would be setting up these JNVs in SC/ST and minority concentrated areas. In addition to the JNVs, the Government is also setting up 6000 Model Schools in 6000 blocks of the country. 3500 Model Schools are being set up in the State Sector in Educationally Backward Blocks. In non Educationally Backward Blocks, Model Schools are being set up in Public Private Partnership (PPP) model.

**(M/o Human Resource Development (D/o School Education and Literacy)  
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## **Recommendation No. 12(Para No. 2.12)**

### **Teachers shortage and Training**

The Committee further note that there is shortage of atleast 30 per cent i.e., nearly seven lakh teachers in the country at present and express their deep concern on the impact it will have on the right of girl child to get free and quality education. The Committee are also aware that in many schools particularly in the rural areas, the teachers are not well qualified and not well trained which is causing a serious hurdle in imparting quality learning to the girl child. The representative of the Ministry while deposing before the Committee during evidence also admitted that there is lack of quality teachers in the country which is reflected from the fact that a meagre one to seven percent Teachers are able to qualify in the Teacher Education Test. Against this backdrop, the Committee recommend that in addition to the Teacher Education Mission Project to strengthen the teacher education system in the country, the Ministry of Human Resource Development should evolve in collaboration with States a specific time 71 bound action plan for additional recruitment of quality teachers particularly the lady teachers as well as impart them regular training so that every girl child could be able to get quality education without any hindrance.

### **Reply of the Government**

The Ministry of Human Resource Development has undertaken the following initiatives to address the teacher shortage and training:

Since inception of SSA, a total of 19.84 lakh teacher posts have been sanctioned against which over 14.82 lakh teacher posts have been filled by the States/UT's up to 30.09.2013. These were additional teacher posts to improve pupil teachers ratios.

Expansion of Institutional Capacity:

- i. Pre-service teacher training is imparted through 593 District Institutes of Education and Training (DIET's), 118 Central Institutes of Education Technology (CIETs), 35 Institutes of Advance Studies in Education (IASEs),

- 40 University Departments of Education and 12,689 teacher training institutions in the private sector in the country, through providing Diploma in Education (D.Ed) and Bachelor in Education (B.Ed) courses.
- ii. More recently, the Govt. of India under its Teacher Education Scheme has also decided to create Block Institutes of Teacher Education (BITEs) in order to enable SC/ST and minority candidates to enter block level teacher training institutions, of which 96 have been sanctioned in 2012-13 and 2013-14.
  - iii. The States have also been requested to expand the institutional capacity of Pre-Service teacher education in collaboration with local Universities and Degree colleges.

#### Recruitment of Teachers

- i. All the States and UT Governments have conducted one/more rounds of Teacher Eligibility Tests (TETs) as per NCTE norms or are under process. Till date except Goa, Karnataka, Meghalaya, Mizoram, Tripura; **all** states have conducted TET.
- ii. States having teacher vacancies and (eg. Jharkhand, West Bengal) are being followed up to expedite the recruitment process. It has been hampered in some States due to Court cases.
- iii. The SSA norms already provide for 50% of teachers to be women.

Training of Teachers without minimum qualifications: The MHRD has been pursuing with the States to expedite the training of teachers not having NCTE prescribed qualifications.

**(M/o Human Resource Development (D/o School Education and Literacy)  
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### **CHAPTER III**

**OBSERVATIONS/RECOMMENDATIONS WHICH THE COMMITTEE DO NOT  
DESIRE TO PURSUE IN VIEW OF THE REPLIES OF THE GOVERNMENT**

**-Nil-**

## **CHAPTER IV**

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

#### **Recommendation No. 1 (Para No. 2.1)**

##### **Gender Sensitization**

The Committee note that gender sensitization is one of the important aspects for attaining the intended objectives of universalization, inclusion, equity and quality in education for the girl child in the country. The Committee further note that in order to address the challenges of gender inequality in the country, various measures have been initiated by the Government in the school education system such as National Curriculum Framework (NCF), Sarva Shiksha Abhiyan (SSA) and Rashtriya Madhyamik Shiksha Abhiyan (RSMA). During the examination by the Committee, it came out that the Ministry have also initiated various steps at micro level viz. issue of curriculum, syllabus and text books, teacher training modules, classroom environment, School Management Committee etc. which are aimed at gender sensitization. The Committee express their concern over the slow progress of various projects/ programmes initiated by the Government resulting in slowing down the process of uprooting the gender discrimination in the country. The Committee are of the considered view that gender prejudice in the country has led to several social and economic constraints. The most painful devaluation of women is the physical and psychological violence that stalks them from cradle to grave. Starting from the age of birth, women are discriminated in areas like access to nutrition, childcare, education, work etc. The Committee recommend that such syllabus is put in place which make the students sensitive towards women issues. It should also be ensured that co-educational system should be introduced in 60 almost all schools from the elementary level so as to encourage a caring and harmonious relationship between boys and girls. For achieving the objective of gender sensitization, the Government should also work out modalities to introduce a pragmatic and result-oriented teachers training module as well as need-based refresher course. The Committee would like to be apprised of a definite roadmap at the earliest.



## **Reply of the Government**

The Department of School Education & Literacy has always attached top priority to the gender sensitization and the integration of gender concerns in school textbooks and curriculum. The Department has been constantly engaged in gender sensitization over the years.

The National Curriculum Framework (2005) prioritizes gender as an important guiding principle in all curricular areas and stipulates that gender be an integral part of all disciplines offered to children at school stage. Gender concerns have been integrated in the curriculum and in the textbooks drawn up by the National Council of Educational Research and Training (NCERT) and widely used by schools affiliated to the Central Board of Secondary Education (CBSE) and in several State Governments. The State Council of Educational Research and Training (SCERT's) which prescribes textbooks for State Government schools have redesigned school textbooks to make these gender positive.

All the State Education Secretaries dealing with elementary and secondary education have been requested to inform the Department on the issues listed below and to also forward a plan of action along with compliance reports. The issues raised with them are:

- (i) Critical and sensitive relook at the curriculum to ensure gender positive and gender sensitive material and messages are incorporated.
- (ii) At least a 2-3 day gender module be conducted with all teachers during the annual in-service training programme.
- (iii) School monitoring systems to incorporate the checklist of gender sensitive parameters which promote gender sensitivity in classroom transaction and school extra-curricular activities.
- (iv) From the upper primary classes, the physical education classes should include training in self-defence for girls.
- (v) Progress on awareness campaigns on gender.

The Department has also undertaken a gender review of the textbooks at elementary level and the gender analysis has been sent across to the State for their perusal.

A checklist for classroom processes and curriculum plus activities as well as an evaluation tool for textbooks analysis from a gender perspective has been prepared by NCERT and the State/UTs have been informed of the same.

There are reflections of increasing inclusiveness in curricular material developed by NCERT. A recently conducted review on gender sensitivity in NCERT textbooks which focused on textbooks from Class I to V has shown that most of them highlight gender concerns. The analysis on gender inclusiveness in the textbooks on English, Hindi, Mathematics and Environmental Studies was done by NCERT's department of women's studies. According to the analysis, children's imagination, creativity, dreams have been followed well. Environment studies textbooks also deal with diversity and marginalization, and show both boys and girls in active roles.

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

(Please see Paragraph No. 8 of Chapter I of the Report)

#### **Recommendation No. 4 (Para No. 2.4)**

##### **Girls Hostel**

The Committee are informed that the Centrally Sponsored Scheme namely "Construction and Running of Girls Hostel for Students of Secondary and Higher Secondary Schools" was implemented in 2009-10. The Scheme envisages construction of a hostel with a capacity of 100 girls in each of 3479 Educationally Backward Blocks in the country. As on date, 1999 girls hostels have been approved, out of which 87 hostels are completed and made functional, 342 hostels are made functional in temporary locations and 1068 hostels are under construction. It has also been informed that hostels would be completed and become functional by 2015-16. The Committee are

dismayed to note that the physical performance under this Centrally Sponsored Scheme is not encouraging in view of the fact that against the target of 1999 girls hostels approved way back in 2009-10, only 4.35% girls hostels have been completed and made functional, 17% girls hostels are made functional in temporary locations and a massive 78% girls hostels are either under construction or not even started. The Ministry has now fixed the target of completing and functionalizing the girls hostels by 2015-16. The Committee are apprehensive that keeping in view the past record, achievement of this target by the Ministry might remain a pipe dream. This target should have been set in the beginning itself. The Committee, therefore, strongly recommend that a practicable strategy be put in place and a proper time bound action plan be prepared to ensure that the target for completing the remaining 78% girls hostels are met with surgical precision and methodological approach failing which appropriate action should be taken against the concerned organisations/ persons in this regard. The Committee would also like the Ministry to approach the Ministry of Finance for release of funds so that completion of girls hostels do not suffer for want of funds.

### **Reply of the Government**

As on date, 2138 hostels have been approved. Till date, Central grant of Rs. 976.49 crore has been released for construction of 1580 hostels. Of these, construction of 113 hostels has been completed – 25 in Madhya Pradesh, 21 in Punjab and 67 in Rajasthan. A total of 516 girls' hostels are operational as under:

- i. Assam : 35 (functional in temporary location from 1.1.2014)
- ii. Chhattisgarh- 67 (functional in KGBVs since August, 2010)
- iii. Dadra Nagar Haveli: 1 (functional in temporary location from July, 2013)
- iv. Haryana: 2 (functional in temporary location from July, 2013)
- v. Karnataka - 62 (functional in temporary locations since 2010-11)
- vi. Madhya Pradesh-198 (25 functional in their own building and the remaining in temporary location since Oct. 2011)
- vii. Tamil Nadu – 44 (functional in temporary locations from September, 2013)
- viii. Uttarakhand- 19(in temporary locations since April 2011)

- ix. Punjab - 21 (const. completed; operational from July 2013)
- x. Rajasthan- 67 (Construction completed and functioning since July, 2011)

Now the Scheme has picked up at a faster pace and we have received revised proposals from state governments. It is expected that all the hostels would be made functional by the end of the 12<sup>th</sup> Plan.

The committed liability for the 12<sup>th</sup> Plan period for the Scheme is Rs.5375.19 cr. as against the allocation of Rs. 2880.00 cr. Funds have been a constraint. In 11<sup>th</sup> Plan&12<sup>th</sup> Plan, Year-wise allocation of funds and utilisation has been as on the following page:

	<b>Girls' Hostel Scheme -</b> (Rs . in crore)		
<b>(11<sup>th</sup> FYP)</b>	BE	RE	Actual Expenditure
2008-09	80.00	40.00	0.00
2009-10	60.00	80.00	65.15
2010-11	100.00	66.88	56.04
2011-12	250.00	249.95	194.70
<b>(12<sup>th</sup> FYP)</b>			
2012-13	450.00	327.00	318.58
2013-14	450.00	-	342.03 (as on 15.2.2014)

It may also be mentioned that a District Level Committee comprising of Members of Parliament/State Legislatures/Zilla Parishads and other district level officials has been constituted vide this Ministry's O.M. dated 25<sup>th</sup> April 2013 to monitor the implementation of Scheme of Sarva Shiksha Abhiyan, Mid Day Meal and +Rashtriya Madhyamik Shiksha Abhiyan. Girls' Hostel Scheme has since been subsumed with the Scheme of Rashtriya Madhyamik Shiksha Abhiyan from 2013-14 and hence its implementation would also be monitored by the District Level Committee.

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**Comments of the Committee**  
(Please see Paragraph No.11 of Chapter I of the Report)

## **Recommendation No. 9 (Para No. 2.9)**

### **Toilets and Drinking Water facilities**

The Committee are aware that under Sarva Shiksha Abhiyan, all new school buildings are sanctioned as composite buildings which include separate toilets for girls and boys, drinking water facilities and electrification. For the existing rural schools, drinking water and toilet facilities are made available in convergence with the schemes initiated by the Ministry of Drinking Water and Sanitation. The Committee also find that till 2012-13, under Sarva Shiksha Abhiyan, besides school buildings and additional classrooms, 8.53 lakh toilets which includes 4.49 lakh toilets for girls and 2.9 lakh drinking water facilities have been sanctioned by the Government. The Ministry have stated that under Sarva Shiksha Abhiyan, for maintenance and repair of existing infrastructure, annual maintenance grant is provided @ Rs. 5000 for schools upto 3 class rooms and Rs. 10000 with schools having more than 3 class rooms. The Committee while noting the various steps initiated by the Government expressed their displeasure on the pathetic condition of these toilets and drinking water facilities. No sincere efforts are also being made for maintenance of infrastructure and workability of drinking water and toilet facilities in the schools. The Committee are of considered 68 opinion that due to shoddy condition of key amenities and infrastructure in schools, in October, 2012, the Hon“ ble Supreme Court of India had directed all the States to provide facilities like toilets for boys and girls, drinking water etc., within a period of six months. Now that the time limit prescribed by the Hon'ble Supreme Court of India has already elapsed, the Committee strongly recommend that a detailed survey should be undertaken by the Government to evaluate the availability of key amenities like toilets and drinking water facilities, separately for boys and girls, in schools and apprise the Committee accordingly. The Committee also recommend that the annual maintenance grant for maintenance and repair of existing infrastructure being provided under Sarva Shiksha Abhiyan should also be appropriately re-worked keeping in view the inflationary trends in the country.

## **Reply of the Government**

Under the Sarva Shiksha Abhiyan (SSA) programme a total of 3.06 lakh new school buildings with toilets, drinking water facilities, 8.81 lakh toilets, 2.31 lakh drinking water facilities for existing schools, have been sanctioned so far. Funds are given annually as maintenance grant @ Rs. 5000 per school for schools with 3 classroom and Rs. 10000 for schools that have more than 3 classrooms. A school grant @ Rs. 5000 per primary school per year and @ Rs. 7000 per upper primary school per year is also provided which could be used for maintenance of infrastructure. There is also a norm for providing funds for major repairs up to the maximum of Rs. 150 crore per year and proposal for major repairs are considered during the approval process of Annual Work Plan and Budget of that particular year. Apart from this in convergence with the schemes of Ministry of Drinking Water & Sanitation these facilities are provided in rural areas.

So far as the question of undertaking a detailed survey for assessing these facilities are concerned, every year the National University of Education Planning and Administration (NUEPA) brings out the District Information System for Education (DISE) which provides information on school infrastructure at the elementary level. As per the DISE data 2012-13, 94.87% elementary schools have drinking water facilities. 89.7% schools have boy's toilets of which 89.64% toilets are functional toilets and 68.9% schools have girls toilets of which 74.59% toilets are functional toilets. The Ministry has been regularly advising the States to ensure the functionality of these facilities.

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### **Comments of the Committee**

(Please see Paragraph No. 14 of Chapter I of the Report)

## **Recommendation No. 10 (Para No. 2.10)**

### **Lady Counsellors**

The Committee find that when education coincides with adolescence, various personal, social and emotional problems are created due to demands of adjustment in family and/or school situations. Thereby, the role of Counsellors becomes important due to the fact that they are especially trained in theory and practice of counselling and can appropriately guide particularly to the girl students and help them develop the right attitudes and competencies to cope with the educational, personal, social and career related problems and issues. The Committee also find that schooling of children in rural areas, especially the girl child, starts at a late stage in comparison to schooling of children in urban areas. The Committee further note that under Rashtriya Madhyamik Shiksha Abhiyan (RSMA), there is a provision for a Guidance and Counselling Cell at District and State level which is subject to State Government concerned proposing for the intervention. However, the Committee are surprised to find that there is no provision for appointment of Counsellor in Schools under Sarva Shiksha Abhiyan (SSA). 69 Theoretically, the non-availability of Counsellor in schools under SSA or RSMA does not affect the basic curriculum of schooling. Ironically, in reality, the need of Counsellors in each and every School in the country has now become inevitable, especially, for the girl child due to visible and distinguishable gender discrimination. The Committee, therefore, believe that qualified lady Counsellors should be attached not only in every SSA Schools but also in RMSA Schools in a uniform pattern even without the request of State Government concerned for the requisite intervention. The Committee also recommend that a pilot project in this regard may be introduced by the Government in consultation with the State Governments to appoint lady Counsellors in Schools under SSA. The availability of funds should not stand as a hindrance in providing Counsellors to the Schools.

## **Reply of the Government**

Sarva Shiksha Abhiyan (SSA) have no provision for qualified lady counselors in their schools. This need is sought to be fulfilled by activating a local grievance Redressal mechanism. States/UTs have notified different agencies/procedures for the same, including innovative solutions like Odisha's toll free helpline and Kerala's help desks, which were done in coordination with Mahila Samakhya.

The focus, due to fund constraint, is on training of regular teachers to address needs and requirements of children with due gender sensitization.

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## **Comments of the Committee**

(Please see Paragraph No. 17 of Chapter I of the Report)

## **Recommendation No. 11 (Para No. 2.11)**

### **Absentee Teacher**

The Committee find that over the past decade, the Government have expanded the primary school access in the country in co-ordination with the State Governments which is also consistent with the United Nations Millennium Development Goals which calls for achieving primary education to all by 2015. However, the Committee note that improvements in school access have not been accompanied by improvements in school quality particularly for imparting education to the girl child in the country. The Committee are of the opinion that poor learning outcomes are broadly due to high absence rates amongst teachers. The Ministry have informed that under Section 24(1) of the Right of Children to Free and Compulsory Education (RTE) Act, 2009, teachers are required to maintain regularity and punctuality in attending the school. The Committee have also been informed that School Management Committees (SMCs) have been constituted



across the country with a mandate to supervise the punctuality and 70 regularity of teachers in schools. Besides, State Governments/ UT Administration have also been advised for taking all necessary steps to prevent the absence of teacher and enhance their regularity in schools. The Committee are not satisfied with the intervention of the Government which is confined to merely issuance of advisories or invite an oblique reference of the RTE Act, 2009. The Committee feel that the Ministry should not feel satisfied that these interventions would solve the problem of absenteeism in teachers. The Committee are of the strong opinion that the Ministry should have acted swiftly and formulated an effective policy in close co-ordination with the State Governments to curb this problem. The Committee, therefore, urge the Ministry to be pro-active in formulation/ planning/implementation of a workable scheme/policy so that the objectives of RTE Act, 2009 are not defeated due to this avoidable impasse.

### **Reply of the Government**

The Ministry of Human Resource Development has undertaken the following initiatives to check the teacher absenteeism and to ensure teacher accountability for Quality Education:

- Circulated Teacher Performance Indicators for Elementary School Teachers (PINDICS) developed by the NCERT to all States and UT Governments both for self appraisal of the teacher and for supervisory monitoring which includes punctuality and regularity of teachers as prescribed under RTE Act, 2009.
- 18 States are taking School Leadership development programme to improve quality and school effectiveness through effective engagement of teachers.
- NUEPA is working on formulating School Performance Standards for improving quality through effective teaching-learning.

The Ministry has been conducting studies on teacher and student attendance and is pursuing with the states for improved teacher attendance. Till date 2 such studies have been conducted during the period 2006-07 and 2012-13. The State wise average attendance rate of teachers in Primary and Upper Primary Schools is at Annexure-I. As per the latest study, 10 states showed decline in teacher attendance viz., Assam,

Haryana, Himachal Pradesh, Karnataka, Kerala, Maharashtra, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal. The issue is being reiterated with States/UTs to ensure effective follow up and improvement.

**(M/o Human Resource Development (D/o School Education and Literacy)  
(O.M. No. 10-27/2013-EE.8 dated 25-03-2014)**

**Comments of the Committee**  
(Please see Paragraph No. 20 of Chapter I of the Report)

## **CHAPTER V**

OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT ARE STILL AWAITED.

### **Recommendation No. 6 (Para No. 2.6)**

#### **National Scheme of Incentives to Girls for Secondary Education**

The Committee note that the National Scheme of Incentives to Girls for Secondary Education (NSIGSE) is a centrally sponsored scheme, launched in 2008, with a view to establishing an enabling environment to reduce the drop-outs and to promote the enrolment of girl child belonging to SC/ST categories in Secondary Schools. As per the scheme, a sum of Rs. 3000 is deposited in the name of eligible unmarried girl(s) on enrolment to Class IX and they are entitled to withdraw the amount alongwith interest thereon on attaining the age of 18 years and passing the Secondary School Examination. The Ministry have also informed that around 16 lakh girls have been benefitted since the launch of the scheme involving an expenditure of Rs. 471.13 crores. More than 98% of the benefitted girls belong to SC/ST categories. While appreciating the efforts of the Government for disbursing an amount of Rs. 417 crore as incentive to around 16 lakh girls during a period of around five years, the Committee wish to urge the Government to 65 work out modalities to expand the scope of this scheme not only in terms of girls who will be benefitted but also the amount given to them as incentive. The Committee are of considered opinion that the identification of beneficiary girls should also be based on economic criteria i.e., girls belonging to „Below Poverty Line“ (BPL) families could also be covered under the scheme as it is in existence in various other centrally sponsored schemes of the Government. Secondly, the incentive of Rs. 3000 being given to girls pursuing Secondary Level Schooling should also be appropriately enhanced keeping in view the inflationary trends in the country. They, therefore, recommend that the Ministry should work out a two-pronged

strategy i.e., to initiate a quick study on aforementioned two aspects and thereafter take up the matter with the Ministry of Finance for a realistic higher allocation of funds and apprise the Committee accordingly.

### **Reply of the Government**

The Centrally Sponsored Scheme namely “National Scheme of Incentive to Girls for Secondary Education (NSIGSE)” was launched in May 2008 with the objective to establish an enabling environment to reduce the drop-outs and to promote the enrolment of girl child belonging mainly to SC/ST communities in secondary schools. According to the scheme, a sum of Rs. 3,000/- is deposited in the name of eligible unmarried girls on enrolment in class IX as fixed deposit, who are entitled to withdraw it along with interest thereon on reaching 18 years of age and passing 10<sup>th</sup> class examination. The scheme covers (i) all girls belonging to SC/ST communities who pass class VIII and (ii) all girls who pass VIII examination from Kasturba Gandhi Balika Vidyalayas (irrespective of whether they belong to SC/ST) and enrol in class IX in Government, Government-aided and Local Body schools. 100% funds are provided by the Central Government for the Scheme. Canara bank is the implementing agency for the scheme.

The National University of Educational Planning & Administration (NUEPA) New Delhi has been entrusted to undertake evaluation of the scheme and suggest ways and means for improving the efficacy of the scheme. NUEPA is presently carrying out the study of the scheme and is yet to submit its evaluation study report. NUEPA is being requested to also study these two aspects specifically as recommended by Parliamentary Committee regarding coverage of girls belonging to BPL category and enhancing incentive amount of Rs. 3000. Further action will be taken on the basis of the evaluation study report.

**(M/o Human Resource Development (D/o School Education and Literacy)  
(O.M. No. 10-27/2013-EE.8 dated 25-03-2014)**

## **Recommendation No. 8 (Para No. 2.8)**

### **Drop-out rate and retention of Girl Child in Schools**

The Committee note that with a view to assessing the dropout rate of students at elementary level of education in North-Eastern, tribal and backward regions of the country, the Government initiated a study. Six important reasons were identified in the said study namely, lack of interest in studies, need to help family in domestic work, poverty/economic reasons, migration of family to other place, child's own long illness, need to take care of sibling and non-satisfactory facilities/ teaching in schools. The remedial measures initiated by the Government for retaining of girl child in schools include provision of neighbourhood school, provision of two sets of uniforms and free textbooks for girls, mid-day meals, transport/escort facility to children from the remote habitations etc. The Committee are not satisfied with the interventions made by the Government in the form of initiating a study alongwith introducing some remedial measures which are incongruous when analysed in terms of its „cause-and-effect. The Committee are of the view that school dropout and non-retention of girl child in schools is a serious problem requiring accurate prescription and effective strategies. There is, thus, an urgency for obtaining more accurate, consistent and timely data to analyse as to who is dropping out and the reasons contributing to these life-altering decisions. To curb the alarming dropout rate, the Government should focus on preventive efforts in the beginning itself. Some useful preventive strategies may include small-size learning communities and school within a school for better personalization, close interaction between teachers and students, lessening the burden of home work, support for students with disabilities outside the school. The Committee would, therefore, like the Government to appoint an Expert Committee to identify the indicators responsible for school dropout rate alongwith non-retention of girl child in schools and implement effective preventive strategies. The Committee also expect that they will be apprised about the outcome of constitution of said Expert Committee at the time of Action Taken Report.

## **Reply of the Government**

The drop out rates of States/UTs are tracked from year to year. A 3<sup>rd</sup> independent study on Out of School Children (never enrolled and drop out) has been commissioned by the Ministry and the report is expected by July 2014. This will provide an insight into not only the scale of drop outs/never enrolled but also socio economic and other reasons. State will be requested to take up affective preventive and remedial strategies after the receipt of this study report.

**(M/o Human Resource Development (D/o School Education and Literacy)  
(O.M. No. 10-27/2013-EE.8 dated 25-03-2014)**

**NEW DELHI;  
17 December , 2014  
26 Agrahayana, 1936 (Saka)**

**BIJOYA CHAKRAVARTY,  
CHAIRPERSON,  
COMMITTEE ON EMPOWERMENT OF WOMEN**

**Annexure – I**

<b>Average Attendance Rate of Teachers by Employment Status in Primary &amp; Upper Primary Schools as per head count during two visits in 2006-07 &amp; 2012-13</b>					
<b>S. No.</b>	<b>States\UT</b>	<b>Primary Stage</b>		<b>Upper Primary Stage</b>	
		<b>2006-07</b>	<b>2012-13</b>	<b>2006-07</b>	<b>2012-13</b>
1	Andhra Pradesh	78.1	85.7	77.3	83.9
2	Arunachal Pradesh	-	81.9	-	72.8
3	<b>Assam</b>	79.2	<b>(-) 77.0</b>	55.2	72.7
4	Bihar	75.8	81.4	74.9	78.1
5	Chhattisgarh	75.7	79.3	73.5	81.0
6	Delhi	95.0	-	-	-
7	Gujarat	70.0	94.1	87.6	94.4
8	<b>Haryana</b>	86.9	<b>(-) 86.6</b>	91.9	<b>(-) 85.0</b>
9	<b>Himachal Pradesh</b>	80.0	87.3	88.0	<b>(-) 86.1</b>
10	Jammu & Kashmir	80.8	85.4	83.1	83.6
11	Jharkhand	-	91.1	-	90.8
12	<b>Karnataka</b>	83.9	<b>(-) 80.4</b>	84.0	<b>(-) 79.4</b>
13	<b>Kerala</b>	84.5	<b>(-) 83.5</b>	85.3	<b>(-) 79.9</b>
14	Madhya Pradesh	70.4	84.1	67.0	80.0
15	<b>Maharashtra</b>	87.8	<b>-85.9</b>	87.1	<b>(-) 85.2</b>
16	Manipur	-	78.4	-	81.7
17	Meghalaya	-	96.6	-	96.5
18	Mizoram	-	89.0	-	81.4
19	Nagaland	-	76.5	-	69.4
20	Orissa	87.4	90.2	86.6	87.5
21	Punjab	83.5	84.9	78.1	82.3
22	<b>Rajasthan</b>	81.1	85.3	79.8	<b>(-) 76.7</b>
23	<b>Tamil Nadu</b>	86.6	88.6	89.6	<b>(-) 84.9</b>
24	Tripura	-	85.0	-	77.4
25	Uttarakhand	77.8	83.8	77.7	85.2
26	<b>Uttar Pradesh</b>	83.0	<b>(-) 78.1</b>	82.6	<b>(-) 77.5</b>
27	<b>West Bengal</b>	96.3	<b>(-) 88.5</b>	98.1	<b>(-) 93.2</b>
	<b>Over all</b>	<b>81.7</b>	<b>84.3</b>	<b>80.5</b>	<b>81.3</b>

(2012-13 data is based on draft Report)

**Note: (-) denotes decline from the last survey.**

2006-07: for 20 States

2012-13 :for 27 States

## APPENDIX I

### COMMITTEE ON EMPOWERMENT OF WOMEN (2014-2015)

#### MINUTES OF THE FIFTH SITTING OF THE COMMITTEE HELD ON TUESDAY, THE 16<sup>th</sup> DECEMBER, 2014

The Committee sat on Tuesday, the 16<sup>th</sup> December, 2014 from 1500 hrs. to 1600 hrs. in Main Committee Room, Parliament House Annexe, New Delhi.

#### PRESENT

**Bijoya Chakravarty** - Chairperson

#### MEMBERS

#### LOK SABHA

2. Kum. Sushmita Dev
3. Smt. Rama Devi
4. Smt. Rakshatai Khadse
5. Smt. Poonamben Maadam
6. Smt. Anupriya Patel
7. Smt. Jayshreeben Patel
8. Smt. Rita Tarai
9. Smt. P.K. Sreemathi Teacher
10. Smt. Savitri Thakur
11. Smt. R. Vanaroja

#### RAJYA SABHA

12. Smt. Jharna Das Baidya
13. Smt. Vandana Chavan
14. Smt. Bimla Kashyap Sood
15. Shri A. V. Swamy
16. Smt. Wansuk Syiem

#### SECRETARIAT

- |    |                           |   |                  |
|----|---------------------------|---|------------------|
| 1. | Smt. Anita Jain           | - | Joint Secretary  |
| 2. | Shri S.C. Chaudhary       | - | Director         |
| 3. | Smt. Reena Gopalakrishnan | - | Deputy Secretary |



2. At the outset, Chairperson welcomed the Members to the sitting of the Committee.

3. The Committee then took up the following draft Reports for consideration:

(i) Draft Action Taken Report on the action taken by the Government on the recommendations contained in their Twentieth Report (Fifteenth Lok Sabha) on the subject 'Assessment of Educational Status of Women with Special Reference to the Girl Child'

(ii) \*\*\*

4. After some deliberations, the Committee adopted the Draft Reports without any modification and authorized the Chairperson to finalize the Reports and present the same to the Parliament.

5. \*\*\*

*The Committee then adjourned*

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\*\*\*Matters not related to this Report

## APPENDIX II

(Vide Para 4 of the Introduction)

### **ANALYSIS OF ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE TWENTIETH REPORT (FIFTEENTH LOK SABHA) OF THE COMMITTEE ON EMPOWERMENT OF WOMEN (2012-2013) ON 'ASSESSMENT OF EDUCATIONAL STATUS OF WOMEN WITH SPECIAL REFERENCE TO THE GIRL CHILD'.**

(i)	Total No. of Recommendations	12
(ii)	Observations/Recommendations which have been accepted by the Government: Serial Nos. 2, 3, 5, 7, and 12	05
	Percentage	41.7%
(iii)	Observations/Recommendations which the Committee do not desire to pursue in view of the replies of the Government: Nil	00
(iv)	Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee Serial Nos. 5.	05
	Percentage	41.7%
(v)	Observations/Recommendations in respect of which final replies of the Government are still awaited:  Serial Nos. 4 and 13	02
	Percentage	16.6%