

STANDING COMMITTEE ON INFORMATION TECHNOLOGY

(2018-19)

59

SIXTEENTH LOK SABHA

MINISTRY OF ELECTRONICS AND INFORMATION TECHNOLOGY

REVIEW OF NATIONAL DIGITAL LITERACY MISSION (NDLM) – PROBLEMS AND CHALLENGES

FIFTY-NINTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

January, 2019/Pausha, 1940 (Saka)

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INFORMATION TECHNOLOGY
(2018-19)**

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REVIEW OF NATIONAL DIGITAL LITERACY MISSION (NDLM) – PROBLEMS AND CHALLENGES

Presented to Lok Sabha on 08.01.2019

Laid in Rajya Sabha on 08.01.2019



LOK SABHA SECRETARIAT

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CONTENTS

	Page
COMPOSITION OF THE COMMITTEE (2018-19)	(ii)
INTRODUCTION	(iii)
REPORT	
PART I	
(i). Introductory	1
(ii). Digital Literacy – An Overview	1
(iii). Digital Literacy initiatives of Government of India	2
(iv). Digital Finance for Rural India: Creating Awareness and Access through Common Service Centres(CSCs)	7
(v). Pradhan Mantri Gramin Digital Saksharta Abhiyan’ (PMGDISHA)	8
(vi). Progress of the scheme	9
(vii). Enrolment procedure, course structure	13
(viii). Role of VLE, PMU & other entitites	15
(ix). Grievance Redressal mechanism in PMGDISHA	18
(x). Digital Literacy – Challenges	19
(xi). Coordination amongst different Departments/Agencies	20
(xii). Supreme Court judgment on Aadhaar - Implication for Digital Literacy Program	24
(xiii). Performance evaluation/appraisal of Digital Literacy Programs	24
(xiv). Awareness Generation	27
(xv). CSR Initiatives	27
PART II	
Recommendations/Observations	28
ANNEXURE	
I. Broad Implementation framework of NDLM and DISHA Schemes	38
II. Pradhan Mantri Gramin Digital Saksharta Abhiyan’ (PMGDISHA) – Key highlights	42
III. Details of Schemes	47
APPENDIX	
I. Minutes of the 19 th sitting of the Standing Committee on Information Technology (2017-18) held on 12.06.2018	54
II. Minutes of the 4 th sitting of the Standing Committee on Information Technology (2018-19) held on 16.11.2018	57
III. Minutes of the 6 th sitting of the Standing Committee on Information Technology (2018-19) held on 04.01.2019	60

COMPOSITION OF THE STANDING COMMITTEE ON INFORMATION TECHNOLOGY

(2018-19)

Shri Anurag Singh Thakur - Chairperson

Lok Sabha

2. Shri Lal Krishna Advani
3. Shri Prasun Banerjee
4. Dr. Sunil Baliram Gaikwad
5. Shri Hemant Tukaram Godse
6. Shri Shyama Charan Gupta
7. Dr. Anupam Hazra
8. Smt. Hema Malini
9. Dr. J. Jayavardhan
10. Shri P. Karunakaran
11. Shri Virender Kashyap
12. Shri Harinder Singh Khalsa
13. Dr. K.C. Patel
14. Shri Raosaheb Patil Danve
15. Smt. R. Vanaroja
16. Shri Paresh Rawal
17. Dr. Bharatiben D. Shyal
18. Shri Abhishek Singh
19. Shri D.K. Suresh
20. Shri Ramdas C. Tadas
21. Shri Nagendra Pratap Singh Patel

Rajya Sabha

22. Shri Raj Babbar
23. Dr. Subhash Chandra
24. Shri Suresh Gopi
25. Shri K.G. Kenye
26. Shri Santiuse Kujur
27. Shrimati Kahkashan Perween
28. Dr. K.V.P. Ramachandra Rao
29. Dr. Vinay P. Sahasrabuddhe
30. Shri Beni Prasad Verma
31. Shri Binoy Viswam

Secretariat

- | | | | |
|----|----------------------|---|-------------------------|
| 1. | Shri Y.M. Kandpal | - | Director |
| 2. | Dr. Sagarika Dash | - | Additional Director |
| 3. | Shri Abhishek Sharma | - | Sr. Executive Assistant |

Committee constituted w.e.f. 1st September, 2018 *vide* Bulletin Part-II Para No. 7324 dated 18th September, 2018.

(ii)

INTRODUCTION

I, the Chairperson, Standing Committee on Information Technology (2018-19), having been authorized by the Committee to submit the Report on their behalf present this Fifty-ninth Report on 'Review of National Digital Literacy Mission (NDLM) – Problems and Challenges' relating to the Ministry of Electronics and Information Technology.

2. The Standing Committee on Information Technology (2016-17) selected this subject for detailed examination and report to the Parliament. The examination of the subject remained inconclusive during the terms of the Committee 2016-17 and 2017-18. The Standing Committee on Information Technology (2018-19) re-selected the subject for further examination and to complete the unfinished task.

3. The Committee were briefed by the representatives of the Ministry of Electronics and Information Technology on the subject on 12th June, 2018. The Committee took evidence of the representatives of the Ministry of Electronics and Information Technology on 16th November, 2018.

4. The Report was considered and adopted by the Committee on 4th January, 2019.

5. The Committee wish to express their thanks to the representatives of the Ministry of Electronics and Information Technology for appearing before the Committee and for furnishing the information that the Committee desired in connection with examination of the subject.

6. The Committee also place on record their appreciation for the invaluable assistance rendered by the officials of Lok Sabha Secretariat attached to the Committee.

7. For facility of reference and convenience the Observations/Recommendations of the Committee have been printed in bold letters in Part-II of the Report.

**New Delhi;
04 January, 2019
14 Pausha, 1940 (Saka)**

**ANURAG SINGH THAKUR,
Chairperson,
Standing Committee on
Information Technology**

REPORT

PART I

I. Introductory

Digital Literacy is a key component of the Government of India's vision of building an empowered society as envisaged under "Digital India" initiative. Spinoff effects of digital literacy especially in the context of rural India would address a number of socio-economic issues. 'Digital Literacy' would bring the benefits of ICT to daily lives of rural population in the major thrust areas of Healthcare, Livelihood generation and Education. The key is to have sustained efforts by harnessing collective energies, strengthening partnerships and leveraging them to pull down the divisive digital wall.

2. The need for digital literacy in a country as populous and diverse as India is critical. It is seen that the gap between limited availability of resources as against vast requirement could be addressed to a large extent by use of technology, which could provide effective ways to scale up solutions and bridge these gaps. The technology and connectivity together can make a huge difference to the socio-economic levels of a community, and ultimately, the country, since true progress comes from inclusive growth.

II. Digital Literacy – An Overview

3. As per the Ministry of Electronics and Information Technology, Digital Literacy is defined as the ability of individuals and communities to understand and use digital technologies for meaningful actions within life situations. Any individual who can operate computer/laptop/tablet/smart phone and use other IT related tools is being considered as digitally literate.

4. Asked about the percentage of Indian population/households which can be categorized as digitally literate & the overall importance of digital literacy in India, the Ministry have informed as under:-

"As per Census of India 2011, around 68.84 % of population resides in rural India which comes to around is 83 crore. The number of rural household is

indicated as 17 crore. The Census data also indicates that only around 5.2% of rural households possess a computer. As per 71st NSSO Survey on Education 2014, only around 6% of rural households and 29% urban households are having a computer. Further, 27% of Indian households (16% rural and 49% urban) had access to Internet facility in the survey year, 2014. Among persons of age group of 14-29 years in rural India, nearly 18% were able to operate a computer. Similarly, for the age group of 30-45 years, the percentage drops to 4% only. Further, for the age group of 46-60 years, the percentage is just more than 1%. This highlights that around 16 crore rural households are not having computers and a significant number of these households are likely to be digitally illiterate.”

5. As per National Sample Survey Office (NSSO) 71st Round report on social consumption relating to education, the proportion of households in the Country having computers during 2014 was around 14% (only 6% in rural households and 29% in urban households possessed computer).

III. Digital Literacy initiatives of Government of India

6. The Government of India launched the ‘Digital India’ campaign for transforming India into a digitally empowered society and economy. One of the goals of this campaign is to empower those who are IT-illiterate so that they are competent enough to use IT and related applications for effectively participating in the democratic processes and enhancing their livelihood opportunities.

7. To realize the objective of attaining Digital Literacy in the years 2014 to 2016, two Schemes entitled “National Digital Literacy Mission” (NDLM) and “Digital Saksharta Abhiyan” (DISHA) were implemented with a target to train 52.50 lakh candidates in digital literacy across the country including rural India. Under these two schemes, a total of 53.67 lakh beneficiaries were trained, out of which around 42% were from rural India. Under NDLM, the target of 10 Lakh beneficiaries to be trained and certified was achieved in June 2016. Further, the target of 42.5 Lakh beneficiaries to be trained and certified under the DISHA scheme was achieved in December 2016 with a total of 43.67 lakh beneficiaries trained & certified. After the successful implementation of NDLM and DISHA schemes, Government has approved a scheme titled “Pradhan Mantri Gramin Digital Saksharta Abhiyan” (PMGDISHA) in February, 2017, for

ushering in digital literacy in rural India by covering 6 Crore rural households. (One person per household). Under the PMGDISHA scheme, a total of more than 1.60 crore candidates have been trained so far, out of which more than 85.65 lakh candidates have been duly certified.

8. When asked about the difference between NDLM and DISHA schemes, the Ministry informed that both the NDLM and DISHA programmes were almost similar in design as well as implementation. The “National Digital Literacy Mission” (NDLM) was approved in March 2014 and had a target to train 10 lakh citizens in select districts. Subsequently, the “Digital Saksharta Abhiyan” (DISHA) was approved in December, 2014 with an additional target of 42.50 lakh candidates across the country. Under the DISHA scheme, besides common citizens, Government functionaries like ASHA, Anganwadi & Fair price shop workers were also covered. Both of these schemes were implemented concurrently across the country under which a total of 53.67 lakh beneficiaries were trained and duly certified.

9. Regarding the implementing agency and the implementation framework for NDLM and DISHA schemes, the Ministry informed that CSC e-Governance Services India Ltd. (CSC-SPV) was the implementing agency for both the schemes. The details of Implementation framework of NDLM/DISHA schemes are given at **Annexure I**.

10. On the selection criteria for eligible candidates and the enrolment agency under NDLM and DISHA schemes, the Ministry informed that the eligibility criteria for the candidates were as under:

- Age group of 14 to 60 years
- No one in the household should be Digitally Literate
- Only one person from each eligible household to be selected for training.

11. Preference was also given to select women beneficiary of an eligible household. The enrolment of candidates was carried out by the recognized Training Partners/Centres (including eligible Common Services Centres) duly affiliated with the CSC-SPV."

12. The Ministry furnished the state-wise details of coverage under National Digital Literacy Mission, as under:-

State		Enrolled Candidates	Trained Candidates	Certified Candidates
1	Andaman & Nicobar	1964	1410	316
2	Andhra Pradesh	39000	39000	37580
3	Arunachal Pradesh	1055	565	24
4	Assam	20000	5568	1388
5	Bihar	78000	78000	78000
6	Chandigarh	5731	5460	4604
7	Chhattisgarh	26000	26000	26000
8	Dadra & Nagar Haveli	412	317	168
9	Daman & Diu	2488	2132	1055
10	Delhi	20000	20000	16815
11	Goa	2350	2113	917
12	Gujarat	78000	78000	78000
13	Haryana	26000	26000	24104
14	Himachal Pradesh	6666	6666	6666
15	Jammu & Kashmir	26000	26000	26000
16	Jharkhand	26000	26000	26000
17	Karnataka	60000	60000	60000
18	Kerala	20000	20000	17236
19	Lakshadweep	0	0	0
20	Madhya Pradesh	78000	78000	78000
21	Maharashtra	78000	78000	78000
22	Manipur	6666	7329	3087
23	Meghalaya	107	0	0
24	Mizoram	4684	538	87
25	Nagaland	4760	5412	3223
26	Odisha	26000	26000	26000
27	Puducherry	6666	6666	5931
28	Punjab	26000	26000	26000
29	Rajasthan	78000	78000	78000

30	Sikkim	4850	4009	201
31	Tamil Nadu	78000	78000	73878
32	Telangana	39000	39000	34054
33	Tripura	6666	6666	6666
34	Uttar Pradesh	78000	78000	78000
35	Uttarakhand	26000	26000	26000
36	West Bengal	78000	78000	78000
	Total	1059065	1038851	1000000

13. **Statement of State-wise achievement under Disha scheme is as under:**

S.No.	State	Target	Candidates		
		Actual	Enrolled	Trained	Certified
1	Andaman & Nicobar Islands	30000	981	228	93
2	Andhra Pradesh	125000	302133	293133	128187
3	Arunachal Pradesh	30000	11885	2935	2115
4	Assam	90000	187111	60998	50085
5	Bihar	250000	897205	688804	362129
6	Chandigarh	30000	29411	17387	9042
7	Chhattisgarh	90000	312370	231036	146451
8	Dadra & Nagar Haveli	30000	28	26	18
9	Daman & Diu	30000	402	380	321
10	Delhi	90000	134373	120633	65021
11	Goa	30000	2610	2277	361
12	Gujarat	250000	554923	494955	256584
13	Haryana	90000	224085	205589	109070
14	Himachal Pradesh	30000	62675	55941	24598
15	Jammu & Kashmir	90000	255445	196244	95802
16	Jharkhand	90000	225278	207349	88876
17	Karnataka	250000	655070	495362	292666
18	Kerala	90000	98727	89535	32121

19	Lakshadweep	30000	135	97	20
20	Madhya Pradesh	250000	785799	573416	287629
21	Maharashtra	250000	811791	614597	330928
22	Manipur	30000	52341	42536	27936
23	Meghalaya	30000	72	36	0
24	Mizoram	30000	15209	11928	9420
25	Nagaland	30000	25924	12119	9774
26	Odisha	90000	204532	195060	95099
27	Puducherry	30000	35216	33786	13117
28	Punjab	90000	277453	211780	70962
29	Rajasthan	250000	859076	621428	294376
30	Sikkim	30000	20702	13749	10424
31	Tamil Nadu	250000	408310	394403	219753
32	Telangana	125000	303586	188247	151799
33	Tripura	30000	99502	75209	36270
34	Uttar Pradesh	250000	955441	704617	554707
35	Uttarakhand	90000	211770	182334	76021
36	West Bengal	250000	905833	731851	515317
Grand Total		3850000	9927404	7770005	4367092

14. The financial and physical achievements vis-à-vis targets under the NDLM and DISHA schemes are as under:-

Scheme wise Financial Details:-

Scheme	Approved Outlay	GIA	Actual Expenditure
NDLM	Rs.97.02Crore	Rs. 89.71 Crore	Rs. 71.73 Crore
DISHA	Rs. 379.91 Crore	Rs. 348.63 Crore	Rs. 280 Crore

Scheme wise Physical achievements-

Scheme	Enrolled Candidates	Trained Candidates	Certified Candidates
NDLM	10,59,065	10,38,851	10,00,000

DISHA	99,27,404	77,70,005	43,67,092

15. When the Committee desired to know as to why the schemes were not extended beyond their targeted dates with fresh targets for achieving literacy among more people, the Ministry informed that the set targets of both NDLM & DISHA schemes were successfully achieved by December 2016, thus these two schemes were closed. As a follow-up, Government approved a new scheme titled “Gramin Digital Saksharta Abhiyan (PMGDISHA)” on 08.2.2017, which was targeted exclusively for rural India with a target of providing digital literacy to 6 crore rural households (one person per household).

16. The Ministry further informed that the objective of the NDLM/DISHA schemes was only to provide digital literacy to the identified candidates and use of digital tools for financial transactions was not covered under the schemes. Subsequently, awareness creation on digital finance was covered under Digital Finance for Rural India (DFIAA) programme.

17. Asked as to whether the targets for both the digital literacy schemes were far too less compared to the requirement of the large population of the country, the Ministry submitted that the targets of both NDLM and DISHA schemes were kept based on the budgetary provisions available at that point of time. Further, learnings from the implementation of these two Schemes were taken into account while formulating PMGDISHA scheme.

IV. Digital Finance for Rural India: Creating Awareness and Access through Common Service Centres(CSCs)

18. As per the Background Note, the scheme of Digital Finance for Rural India: Creating Awareness and Access through Common Service Centres(CSCs) under the

Digital Saksharta Abhiyan (DISHA), was initiated in November 2016 for conducting awareness sessions on digital finance options available for rural citizens as well as enabling various mechanisms of digital financial services such as Unstructured Supplementary Service Data(USSD), Unified Payment Interface (UPI), Cards/Point of Sales(PoS), Aadhaar Enabled Payment System(AEPS) and eWallet etc. Under this programme, more than 2 crore beneficiaries and more than 27 lakh Merchants were trained/enabled. In addition, sensitization drives were carried out at 650 Districts and 5,735 Blocks throughout the country. This initiative is closed now as the set targets were successfully achieved.

19. About the duration and expenditure under the scheme, the Ministry informed that the programme was implemented over a period of 6 months and a total expenditure of Rs. 42.98 Cr. was incurred.

20. When the Committee desired to know whether there was any third party audit/monitoring/evaluation mechanism for the quality of training imparted to the beneficiaries under the scheme, the Ministry informed that the objective of the programme was to create awareness about various digital payment systems and to facilitate their access to the most vulnerable and poor communities with a focus on women, farmers, hawkers, small traders, marginalized sections etc. in the rural areas of the country. There was no component of third-party evaluation under the said programme."

V. Pradhan Mantri Gramin Digital Saksharta Abhiyan' (PMGDISHA)

21. The Government has approved a scheme titled "Pradhan Mantri Gramin Digital Saksharta Abhiyan" (PMGDISHA) in February, 2017 to usher in digital literacy in rural India by covering 6 crore rural households (one person per household) by 31st March, 2019. The total outlay of the Scheme is Rs. 2,351.38 crore (approx.).

22. The Scheme is aimed at empowering the citizens by providing them access to information, knowledge and skills for operating computers/ digital access devices. As the thrust of the Government is on cashless transactions through mobile phones, the course content include Digital Wallets, Mobile Banking, Unified Payments Interface (UPI), Unstructured Supplementary Service Data (USSD) and Aadhaar Enabled Payment System (AEPS), etc.

23. The key highlights of the Pradhan Mantri Gramin Digital Saksharta Abhiyan (PMGDISHA) Scheme is given at Annexure-II.

VI. Progress of the scheme

24. The indicative targets for all the States / Union Territories (based on availability of average number of rural households) and achievements as on 22nd October, 2018 under the scheme is as under:

S. No.	State	Targets	Students Registered	Training Completed	Certified Candidate
1	ANDAMAN AND NICOBAR ISLANDS	18000	0	0	0
2	ANDHRA PRADESH	2028000	365241	356657	164958
3	ARUNACHAL PRADESH	77000	1497	1462	207
4	ASSAM	1929000	594156	575972	58382
5	BIHAR	6630000	1065348	1041222	561695
6	CHANDIGARH	2000	0	0	0
7	CHHATTISGARH	1412000	867979	856444	473853
8	DADRA AND NAGAR HAVELI	13000	1	1	0
9	DAMAN AND DIU	4000	138	79	2
10	DELHI	30000	0	0	0
11	GOA	40000	11	11	0
12	GUJARAT	2497000	894965	877701	513339
13	HARYANA	1191000	810773	792757	467874
14	HIMACHAL PRADESH	444000	95697	94470	39698
15	JAMMU AND KASHMIR	658000	202401	199375	111823
16	JHARKHAND	1803000	1075330	1068515	564439

17	KARNATAKA	2705000	337008	333906	184035
18	KERALA	1257000	15501	15343	5647
19	LAKSHADWEEP	1000	6	6	0
20	MADHYA PRADESH	3784000	959822	940279	482195
21	MAHARASHTRA	4433000	725390	702221	376923
22	MANIPUR	137000	7114	7070	2026
23	MEGHALAYA	171000	17304	16539	150
24	MIZORAM	38000	4656	4637	2325
25	NAGALAND	101000	1670	1635	903
26	ODISHA	2517000	961366	951877	515344
27	PUDUCHERRY	28000	8112	8073	3362
28	PUNJAB	1247000	443333	426824	255031
29	RAJASTHAN	3712000	850932	830411	420071
30	SIKKIM	33000	40	40	3
31	TAMIL NADU	2679000	418970	411076	236532
32	TELANGANA	2028000	287689	285185	153260
33	TRIPURA	195000	45633	44916	22208
34	UTTARAKHAND	506000	197120	192569	113902
35	UTTAR PRADESH	11171000	3230777	3148213	1617060
36	WEST BENGAL	4481000	403868	398633	195586
	Total	60000000	14889848	14584119	7542833

Note: Targets per State/UT may vary depending upon performance

i) Some other key Statistics under the scheme is given as follows: -

No. of Gram Panchayats Covered	: 82,158
No. of District Covered	: 695
No. of villages covered under Sansad Adarsh Gram Yojana	: 226
No. of Schools covered	: 5000+
Gender-wise coverage so far	: Male: 52%: Female: 48%
Category-wise coverage so far	: General: 30%; SC: 19%; ST: 8.6%; OBC: 42.4%

25. Elaborating on the progress of PMGDISHA scheme, Secretary, MeitY informed during evidence as under:-

“....XXXX.... पिछले साल तीन करोड़ का टारगेट था और इस साल भी इतना ही है पिछले साल जब प्रोग्राम शुरू हुआ, तब बजट का समय निकल चुका था। पिछले वर्ष हमें 1175 करोड़ रुपये के करीब मिलने थे, लेकिन हमें सिर्फ 50 करोड़ रुपये ही मिले। किसी अन्य प्रोग्राम से 50 करोड़ बचाकर टोटल 100 करोड़ रुपया इस प्रोग्राम में लगाया। इस साल हमें 400 करोड़ रुपये मिले हैं। 38 करोड़ रुपये किसी अन्य प्रोग्राम से बचे थे, वे भी

हमने इस प्रोग्राम में डायवर्ट करने की रिक्वेस्ट की है। हमने आर.ई. में कुछ पैसा मांगा है। हम 1.3 करोड़ रुपये के करीब कवर कर सकते हैं। एक व्यक्ति की ट्रेनिंग और सर्टीफिकेशन पर 400 रुपये से कम खर्चा होता है। एससी, एसटी और नार्थ-ईस्ट के प्रोग्राम्स में इसकी फंडिंग सप्लीमेंट कर रहे हैं....XXXX.....

26. Asked as to what makes PMGDISHA scheme different from NDLM and DISHA schemes, the Ministry informed that taking the learning from NDLM and DISHA schemes, following major features have been implemented in PMGDISHA scheme:

- The scheme is being implemented only in rural areas i.e. Gram Panchayat/Village. This scheme is following a panchayat centric approach.
- The training fee per candidate (payable to Training Agency after successful assessment and certification of the trained candidate) has been rationalized from Rs. 500/- per candidate (under NDLM/DISHA) to Rs 300/- per candidate. Further, the certification cost per candidate (payable to Certification Agency) has been brought down to Rs. 70/- from Rs. 100/- (under NDLM/DISHA).
- In the case of NDLM/DISHA Schemes, there was a provision of 25% of training fee which was payable by the candidates belonging to General/OBC category. In the PMGDISHA Scheme, the entire amount of Rs. 300/- as training fee is borne by Government of India.
- The training content is made available in 22 scheduled languages and English. This content is made available on both online and offline mode. The course curriculum used in NDLM and DISHA Scheme has been modified to include popular citizen centric services. In addition, keeping in view the thrust of the government on promoting cashless transactions through mobile phones, the content on digital wallets, mobile banking, Unified Payments Interface (UPI), Unstructured Supplementary Service Data (USSD), Aadhaar Enabled Payment System (AEPS), and PoS.
- Minimum Physical, IT infrastructure along with availability of faculty at the training centre is prescribed. Geo-tagging of the training centres have been implemented. Physical verification/inspection of the training centre is part of the process for training centre approval
- State Level and District level committees are set up for effective evaluation and monitoring at the State & District levels
- Learning outcome of the beneficiaries is being measured as per following:
 - ✓ Opening an e-mail account/ Sending an e-mail
 - ✓ Opening a Digital Locker
 - ✓ Registration on Scholarship portals such as National Scholarship Portal
 - ✓ Registration on online learning portals such as e-pathshala of NCERT, Virtual Open School (VOS) of NIOS etc.

- ✓ Submission of online Application for G2C certificates such as Caste certificate, Domicile certificate, Income certificate etc.
- ✓ Create login credentials for IRCTC
- ✓ Insurance - Applying online for various Government run Schemes like Atal Pension Yojana, Pradhan Mantri Suraksha Bima Yojana (PMSBY), Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY), etc.
- ✓ At least 5 electronic payments transactions should be undertaken by the beneficiaries using UPI (including BHIM app), USSD, PoS, AEPS, Cards, Internet Banking
- Dashboard access to Central/ State Govt./ State Implementing Agency/ District Administration have been provided for effective management and reporting
- Grievances/Complaints Redressal Mechanism have been put in place"

27. Under the Scheme, as on October 22, 2018, a total of more than 1.49 crore candidates have been registered; 1.46 crore have been trained, out of which more than 75.43 lakh candidates have been duly certified. The Committee desired to know the steps being taken/proposed to achieve the target of training 6 crore people under PMGDISHA by March 2019. To this, the Ministry submitted that the "Pradhan Mantri Gramin Digital Saksharta Abhiyan (PMGDISHA)" was approved on 08.2.2017 at a total outlay of Rs. 2,351.38 Crore (approx.). An amount of Rs. 1175.69 crore was required during FY 2017-18 and a similar amount was required during FY 2018-19 for implementation of the Scheme. However, so far, a total amount of Rs. 500 crore has been allocated for the implementation of the scheme.

28. Based on the availability of the funds, more than 1.60 crore candidates have been trained so far. In order to achieve the remaining target, the Ministry have requested for additional funds from Department of Expenditure, Ministry of Finance at RE stage and in the BE of next Financial Year.

29. It is expected that with the available infrastructure and resources across the country, the implementing agency would be in a position to achieve the targets commensurate with the availability of budget for the Scheme. To the extent additional funds become available at RE stage and in the next year, it will be possible to scale up the operations.

30. When the Committee desired to know the reasons for very low achievement under this scheme in states/UTs viz. Andaman & Nicobar Islands, Arunachal Pradesh, Chandigarh, Dadra & Nagar Haveli, Daman & Diu, Delhi, Goa, Lakshadweep, Nagaland, Sikkim etc., the Ministry stated that initiatives are underway to scale up the awareness and promotional activities towards Digital literacy program and expand it multifold through campaigns, workshops, seminars, competitions and other activities by using e-learning, print and electronic media, etc. to cover various segments of the population in an all-inclusive manner.

31. Ministry are also focusing on States where coverage is low at present especially tribal areas and North Eastern region. Implementing agency has also been advised to identify and affiliate training partners/centres in un-covered Gram Panchayats. Ministry have sent communication to Chief Secretary's of the States to review and speed up implementation.

32. Asked about specific reasons for abysmal low achievement of PMGDISHA scheme targets in the above States, the Ministry submitted the reasons as under:-

- Non-availability of Aadhaar in NPR states
- Non-availability of Training Centres/CSCs in some locations
- Lack of awareness among general public about Digital Literacy and its impact
- Internet connectivity issues in rural areas
- Difficult to enter the non-accessible and sparsely populated areas
- Infrastructure related issues
- Under the scheme guidelines urban agglomeration are excluded. Hence, the State of Delhi and UT of Chandigarh is not covered

VII. Enrolment procedure, course structure

33. Asked about the procedure for enrolment in PMGDISHA scheme and the different media (Television, Radio, Newspaper, word of mouth etc.) through which information regarding the scheme is made available to the intended beneficiaries/applicants, the Ministry informed that an individual can enroll under the

PMGDISHA scheme by visiting a CSC/training centre in his/her vicinity. The candidate needs to fulfill the basic eligibility criteria such as:

- i) The beneficiary should be digitally illiterate
- ii) Only one person per eligible household is considered for training.
(All such households where none of the family member is digitally literate is considered as eligible household under the Scheme)
- iii) Age Group: 14 - 60 years

34. The above details of the beneficiary are counter verified through a Panchayat Functionary/Gazetted Officer/School Principal. Thereafter, the candidates are registered on the Scheme Portal. After registration, unique Username and Password is provided to the beneficiary, which can be used to study the self learning e-modules through the LMS at the respective training center.

35. Various mechanisms have been adopted to disseminate information regarding the scheme to the intended beneficiaries such as word of mouth publicity, online, print & electronic media including posters, banners, radio, newspaper, television, social media etc. and workshops, awareness campaigns in schools, local institutes and colleges etc.

36. On the course structure and the mix of theory and practical in the training imparted to beneficiaries under PMGDISHA scheme, the Ministry informed that the beneficiary are provided 20 hours of training consisting of 5 modules viz. (i) Introduction to Digital Devices, (ii) Operating Digital Devices, (iii) Introduction to the Internet, (iv) Communications using the Internet, (v) Application of the Internet (includes Citizen centric services) and Use of financial tools for undertaking digital cashless transactions.

37. Further, video assisted teaching is provided on basic digital literacy and digital payments. Demonstration by trainer is provided about the content and hardware components of digital devices, Electronic Payment Systems. Sufficient Hands-on training for practice to make beneficiary familiar with internet is provided to the beneficiary. Also, periodic assessment is conducted by the trainers.

38. Under the PMGDISHA, in addition to training on bill payment transaction through BHIM, UPI etc., the candidate is also trained in using various Government services like Registration on Scholarship portals such as National Scholarship Portal, Registration on online learning portals such as e-pathshala of NCERT, Digital Locker, Virtual Open School (VOS) of NIOS etc; submission of online Application for G2C certificates such as Caste certificate, Domicile certificate, Income certificate etc; and Applying for Government Insurance Schemes like Atal Pension Yojana, Pradhan Mantri Suraksha Bima Yojana (PMSBY), Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY), etc.

39. Elaborating on the issue of access to PMGDISHA study material through WhatsApp, the representative of MeitY informed during evidence as under:-

“....xxxx....your suggestion was to include it in WhatsApp. Compared to what we do for YouTube, we can do that. The content is available on Youtube and Web, anybody having a Web-based application can access the content through URL. Most of them have WhatsApp facility. We will give an access to them. They can download the same thing....xxxx.....”

VIII. Role of VLE, PMU & other entitites

40. Asked about the role of Village Level Entrepreneur (VLE) in PMGDISHA, the Ministry stated that Village Level Entrepreneur (VLE) is the contact point who delivers various government and non-government services to the end consumers from the CSC (Common Service Center) outlet. The Role of VLE registered under PMGDISA scheme is as under-

- Enrolling the candidates for the course
- Imparting appropriate training to candidates
- Marking the attendance and conducting continuous assessment using the Online Monitoring Application-cum-Learning Management System
- Keeping a record of all candidates enrolled in the course, certifying their attendance and ensuring that the candidates appear for the online examination.
- Training centre shall provide support and assistance for at least two years after the training is over.
- Ensuring achievement of learning outcomes for each candidate.

A person, who is interested to become a VLE may register with CSC-SPV by approaching them through their portal <https://register.csc.gov.in>."

41. While discussing the role of CSC-VLEs in e-Choupal program, Secretary, MeitY informed during evidence as under:-

“....xxxx.... अब एक लाख 16 हज़ार पंचायत तक फाइबर पहुंच चुका है। एक बहुत अच्छा उसका प्रभाव हुआ है। उसमें ऑफटेक फिर भी नहीं था। एक अच्छा पहलू निकल कर आया है। कल ही हमारी एक ई-चौपाल स्कीम लॉन्च हुई है, जो कि सीएससी के द्वारा की जा रही है। 25 हज़ार लोकेशंस में सीएससी के द्वारा ई-चौपाल लगाने का एक प्रोग्राम चालू किया गया है। उसमें जहां फाइबर आया है, वहां से पब्लिक वाई-फाई हॉटस्पॉट्स और उसको घर-घर तक कनेक्टिविटी पहुंचाने का काम हमारे सीएससी के वीएलईज़ कर रहे हैं। हमारी कोशिश यह रहेगी कि इस साल में ढाई लाख पंचायतों में से कम से कम पचास हज़ार जगहों पर इस तरह की ई-चौपाल लगाई जाए।....xxxx.....”

42. On the role of PMU in PMGDISHA, the Ministry informed that the PMGDISHA PMU is a Programme Management Unit of PMGDISHA scheme under the CSC eGovernance Services India Ltd. The role of the PMGDISHA PMU is to provide necessary support to MeitY towards implementation, management, coordination and monitoring of the scheme.

43. The Committee desired to know about the requirement to become a training partner in PMGDISHA, total number of applications received so far and the number of applications accepted/rejected and the grounds for the same. To this, the Ministry informed that the Scheme envisages affiliating entities like NGOs/ Institutions/ Corporates, desirous of providing digital literacy training, as Training Partners with CSC-SPV subject to meeting prescribed norms. Indicative norms are as follows:-

- A training partner must be an organization registered in India, conducting business in the domain of education/ IT literacy for more than three years and having Permanent Income Tax Account Number (PAN) and audited statements of accounts for at least last three years.

- The institution/organization should be registered under any act of law in India, e.g., in the case of a company it must be registered with the Registrar of Companies, in case of Society, it must be registered with the Registrar of Societies and so on and so forth.
- The partner must have clearly defined objectives, well-documented processes and procedures covering the entire range of education/ IT literacy training.

Till date, 4,144 applications for training partner have been received by CSC-SPV, out of which more than 600 have been accepted. These training partners have a total of 36,858 training centers across the country. Organizations that do not satisfy the above conditions were not accepted as training partners. In addition, a total of 1.10 lakh Common Services Centres (CSCs) are also affiliated as Training Centres in the Scheme.

44. On the mechanism for proper scrutiny of implementation agencies/partners and training centers/CSCs, the Ministry submitted that the training under this scheme PMGDISHA is provided free of cost to the beneficiaries.

45. For scrutiny of implementation agencies/partners and training centers/CSCs, a regular visits by Central, State and District resources are undertaken at the premises of Training partners and Training centres. The States and UTs have setup review and monitoring committees at State as well as district levels. Also, at Ministry level, Empowered Committee and Project Review and Steering Group (PRSG) look into policy level matters of the scheme and monitoring of overall implementation of scheme respectively.

46. On the criteria to judge/evaluate the quality of training imparted to the beneficiaries under the PMGDISHA scheme and the basis on which successful candidates are certified under the scheme, the Committee were apprised as under:-

The following parameters have been included for assessing the learning outcome of the candidates in PMGDISHA:

- Opening an e-mail account/ Sending an e-mail
- Opening a Digital Locker
- Registration on Scholarship portals such as National Scholarship Portal (In case of student)
- Registration on online learning portals such as e-pathshala of NCERT, Virtual Open School (VOS) of NIOS etc. (In case of student)
- Submission of online Application for G2C certificates such as Caste certificate, Domicile certificate, Income certificate etc.
- Create login credentials for IRCTC
- Insurance- Applying online for various Government run Schemes like Atal Pension Yojana, Pradhan Mantri Suraksha Bima Yojana (PMSBY), Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY), etc.
- At least 5 electronic payments transactions should be undertaken by the beneficiaries using UPI (including BHIM app), USSD, PoS, AEPS, Cards, Internet Banking.

IX. Grievance Redressal mechanism in PMGDISHA

47. Regarding the number of grievances received till date on the email address: grievances@pmgdisha.in/ the number which have been attended to/disposed off, nature of grievances and any other available means to lodge a grievance, the Ministry informed that so far, 3,846 grievances have been achieved at grievances@pmgdisha.in and all of them have been answered by CSC-SPV. The majority of grievances pertain to delay in payment due to the VLEs and some technical issue related to PMGDISHA portal.

48. Besides the email, other means to lodge a grievance includes telephone/ mobile, social media such as Facebook, Whatsapp, Twitter etc. and helpdesk teams at central and state level. The grievances are also received and resolved on Centralized Public Grievance Redress and Monitoring System (CPGRAMS) by the Ministry.

49. The Committee desired to know whether there is any mechanism to obtain feedback directly from the PMGDISHA trainees/beneficiaries on various aspects such as quality & relevance of training, infrastructure/equipment at CSC, any other complaint/grievance etc., the Ministry informed that to obtain student feedback, a Rapid

Assessment System (RAS) has been integrated with the scheme. On completion of on-line examination, the beneficiary receives a SMS on their registered mobile number and they can provide instantaneous feedback on service, either through SMS or Web Portal or Mobile Application. It enables the candidates to share their experience of training, quality of trainer and satisfaction level by availing this service. Moreover, beneficiaries have been provided with a provision of rating the quality of training centre (by marking a star) on their dashboard itself.

X. Digital Literacy – Challenges

50. Ministry informed that the following challenges are being faced in implementation of digital literacy schemes:

- “Lack of awareness about the benefits of digital literacy among the masses
- Lack of availability of requisite training infrastructure and resources at several places in the country
- Internet connectivity issues in rural areas
- Support from State Govt. & other stakeholders
- Localization/Language issues
- Difficulty to enter the non-accessible and sparsely populated areas”

51. Asked as to how the Ministry propose to overcome the problems/challenges/impediments in providing digital literacy to a large population, the Ministry were informed that officials concerned as well as the PMU at CSC-SPV reviews the progress of the Scheme on a regular basis to resolve any ground level issues in a time bound manner. The Committees set up at various levels at Central, States and Districts also provide feedback from time to time.

52. On the adequacy of the existing Digital Literacy programs to meet the requirements of a large population and to ensure that other flagship programs of the Government which rely heavily on digital literacy of the population/beneficiaries do not suffer, the Ministry informed that under the Digital Literacy programs like NDLM, DISHA and PMGDISHA, so far a total of approximately 2.45 crore citizens have been trained. In addition, several initiatives are taken by Central Government Ministries as well as at State Government level, IT/ITES Industry/NGOs etc. for providing of IT

education and skills to the citizens. The combined efforts are expected to significantly contribute to the requirements of large population.

53. Asked as to what initiatives have been taken for improving the allocation under the scheme, the Ministry were informed that so far, they have been allocated a cumulative amount of Rs. 500 Crore in the FY 2017-18 and FY 2018-19 for the PMGDISHA Scheme. Ministry have submitted a request for additional fund allocation of Rs. 675.70 crore under RE for FY 2018-19 and an amount of Rs. 1175.69 crore for BE of FY 2019-20.

XI. Coordination amongst different Departments/Agencies

54. When the Committee desired to know as to how many States have nominated the State Implementing Agency (SIA) for coordination of the Scheme PMGDISHA in the State, the Ministry informed that so far, 30 States have nominated the State Implementing Agency for coordination of the PMGDISHA scheme in their respective States/UTs.

55. When asked about the level of support from the State Governments in implementation of schemes such as PMGDISHA and the Ministry's experience with State Implementing Agencies (SIA) in different States, the Ministry submitted that State Implementing Agencies(SIAs) are entrusted with the following roles and responsibilities:

- i. The SIA shall enter into a MoU with CSC-SPV on behalf of the State Government/UT w.r.t. implementation of the Scheme.
- ii. To facilitate sharing of resources available with States/UTs to CSC-SPV.
- iii. To liaise, interact and coordinate with various agencies to identify and select the eligible candidates.
- iv. To liaise, interact and coordinate with the various Govt. Agencies/stakeholders for the formation of various State/District/Panchayat level committees for monitoring of the scheme.

56. States like Jharkhand, Telangana and Haryana are very supportive in scheme implementation and review the status of implementation of scheme on regular basis at State/districts levels.

57. On the level of coordination between Ministry of Electronics and Information Technology and Ministry of Finance for knowledge transfer through training in emerging digital payment solutions such as eWallets, BHIM, UPI, AEPS etc., the Ministry informed that under the NDLM/DISHA schemes, the digital payment aspects were not covered. However, post de-monetization, Digital Finance for Rural India: Creating Awareness and Access through Common Service Centres (CSCs) was initiated in November 2016 for conducting awareness sessions on digital finance options available for rural citizens as well as enabling various mechanisms of digital financial services. The contents for this initiative on eWallets, UPI, USSD, AEPS, etc were prepared in active consultation with various stakeholder including Ministry of Finance and NPCI etc. Based on the suggestions of Ministry Finance, the digital payment component was also included in PMGDISHA scheme.

58. Asked as to whether the Ministry have held consultations with Department of Telecommunications for availability of internet connectivity and adequate bandwidth etc. which comprise the backbone infrastructure for conducting digital literacy programs, the Committee were informed that under the digital literacy programs implemented by the Ministry, the training modules are also available in offline mode including on CDs etc. hence internet connectivity is not mandatory for conducting digital literacy training.

59. CSC-SPV is working with Ministry of Communications under a project titled Wi-Fi Choupal, which aims to boost internet connectivity at the last mile by utilizing BharatNet infrastructure. The model of Wi-Fi Choupal has been created to develop rural Wi-Fi infrastructure and host of suitable applications enabling and empowering towards a "Smart Village". The project was initiated in January 2016 and engages Village Level Entrepreneurs (VLEs) of CSC-SPV as Community Internet Service Providers. Apart from Wi-Fi services, the following services are also available through Wi-Fi Choupal:

- Internet at Home (Wireless)

- Fiber to the Home
- Internet for Offices and Businesses
- GPON & OFC Installation and Maintenance

60. Wi-Fi Choupal helps bridge the digital divide by enabling access to affordable Internet connectivity in the rural areas of the country. As per CSC-SPV, till date, Wi-Fi chaupal has been deployed in 30,999 Gram Panchayats, out of which it is already live in 5,961 GPs and 10,55,659 people are subscribing to the service."

61. Asked about the strategy to link basic literacy with digital literacy, the Ministry have stated that the content developed under the Digital Literacy scheme has been shared with Ministry of Human Resource Development for suitable incorporation at school and colleges level.

62. On the percentage of SC/ST beneficiaries covered in digital literacy programs, it was stated that the SC-ST Category-wise beneficiary coverage so far:-

Category-wise coverage so far : SC: 19%; ST: 8 %

63. On the reasons for gap in the number of registered persons vs. certified persons in PMGDISHA, the Ministry informed that so far a total number of trained candidates under the scheme is around 1.60 Crore, out of which 85.65 Lakh candidates have been duly certified. Trained candidates appearing for certification is an ongoing process. Efforts are made to mobilize the trained candidates to appear for assessment/certification.

64. When asked whether the agencies who are conducting the training programme are driven by profit or is there any minimum level of commitment for agencies running the courses & how the Ministry ensure that the agencies conducting the programmes

are committed to the cause, the Ministry submitted that the Training Centres commitments/responsibilities are as follows:

- Enrolling the candidates for the course
- Imparting appropriate training to candidates
- Marking the attendance and conducting continuous assessment using the Online Monitoring Application-cum-Learning Management System
- Keeping a record of all candidates enrolled in the course, certifying their attendance and ensuring that the candidates appear for the online examination.
- Training centre shall provide support and assistance for at least two years after the training is over.
- Ensuring achievement of learning outcomes for each candidate

To ensure that the agencies conducting the programmes are committed to the cause, regular visits by Central, State and District resources of CSC-SPV are undertaken at premises of Training partners and Training centres. Their performance is also reviewed periodically at the central PMU level".

65. Asked as to whether the Ministry have conducted any study to ensure that after going through the digital literacy programme, at least 80 to 90 percent of the beneficiaries use digital devices/tools at least for basic services such as railway booking, banking etc. , the Ministry informed that recently, an impact assessment/feedback study on PMGDISHA scheme has been carried out by IIT Delhi with a sample size of around 20,000 respondents. The major outcomes of the study are as follows:

- 85.20% respondents gained knowledge to use mobile/smart phone
- 67% respondents feel confidence in using a computer
- 70.90% are satisfied with availability of Infrastructure (Computer/classroom/ internet/electricity etc.)

Scheme implementation is still underway and subsequent studies on the impact assessment would be carried out at later stages.

XII. Supreme Court judgment on Aadhaar - Implication for Digital Literacy Program

66. On the role of Aadhaar in Digital literacy programs in India & how were eKYC and Aadhaar based authentication used in Digital literacy programs, the Ministry submitted as under:-

"The eKYC based authentication was used for beneficiary registration and at the time of assessment under the digital literacy scheme. Also, as per scheme guidelines, Aadhaar was being used to distinctly identify each beneficiary and to avoid duplicity. In the state of Assam, Meghalaya and Jammu & Kashmir which are still yet to be covered under Aadhaar, the Identity proofs such as NPR Card, Voter ID, Jan Dhan Yojana/Bank Passbook, State Permanent Resident Certificate issued by the SDM/DC office and any ID issued by Central/State Govt. which has photo as well as address are also considered."

67. Asked as to whether having an Aadhaar number is mandatory in order to enroll for PMGDISHA, the Ministry informed as under:-

"The PMGDISHA scheme guidelines stipulated that Aadhaar shall be used to distinctly identify each beneficiary and to avoid duplicity. In the state of Assam, Meghalaya and Jammu & Kashmir which are still yet to be covered under Aadhaar, the Identity proofs such as NPR Card, Voter ID, Jan Dhan Yojana/Bank Passbook, State Permanent Resident Certificate issued by the SDM/DC office and any ID issued by Central/State Govt. which has photo as well as address can be considered."

68. On whether there has been any impact on the use of Aadhaar in Digital literacy programs conducted by the Government in the aftermath of the recent Supreme Court judgment on the constitutional validity of Aadhaar, the Ministry replied that at present, the beneficiary identification is carried out using the demo authentication/Aadhaar Virtual ID facility provided by UIDAI.

XIII. Performance evaluation/appraisal of Digital Literacy Programs

69. Asked as to whether any performance evaluation/appraisal of various digital literacy programs conducted by the Government is carried out and which criteria are taken into consideration for performance evaluation/appraisal of the digital literacy programs such as PMGDISHA, the Ministry submitted that independent evaluation of

the NDLM/DISHA scheme has been conducted by the 3rd Party agencies namely IIT Delhi and Council for Social Development, based on the criteria evolved by them. The highlights of the evaluation is as follows-

(i) Indian Institute of Technology (IIT) - Delhi

- 78.94% of the participants know how to use a computer
- 89.65% claimed to gain confidence to learn new things easily
- 97.53% also say that they can help their family members to study better
- 85.5 % respondents felt happy to reach anyone they want through computer and internet.
- After receiving training, the respondents felt more aware about their educational needs (93%).
- 67.35% respondents are able to search for job using Internet because of this training.
- 59.96% beneficiaries are able to learn new knowledge online to get promotion/better job/ earn more.
- 55.35% unemployed respondents felt confident to explore and apply for jobs after searching from Internet.
- 50.53% respondents feel more confident to use computers/tablets/internet/mobile phones which have helped them to increase their earning capacity.

(ii) Council for Social Development - Delhi

- 66.03% of the respondents stated that they are able to use the digital device to check and send e-mails.
- 64.05% of the respondents stated that the training had contributed in improving their awareness levels.
- 63.54% respondents felt that the training has helped them enhance their knowledge.
- 59.29% respondents in the surveyed states/UTs said that they were using digital devices for browsing various websites.
- 54.89% of the respondents stated that after attending the IT literacy training, their confidence levels have increased.
- 37.63% respondents stated that they use digital devices for school/college or office work.
- 30% respondents were using the Internet for accessing government services, booking of railway tickets, online shopping etc.
- 24.75% affirmed that they are able to teach their family members to use digital devices after attending the programme.

70. Recently, an impact assessment/feedback study on **PMGDISHA** scheme has been carried out by IIT Delhi with a sample size of around 20,000 respondents. The major outcomes of the study are as follows:

- 85.20% respondents gained knowledge to use mobile/smart phone
- 67% respondents feel confidence in using a computer
- 70.50% are satisfied with trainers and their quality of teaching
- 70.60% are satisfied with the teaching methodology
- 70.90% are satisfied with availability of Infrastructure (Computer/classroom/ internet/electricity etc.)
- 70.70% respondents are satisfied by the suitability of training time
- 70.80% are satisfied with regularity of training program

71. In majority of Digital Literacy programs/initiatives of the Government, the focus is largely on the numbers/quantitative parameters. When asked whether there are any criteria to evaluate the quality of the training imparted to the participants/beneficiaries, the Ministry informed that under all the three Schemes viz. NDLM, DISHA and PMGDISHA, special emphasis is made to provide quality training to the beneficiaries. In order to ensure the quality of the training several parameters were emphasized which includes -

- Regularity of training programme
- Knowledge gained through the programme
- Confidence in using digital devices,
- Confidence in using internet, communications using internet
- Rise in awareness levels
- Knowledge of trainers
- Facilities provided as part of training
- Quality of training and trainers
- Infrastructure at the training centres
- Hands-on experience of the devices etc.

72. The Ministry further informed that after successful training of the candidate, a 3rd party Assessment of the trained candidates is carried out through a online remotely proctored examination conducted by nationally recognized Certifying Agencies namely National Institute of Electronics and Information Technology (NIELIT), CDAC (Centre for Development of Advanced Computing), National Institute of Open Schooling (NIOS), ICT Academy of Tamil Nadu (ICTACT), Haryana Knowledge Corporation Limited (HKCL) and National Institute for Entrepreneurship and Small Business Development (NIESBUD). Payment of the training fee to the training partner/centre is made only after a candidate was found successful in the 3rd party assessment.

XIV. Awareness Generation

73. Regarding the measures taken for increasing the awareness amongst general public about digital literacy, the Ministry informed that for increasing the awareness amongst general public about the PMGDISHA scheme, the following measures have been taken:

- A detailed portal for the Scheme i.e. www.pmgdisha.in has been created for dissemination of information about the Scheme to the masses as well as various stake holders.
- State/district /block level workshops are being conducted across the country
- The content has been made available in 22 scheduled languages and English. The content is being distributed in offline mode.
- Affiliation of Training centres in uncovered Gram Panchayats is being promoted. Such Training Centres would then spread the awareness about the Scheme amongst the rural citizens in their vicinity.
- Various mechanisms have been adopted to disseminate information regarding the scheme to the intended beneficiaries such as word of mouth publicity; online, print & electronic media including posters, banners, radio, newspaper, television, social media etc.; and workshops, awareness campaigns in schools, local institutes and colleges etc."

XV. CSR Initiatives

74. Inclusion of industry under CSR initiatives for training is an important component under the PMGDISHA. In this background, the Committee desired to know details of corporate entities which have been brought under the fold, to which the Ministry informed that

- PayPal India Pvt Limited
- McAfee
- Mahindra Rural Housing Finance Ltd
- IndusInd Bank " are a part of CSR initiatives taken up by the CSC-SPV for promoting digital literacy:

PART II
Recommendations

Digital Literacy – An overview

1. The Committee note that digital Literacy is a key component of the Govt. of India's vision of an empowered society. Under the Digital Literacy schemes being carried out by the Ministry viz. (i) National Digital Literacy Mission (NDLM), (ii) Digital Saksharta Abhiyan (DISHA), and Pradhan Mantri Gramin Digital Saksharta Abhiyan (PMGDISHA), digital literacy has been defined as the ability of individuals and communities to understand and use digital technologies for meaningful actions within life situations. Any individual who can operate computer/laptop/tablet/smart phone and use other IT related tools is being considered as digitally literate. As per National Sample Survey Office (NSSO) 71st Round report on social consumption relating to education, the proportion of households in the country having computers during 2014 was around 14% (only 6% in rural households and 29% in urban households possessed computer). The above NSSO report further indicated that among people in the age group of 14-29 years, only 18.3% were able to operate a computer in rural areas as compared to 48.9% in urban areas. Similarly, in the age group of 30-45 years, the percentage dropped further to 4% in rural areas as compared to 24.3% in urban areas. In the age group of 46-60 years, the percentage was just above 1% in rural areas as compared to 6.8% in urban areas.

The Committee are concerned to note that the percentage of households in the country having computers during 2014 was just around 14%. Further, among people in the age group of 14-29 years, only 18.3% were able to operate a computer in rural areas as compared to 48.9% in urban areas and in the age group of 30-45 years, the percentage dropped further to 4% in rural areas as compared to 24.3% in urban areas. From the above statistics, which present a very gloomy picture regarding access to computers and overall digital literacy in the country, the Committee are inclined to conclude that the digital literacy efforts of the Ministry are far from satisfactory. This necessitates that proactive measures are taken to improve the situation at the digital literacy front. Keeping in view the fact that digital literacy is a necessary pre-requisite for successful implementation of 'Digital India' program which aims to empower people who are not IT-literate, the Ministry should have a sustained focus on digital literacy programmes and these need to be streamlined to the needs of the people and suitably strengthened to achieve their intended objectives.

Digital Literacy – Need for consolidation and continuity

2. The Committee note that 'National Digital Literacy Mission' (NDLM) was approved in March 2014 and had a target to train 10 lakh citizens in select districts

in 18 months. Subsequently, the ‘Digital Saksharta Abhiyan’ (DISHA) was approved in December, 2014 with an additional target to train 42.50 lakh candidates across the country in 4 years. After the launch of DISHA in December, 2014, both the NDLM and DISHA schemes, which were almost similar in design as well as implementation, were running concurrently. The Committee find that rolling out multiple schemes having similar objectives within a short span of time creates confusion in the minds of the intended beneficiaries and also makes the task of evaluation/monitoring cumbersome and complicated.

The Committee recommend that digital literacy should be given due importance and instead of having short term parallel schemes with different names, digital literacy programs launched/implemented by the Government should be based on long-term planning and have perceptible outcomes. The Government may also examine adding a component of digital literacy to general literacy programs and continuing digital literacy program on an ongoing basis with particular focus on young people to improve overall digital literacy in our country of more than 1.2 billion people.

Digital Literacy – Need to scale up

3. The Committee note that ‘National Digital Literacy Mission’ (NDLM) which was approved in March 2014 had a target to train 10 lakh citizens in select districts. It was closely followed by the ‘Digital Saksharta Abhiyan’ (DISHA) which was approved in December, 2014 with an additional target of 42.50 lakh candidates across the country. Both of these schemes were implemented concurrently across the country under which a total of 53.67 lakh beneficiaries were trained and duly certified. ‘Pradhan Mantri Gramin Digital Saksharta Abhiyan’ (PMGDISHA) was approved in February, 2017 to usher in digital literacy in rural India by covering 6 crore rural households (one person per household) by 31st March, 2019.

The Committee note that all the three digital literacy schemes of the Government aimed to cover a total of approximately 6.5 crore individuals. However, till October, 2018, they have managed to cover just about 2 crore individuals. As a percentage of total population of India, which stands at around 1.2 billion, the coverage of all the three digital literacy schemes is a miniscule 1.67 percent. The Committee are also concerned about very low achievement under these schemes in States/UTs viz. Andaman & Nicobar Islands, Arunachal Pradesh, Dadra & Nagar Haveli, Daman & Diu, Goa, Lakshadweep, Meghalaya etc. Taking note of the low coverage of digital literacy schemes, the Committee recommend steps to scale up the coverage of digital literacy programs commensurate to the requirements of a population of more than 1.2 billion people. The criterion of covering only one person per household as it exists in the scheme seems too restrictive. In order to increase the coverage under PMGDISHA, the Ministry may consider changing the criteria and do away with the above restriction. The Ministry may also ensure adequate representation of disadvantaged groups such as Scheduled Castes

(SCs) and Scheduled Tribes (STs) etc. under the schemes and apprise the Committee about the steps taken in this direction.

Digital Literacy – Need for qualitative impact assessment

4. The Committee find that in Digital Literacy programs/initiatives of the Government, much of the focus is on the numbers/quantitative parameters instead of the quality of training or the qualitative parameters. Although the impact assessment of digital literacy schemes have been carried out by IIT Delhi and Council for Social Development, Delhi, there is inconsistency and variation in the findings of the two studies with regard to data on various aspects such as usage of digital device, level of confidence etc. Further, there is no component of monitoring repeat transactions by individuals trained in NDLM, DISHA and PMGDISHA schemes to ensure that there is a behavioral change in the trainees and they continue to make use of digital/IT tools even after completion of their training. The Committee also find that under NDLM scheme, 16 out of total 36 States/UTs have achieved 100% certification of enrolled candidates which seems quite unrealistic. The Committee feel that the Ministry need to look into these aspects and ensure that the impact assessment studies are more objective and realistic.

The committee, therefore, recommend giving due focus to qualitative parameters through continuous feedback mechanism and strengthening of monitoring mechanism to ensure that there is a positive behavioral change in successful trainees and they continue to use digital/IT tools even after completion of their training. The Committee would like to be informed of the specific steps taken to address the aforesaid concerns. The Ministry may also inform about the measures taken to achieve 100% certification of candidates under NDLM in various States/UTs.

Digital Finance for Rural India: Creating Awareness and Access through Common Service Centres(CSCs)

5. The Committee note that this scheme was initiated in November 2016 wherein more than 2 crore beneficiaries and more than 27 lakh Merchants were trained/enabled over a period of 6 months with a total expenditure of Rs. 42.98 Crore. This scheme has since been closed after achievement of its intended objectives. It was an exclusive scheme for training/awareness of merchants particularly in the wake of demonetization which made digital payments all the more necessary. The Committee are of the opinion that in order to promote digital payments, just like consumers, training/awareness of merchants is equally important. Recognizing this fact, Digital Finance for Rural India: Creating Awareness and Access through Common Service Centres(CSCs) scheme focused on training merchants in digital payments. After achievement of its intended objective, this scheme has since been closed.

Underscoring the need to promote digital payments and the important role of merchants in this regard, the Committee recommend that the Ministry's initiative to train/enable merchants to promote digital payments should continue through such schemes and the Ministry may review their decision to close this scheme or

add a component to PMGDISHA scheme to cater to specific requirements of merchants pertaining to digital payments.

Digital Finance for Rural India: Creating Awareness and Access through Common Service Centres(CSCs) – Need for adequate monitoring mechanism

6. The Committee note that under this scheme, more than 2 crore beneficiaries and more than 27 lakh Merchants were trained/enabled over a period of 6 months with a total expenditure of Rs. 42.98 Crore. However, when asked whether there was any third party audit/monitoring/evaluation mechanism for the quality of training imparted to the beneficiaries under this scheme, the Committee were informed that there was no component of third-party evaluation under the said programme.

The Committee are surprised to find that this scheme of the Government was implemented devoid of any audit/monitoring/evaluation mechanism and strongly recommend that adequate monitoring mechanism be put in place for all the ongoing and planned digital literacy schemes.

PMGDISHA scheme – Non-achievement of targets

7. The Committee are concerned to note that the Government had approved the scheme titled ‘Pradhan Mantri Gramin Digital Saksharta Abhiyan’ (PMGDISHA) in February, 2017 to usher in digital literacy in rural India by covering 6 crore rural households (one person per household) by 31st March, 2019. However, the achievement stands at a mere 1.45 crore as on 22nd October, 2018 which is just about 24% of the set target. Regarding the reasons for non-achievement of targets, the Ministry have informed that non-availability of Aadhar in NER States, non-availability of training centres/CSCs in some locations, lack of awareness among public connectivity issues, infrastructure issues etc. continue to remain the challenge for the scheme. Now that only 24% have been achieved in two years, the chances of covering the remaining 4.5 crore rural households in a period of just five months seems quite bleak.

While expressing their concern on non-achievement of targets in the important PMGDISHA scheme, the Committee recommend that urgent measures should be taken up to address the challenges and speed up implementation of the scheme.

PMGDISHA scheme – insufficient allocation of funds

8. When asked about the steps being taken/proposed to achieve the target of training 6 crore people under PMGDISHA by March 2019, the Ministry replied that the scheme was approved on 08.2.2017 at a total outlay of Rs. 2,351.38 Crore (approx.). An amount of Rs. 1175.69 crore was required during FY 2017-18 and a similar amount was required during FY 2018-19 for implementation of the Scheme. However, so far, a total amount of Rs. 500 crore has been allocated for the implementation of the scheme. Based on the availability of the funds, more than 1.60 crore candidates have been trained so far. In order to achieve the remaining target, the Ministry have requested for additional funds from Department of Expenditure, Ministry of Finance at RE stage and in the BE of next Financial Year.

Expressing hope that the Ministry would be able to turn around the low achievement and cover maximum target under the scheme, the Committee exhort the Ministry to seek additional funds from Ministry of Finance to ensure that the scheme can be sufficiently scaled up to achieve the target of covering 6 crore rural households (one person per household) by 31st March, 2019.

PMGDISHA scheme – Increasing the number of Training Partners

9. The Committee note that PMGDISHA Scheme envisages affiliating entities like NGOs/ Institutions/ Corporates, desirous of providing digital literacy training as Training Partners with CSC-SPV subject to meeting prescribed norms. The indicative norms for affiliating training partners include certain conditions that a training partner must be an organization registered in India, conducting business in the domain of education/ IT literacy for more than three years and having Permanent Income Tax Account Number (PAN) and audited statements of accounts for at least last three years. The institution/organization should be registered under any act of law in India, e.g., in the case of a company it must be registered with the Registrar of Companies, in case of Society, it must be registered with the Registrar of Societies and so on and so forth. The partner must have clearly defined objectives, well-documented processes and procedures covering the entire range of education/ IT literacy training. Organizations that do not satisfy the above conditions were not accepted as training partners. This implies that under the scheme, there is ample opportunity for partners to undertake the task of providing digital literacy and there is a clear need to encourage these institutions/bodies. The Committee are however, concerned to note that though a total no. of 4,144 applications for training partner have been received by CSC-SPV till date only 600 around applications have been accepted. These training partners have a total of 36,858 training centers across the country.

Keeping in view the large mandate of the PMGDISHA scheme to cover a whopping 6 crore households, the Committee feel that there is a need to encourage and scale up enrolment of training partners with proven expertise in IT domain and recommend that suitable modification may be made in the scheme to incorporate more training partners. However, while doing so the Committee also desire that the commitment level of training partners should not be compromised and the Ministry should ensure that only committed partners following adequate data privacy norms are involved in the process so that the data of the trainees are also protected. The Ministry may also explore the option of tie-ups with established IT institutions to promote digital literacy.

PMGDISHA scheme – Transparency and Grievance redressal

10. The Committee note that an individual can enroll under the PMGDISHA scheme by visiting a CSC/training centre in his/her vicinity. The eligibility criteria states that the candidate should be in the age group of 14 - 60 years, digitally illiterate and none of the family members of the candidate should be digitally literate. The above details of the beneficiary are counter verified through a Panchayat Functionary/Gazetted Officer/School Principal and thereafter, the candidates are registered on the Scheme Portal. After registration, unique Username and Password is provided to the beneficiary, which can be used to study the self learning e-modules through the LMS at the respective training center. In so far as the grievance redressal mechanism is concerned, they can be lodged at grievances@pmgdisha.in. Besides the email, other means to lodge a grievance includes telephone/ mobile, social media such as Facebook, Whatsapp, Twitter etc. and helpdesk teams at central and state level. The grievances are also received and resolved on Centralized Public Grievance Redress and Monitoring System (CPGRAMS) by the Ministry. The Ministry also informed that to obtain student feedback, a Rapid Assessment System (RAS) has been integrated with the scheme. It enables the candidates to share their experience of training, quality of trainer and satisfaction level by availing this service.

Keeping in view the fact that the enrolment procedure for PMGDISHA has an element of discretion owing to stipulated counter verification by Panchayat Functionary/Gazetted Officer/School Principal, the Committee recommend that there should be transparency in the enrolment procedure to prevent any misuse of the discretionary power. The scheme should also provide adequate means to the applicants to contest their rejection or to report any violation of the eligibility norms as prescribed under the scheme. The grievance redressal and feedback mechanism particularly with regard to fees, certification and enrolment etc. should be adequately strengthened to make the scheme equally accessible to all the beneficiaries and remove any element of discrimination.

PMGDISHA scheme – improving accessibility through mobile devices

11. The Committee note that based on the experience in implementation of NDLM and DISHA schemes, the Ministry have incorporated several changes in the PMGDISHA scheme which *inter-alia* include specific focus on rural areas through a Panchayat centric approach, inclusion of popular citizen centric services, promotion of cashless transactions through inclusion of mobile banking, digital wallets, Unified Payments Interface (UPI), Unstructured Supplementary Service Data (USSD), Aadhaar Enabled Payment System (AEPS), and PoS etc. The beneficiaries are also required to undertake at least 5 electronic payments transactions using UPI (including BHIM app), USSD, PoS, AEPS, Cards, Internet Banking. Further, the learning outcome of the beneficiaries is being measured based on the ability to open e-mail account and digital locker, sending/receiving e-mail, registration on Scholarship portals such as National Scholarship Portal, e-pathshala of NCERT, Virtual Open School (VOS) of NIOS etc., creating login credentials for IRCTC, submission of online Application for G2C certificates such as Caste certificate, Domicile certificate, Income certificate etc. and applying online for various Government run Schemes like Atal Pension Yojana, Pradhan Mantri Suraksha Bima Yojana (PMSBY), Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY), etc. The Committee also note that as per the National Sample Survey Office (NSSO) 71st Round report on social consumption relating to education, the proportion of households in the Country having computers during 2014 was around 14% (only 6% in rural households and 29% in urban households possessed computer).

While appreciating Ministry's efforts to impart basic training in digital literacy covering usage of email, digital payment tools, availing various Government to Citizen(G2C) services etc., the Committee are of the view that access to costly IT hardware, software and connectivity issues pose a major hurdle in adoption of IT tools for making use of services such as email, digital payments and availing various G2C services. The Committee, therefore, recommend that the digital literacy programs may be suitably reoriented to incorporate greater use of feature/smart phones and associated apps since they are low cost, easy to use and popular amongst the masses in comparison to the conventional IT hardware and allied software. The content may be user-friendly and appropriate for all ages. The Ministry may also explore the option of making the training content available on feature/smart phones through popular messaging apps such as Whatsapp etc.

Digital Literacy – coordination amongst different agencies

12. The Committee note that several challenges are being witnessed in implementation of Digital literacy programs which include lack of awareness about the benefits of digital literacy among the masses, lack of availability of requisite training infrastructure and resources at several places in the country, internet connectivity issues in rural areas, lack of support from State Govt. & other stakeholders, Localization/Language issues and difficulty to enter the non-accessible and sparsely populated areas. The Committee are given to understand that officials concerned as well as the PMU at CSC-SPV reviews the progress of the Scheme on a regular basis to resolve any ground level issues in a time bound manner. The Committees set up at various levels at Central, States and Districts also provide feedback from time to time. The Committee are of the opinion that most of the above problems/challenges in implementation of digital literacy programs particularly those related to internet connectivity in rural areas, support from State Govt. & other stakeholders, localization/language issues and difficulty to enter the non-accessible and sparsely populated areas etc. need close coordination amongst different Central/State agencies and entities.

The Committee emphasize that the State Governments and other agencies are equal partners in the digital literacy endeavor and they have to be taken on board. The Committee therefore, recommend that the Ministry must ensure close coordination amongst different Central/State agencies and entities on issues pertaining to implementation of digital literacy programs.

PMGDISHA – Focus on laggard States/UTs

13. The Committee note that while some States like Jharkhand, Telangana and Haryana are very supportive in scheme implementation and review the status of implementation of scheme on regular basis at State/districts levels, the achievement in terms of Students Registered, Training Completed and Certified Candidates is very low in other States/UTs like Andaman & Nicobar Islands, Arunachal Pradesh, Chandigarh, Dadra & Nagar Haveli, Daman & Diu, Delhi, Goa, Lakshadweep, Nagaland, Sikkim etc. This calls for an analysis of the reasons for stark contrast in performance of this scheme in different States/UTs so that the best practices in the better performing States can be replicated in the laggard States/UTs to bridge the gap.

The Committee recommend that urgent steps may be taken to ensure uniform implementation of the scheme in all the States/UTs. The good practices in some States may be replicated in other States and also the States which are very supportive and doing very well need to be incentivized so that there is visible impact. Ministry may look at options such as providing special incentives to States/UTs achieve the desirable outcome.

Implication of SC judgment on Aadhaar

14. The Committee note that under the digital literacy scheme eKYC based authentication was used for beneficiary registration and at the time of assessment. Also, as per scheme guidelines, Aadhaar was being used to distinctly identify each beneficiary and to avoid duplicity. In the state of Assam, Meghalaya and Jammu & Kashmir which are still yet to be covered under Aadhaar, the Identity proofs such as NPR Card, Voter ID, Jan Dhan Yojana/Bank Passbook, State Permanent Resident Certificate issued by the SDM/DC office and any ID issued by Central/State Govt. which has photo as well as address are also considered. The Ministry have also informed that at present, the beneficiary identification is carried out using the demo authentication/Aadhaar Virtual ID facility provided by UIDAI. In the event of discontinuation of Aadhaar for beneficiary identification, there is a need to find an alternative low cost identification and authentication mechanism and to put sufficient safeguards in place to rule out any misuse/duplicity in identification of beneficiaries.

The Committee recommend that after the Supreme Court judgment on constitutional validity of Aadhaar, in the event of discontinuation of Aadhaar as the sole means identification of beneficiaries in digital literacy programs, the Ministry should be ready with alternate means of identification which can be used for beneficiary registration and assessment and which can effectively avoid duplicity.

Performance evaluation of schemes/beneficiaries

15. The Committee note that independent evaluation of the digital literacy programs NDLM/DISHA and PMGDISHA has been conducted by the third-party agencies namely IIT Delhi and Council for Social Development, Delhi, based on the criteria evolved by them. The Ministry further informed that after successful training of the candidate, a third party Assessment of the trained candidates is carried out through online remotely proctored examination conducted by nationally recognized Certifying Agencies namely National Institute of Electronics and Information Technology (NIELIT), Centre for Development of Advanced Computing (CDAC), National Institute of Open Schooling (NIOS), ICT Academy of Tamil Nadu (ICTACT), Haryana Knowledge Corporation Limited (HKCL) and National Institute for Entrepreneurship and Small Business Development (NIESBUD). Payment of the training fee to the training partner/centre is made only after a candidate is found successful in the 3rd party assessment. The Committee find that in Digital Literacy programs/initiatives of the Government, much of the focus is on the numbers/quantitative parameters instead of the quality of training or the qualitative parameters. Under PMGDISHA scheme, wherein a total of 1.5 crore beneficiaries have been trained, independent evaluation by IIT Delhi covered a sample size of around 20,000 respondents which constitutes just about 0.13% of the total beneficiaries.

The Committee recommend that besides the focus on total number of beneficiaries, equal emphasis must be given to the evaluation of qualitative aspects of digital literacy programs. The Ministry may undertake regular independent third-party assessment of the scheme having adequate sample size to evaluate qualitative parameters of the training.

PMGDISHA - Awareness generation & CSR initiatives

16. The Committee note that several measures are being taken for increasing the awareness amongst general public about the PMGDISHA scheme such as creation of detailed portal for the Scheme i.e. www.pmgdisha.in for dissemination of information about the Scheme, conducting State/district/block level workshops across the country, training content made available in 22 scheduled languages and English, affiliation of Training centres in uncovered Gram Panchayats which would spread awareness about the Scheme amongst the rural citizens in their vicinity. Besides these measures other mechanisms include use of word of mouth publicity; online, print & electronic media including posters, banners, radio, newspaper, television, social media etc. and workshops, awareness campaigns in schools, local institutes and colleges etc. The Committee also note that several companies such as PayPal India Pvt Limited, McAfee, Mahindra Rural Housing Finance Ltd and IndusInd Bank have been participating in CSR initiatives for training under PMGDISHA by the Ministry.

Keeping in view the importance of digital literacy in the flagship Digital India program of the Ministry, the Committee recommend that due importance may be given to publicity of Pradhan Mantri Gramin Digital Saksharta Abhiyan (PMGDISHA) to improve awareness about the scheme in the rural areas and to ensure that the scheme is able to achieve its intended target of making 6 crore persons in rural areas digitally literate by the end of March, 2019. While expressing satisfaction that the Ministry have taken some initiatives to involve local public representatives in digital literacy promotion drive, the Committee desire that they should continue to have their involvement in future also. The Committee also recommend that the Ministry should make concerted efforts to increase participation of more corporate entities in CSR initiatives for training under PMGDISHA to contribute towards improving overall digital literacy in the country.

New Delhi;
January, 2019
Pausha, 1940 (Saka)

ANURAG SINGH THAKUR,
Chairperson,
Standing Committee on

Information Technology

Broad Implementation framework of NDLM and DISHA Schemes

CSC e-Governance Services India Limited, a special purpose vehicle setup to deliver eGovernance services to the rural population of India, is the implementing agency of the Scheme(s). There is an implementation framework for the purpose of providing implementation support to various stakeholders and providing program management functions for Central & State Govt. CSC e-Governance Services India Limited was designed an online monitoring mechanism through which registration of participants, attendance of participants, no. of participants appearing for examination and no. of participants certified etc. was monitored. The following are the salient features of implementation framework:

1. Selection of beneficiaries:

All the households where none of the person in the age group of 14 to 60 years are IT literate become eligible for consideration under the scheme. Out of these eligible households, one person was selected for imparting IT Literacy training.

(i) Preference was given to women beneficiary of an eligible household. The person to be trained is decided by the family concerned.

(ii) Each of the selected beneficiaries was also required to submit an application form with a self declaration that he/she is not an IT literate.

2. The physical delivery of IT literacy training was done in PPP model through various partner agencies.

3. Each partner agency was assigned with a specified area of operation and target.

4. The partner agencies had basic facilities to conduct the training as per the accreditation norms prescribed by the CSC-SPV like minimum number of computers (2 persons per computer), adequate connectivity, power back up, printers, webcam, scanners etc.

5. In order to distinctly identify each beneficiary and avoid duplicity, use of UID – Aadhaar no. of beneficiaries was preferred, wherever possible/available. In case Aadhaar was not available, appropriate identification mechanism was identified.
6. Appropriate on-line reporting mechanism was put in place by CSC-SPV for reporting/monitoring of the training programs by the partners / centres on daily basis in order to maintain transparency.
7. The partner agency encouraged and mobilized the selected beneficiaries in the block(s) to their training centre and ensure successful completion of the training as per norms prescribed in this regard.
8. After successful completion of the training, the partner agency reported, the details of persons trained to CSC-SPV.
9. The trained candidates had undergone an online examination (as soon as the training is completed) by a recognized certifying agency. The training cost to the training agencies was released by CSC-SPV only after the trained candidates are awarded certificates.

10. Integration of various other IT Literacy efforts made by Industry, NGO's and others:

Various similar efforts to spread IT Literacy in the country like NASSCOM led National Digital Literacy Mission (NDLM), NGO's and others were integrated under the IT Mass Literacy Scheme and necessary coordination in this regard was done by the Programme Management Unit (PMU) set up by the CSC-SPV. NASSCOM led National Digital Literacy Mission coordinated and brought all such efforts to a single platform under their umbrella. The CSC-SPV coordinated and brought out necessary convergence of various partners in this regard. For such candidates, the training was imparted by these agencies through their own resources and no financial support from government was envisaged. The broad content and examination/certifying norms were finalized and the candidates who were trained through NDLM partners, Industry, NGOs etc. were also considered for awarding IT literacy certificates by the recognized Certifying Agency.

11. Role of State/UT Governments:

Each of the State/UT government was required to identify an existing State/UT level Implementing Agency in their State/UT, which in-turn liaise with CSC-SPV to ensure that targets of the scheme are achieved in a time bound manner. The role of States and UTs through their identified Implementing Agency were as follows:

- Signing an MoU with CSC-SPV and be the single point of contact on behalf of the State Government/UT w.r.t. implementation of the Scheme.
- Identify the Block(s) in consultation with CSC-SPV, where IT Literacy programmes were implemented.
- To facilitate sharing of resources already available with States/UTs to CSC-SPV.
- To liaise, interact and coordinate with various agencies for conduction of survey to identify and select the beneficiaries.
- To liaise, interact and coordinate with the various Govt. Agencies / stakeholders for formation of various State/District/Panchayat level committees for monitoring of the scheme
- To select, liaise and coordinate with various training agencies (in consultation with CSC SPV) for actual implementation of the scheme in Blocks.
- To mobilize beneficiaries to IT Literacy Training Centers.

12. Role of Certifying agencies viz. NIELIT/any other recognized agency:

- To prepare a mechanism, standard norms and guidelines for design, development, delivery, assessment and certification for various courses in consultation with CSC-SPV.
- To assess and certify the competence acquired at each level of IT Literacy.
- To prepare guidelines and norms for accreditation of training/skilling institutions in terms of training/skilling infrastructure, labs, faculty/trainers, etc. in consultation with CSC-SPV.
- To prepare norms for periodic monitoring and assessment of the quality of training partners/accredited institutions
- A list of authorised agencies identified to act as accreditation agencies for the training centres as per prescribed norms

13. Industry, NGO's and others led IT literacy Initiatives:

Industry was also invited to participate in the scheme to carryout training to the beneficiaries as a part of the Corporate Social Responsibility (CSR). Similar initiatives by NGOs and others. The candidates trained under such initiatives were made eligible to appear for certification exams to be conducted by the identified certifying agency. The target was covered from those Districts/ Blocks in the States/ UTs, which were not being covered under the Government assigned locations to avoid overlap. The blocks for implementation were decided in consultation with CSC-SPV.

- Each such agency approach CSC-SPV for appropriate integration with the scheme
- The training contents were shared with CSC-SPV
- The report of certified IT literate persons was reported periodically to Programme Management Unit (PMU) under CSC-SPV.

'Pradhan Mantri Gramin Digital Saksharta Abhiyan' (PMGDISHA) – Key highlights

- ii) **Objectives:** The main objective of the programme is to make **six crore** persons in rural areas, across States/UTs, digitally literate, reaching to around 40% of rural households by covering one member from every eligible household.
- iii) **Implementing Agency:** The scheme is implemented by CSC e-Governance Services India Limited, a Special Purpose Vehicle (SPV) incorporated under the Companies Act **1956**, (herein after referred to as 'CSC-SPV'), under the overall supervision of Ministry of Electronics & Information Technology, with active collaboration of all the State Governments and UT Administrations.
- iv) **Duration:** The duration of the Scheme is up to 31st March, 2019.
- v) **Coverage of scheme:** The Scheme is applicable only for rural areas of the country.
- vi) **Broad Implementation framework:** MeitY provides suitable policy support and monitors the progress of the scheme at the Central level. The CSC-SPV works in active collaboration with the State Government/UT Administration for smooth implementation of the Scheme in their respective State/UT. District e-Governance Society (DeGS) under the District Magistrate/ District Collector has a key role towards the last mile implementation and monitoring of PMGDISHA Scheme. The implementation of the Scheme at the ground level is done through the involvement of Training partners/Centres including Common Service Centres (CSCs).
- vii) **Overall Monitoring Mechanism**
 - **At Central Govt. Level:**
 - **Empowered Committee** : Policy level interventions(Chaired by Secretary)
 - **Project Review and Steering Group (PRSG)** – Monitoring and implementation of the scheme(Chaired by Joint Secretary, MeitY)
 - **At State Government level:**
 - **State Level committee**

- Chaired by Principal Secretary (IT) with representative of Department of Education, Panchayati Raj, Social Welfare and State Implementing Agency(SIA)
- To regularly monitor and steer the implementation of the PMGDISHA scheme in the state
- To recommend follow-up action on issues raised / problems faced by Training centres/ Partners involved in the implementation of the scheme in the state
- Any other issue connected with the implementation of the project in the state

○ **District level Committee:**

- e-Governance Society under the Chairmanship of District Magistrate/ Collector with concerned Department. & representative of NGOs, State Implementing Agency (SIA) to oversee / monitor the implementation at the block level
- To oversee / monitor the implementation at the ground level
- To recommend follow-up action on issues raised / problems faced by Training centres/Partners involved in the implementation of the scheme at District/block level
- Any other issue connected with the implementation of the project in the District/block

➤ **State Implementing Agency:** Each State/UT has to nominate a State/UT level agency as State Implementing Agency (SIA) for coordination of the Scheme in their respective State/UT. State Government has option to nominate new SIA under PMGDISHA. Major role of State Implementing Agencies is envisaged as follows:

- To interact and coordinate with various agencies to identify the candidates
 - To interact and coordinate with the various Govt. Agencies / stakeholders for formation of various State/District/Panchayat level committees for monitoring of the scheme
 - To coordinate with various training agencies (in consultation with CSC-SPV) for actual implementation of the scheme in Panchayats
 - To mobilize candidates to Digital Literacy Training Centers
 - To coordinate with District e-Governance Society (DeGS)
- => SIAs identified under NDLM/DISHA are continued under PMGDISHA

viii) **Selection of Beneficiary:** To ensure geographical spread across the country, a Panchayat centric approach is adopted with a target of around 200-250 candidates for each of 2.5 Lakh Gram Panchayats. The targets could be further enhanced based on performance.

- **Eligible Household:** A household is defined as a unit comprising of Head of the family, spouse, children and parents. All such households where none of the family members is digitally literate will be considered as eligible household under the Scheme.
 - **Entry criteria**
 - The beneficiary should be Digitally Illiterate
 - Only one person per eligible household would be considered for training
 - Age Group: 14 - 60 years
 - Priority would be given to Non-Smartphone users, Antyodaya households, college drop-outs, participants of the adult literacy mission, digitally illiterate school students from class 9th to 12th, provided facility of Computer/ICT Training is not available in their schools.
 - Preference would be given to SC, ST, BPL, women, differently-abled persons and minorities
 - A list of prospective candidates (one per household nominated by the respective household where none of the members is digitally literate) would be prepared by the Training Centre/CSC. A self-attestation from the respective candidates w.r.t. meeting the eligibility criteria as per Scheme Guidelines would be obtained.
 - The list of nominated candidates would be duly approved by DeGS or its nominee. Appropriate directions would be sought from DeGS/Collector office for nominating a suitable officer(s) for granting approval to the list of identified candidates.
 - The eligible candidates would be registered using eKYC on the PMGDISHA Portal.
- ix) **Training Partner/Training Centres :** Under PMGDISHA, CSC-SPV has so far affiliated 618 **Training Partners** / 1,31,615 **Training Centres** (including 89,792 CSCs) across India.
- x) **Training Process**
- Video assisted teaching by trainer on basic digital literacy, digital payments etc

- Demonstration by trainer to candidates about the content and hardware components of digital devices
 - Hands-on training to the candidate for practice and to make the candidate familiar with internet, Electronic Payment Systems etc.
 - Periodic assessment conducted by trainer to make candidate familiar about the online examination
- xi) Aadhaar no. shall be used to distinctly identify each beneficiary and to avoid duplicity. In the state of Assam, Meghalaya and Jammu & Kashmir which are still yet to be **covered** under Aadhaar, the Identity proofs such as NPR Card, Voter ID, Jan Dhan Yojana/Bank Passbook, State Permanent Resident Certificate issued by the SDM/DC office and any ID issued by Central/State Govt. which has photo as well as address can be considered
- xii) **Training Content** (Learning Hours : Total: 20 Hrs): The training content consists of five modules Viz. (i) Introduction to Digital Devices, (ii) Operating Digital Devices, (iii) Introduction to the Internet, (iv) Communications using the Internet, (v) Application of the Internet (includes Citizen centric services) and Use of financial tools for undertaking digital cashless transactions.

The course curriculum used in NDLM and DISHA Scheme has been modified to include Top 10 citizen centric services. In addition, keeping in view the thrust of the government on promoting cashless transactions through mobile phones, it has been decided to include the content on digital wallets, mobile banking, Unified Payments Interface (UPI), Unstructured Supplementary Service Data (USSD), Aadhar Enabled Payment System (AEPS), and PoS. The following would be the parameters for assessing the learning outcome of the beneficiaries:

- Opening an e-mail account/ Sending an e-mail
- Opening a Digital Locker
- Registration on Scholarship portals such as National Scholarship Portal
- Registration on online learning portals such as e-pathshala of NCERT, Virtual Open School (VOS) of NIOS etc.
- Submission of online Application for G2C certificates such as Caste certificate, Domicile certificate, Income certificate etc.
- Create login credentials for IRCTC
- Insurance- Applying online for various Government run Schemes like Atal Pension Yojana, Pradhan Mantri Suraksha Bima Yojana (PMSBY), Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY), etc.

- At least 5 electronic payments transactions should be undertaken by the beneficiaries using UPI (including BHIM app), USSD, PoS, AEPS, Cards, Internet Banking
- xiii) **Assessment and Certification of Beneficiaries:** Certification of the trained beneficiaries is carried out through online remotely proctored examination conducted by nationally recognized Certifying Agencies. So far, 6 such agencies have been approved namely National Institute of Electronics and Information Technology (NIELIT), National Institute of Open Schooling (NIOS), ICT Academy of Tamil Nadu (ICTACT), Haryana Knowledge Corporation Limited (HKCL), National Institute for Entrepreneurship and Small Business Development (NIESBUD) and Centre for Development of Advanced Computing (C-DAC).
- xiv) **Impact Assessment and Social Audit:** Impact Assessment for the Scheme would be carried out by 3rd party on state-wise basis. Universities/Colleges would be engaged for carrying out Social Audit of the scheme through their students.
- xv) **Scheme Portal:** All the details of the Scheme along with customized dashboard access for various stakeholders have been made available on www.pmgdisha.in.
- xvi) **Inclusion of Industry under CSR for training:** The urban agglomerations would be **covered** by the CSR activities of Industries/Organisations using CSR funds. For such candidates no training and certification fee shall be provided from the Scheme.

Annexure-III

SI. No.	Name of the Scheme	Objective of the Scheme	Date when proposed/ approved	Duration of the Scheme	Implementing Agency	Target	Current status of Achievement	Allocation of funds	Utilization of Funds	Appraisal/ Assessment of Beneficiaries
	National Digital Literacy Mission (NDLM)	The main objective of the programme is to provide IT training to 10 lakh persons in every eligible household in selected blocks in each State/UT relevant to the need of the trainee, which would enable the beneficiaries to use IT and related applications to participate effectively in the democratic process and enhance their livelihood. The two Levels of IT training would	04/03/2014	18 Months	CSC e-Governance Services India Ltd.	10 Lakh	Completed	Rs. 97.02 Cr.	71.73 Cr.	The candidates trained under the scheme undergo an online examination (as soon as the training is completed) by a recognized certifying agency. Total 10 lakh candidates were certified by nationally recognized Certifying Agencies namely National Institute of Electronics and Information Technology (NIELIT), National Institute of Open Schooling (NIOS), ICT Academy of Tamil Nadu (ICTACT), Haryana Knowledge Corporation Limited (HKCL), National Institute for Entrepreneurship and Small

Sl. No.	Name of the Scheme	Objective of the Scheme	Date when proposed/ approved	Duration of the Scheme	Implementing Agency	Target	Current status of Achievement	Allocation of funds	Utilization of Funds	Appraisal/ Assessment of Beneficiaries
		have following broad objectives								Business Development (NIESBUD).

Sl. No.	Name of the Scheme	Objective of the Scheme	Date when proposed/ approved	Duration of the Scheme	Implementing Agency	Target	Current status of Achievement	Allocation of funds	Utilization of Funds	Appraisal/ Assessment of Beneficiaries
	Digital Saksharta Abhiyan (DISHA)	The main objective of the programme is to provide digital literacy training to 42.5 lakh persons in every eligible household in selected blocks in each State/UT relevant to the need of the trainee, which would enable the beneficiaries to use IT and related applications to participate effectively in the democratic process and enhance their livelihood	09.12.2014	4 years	CSC e-Governance Services India Ltd.	42.5 Lakh	Completed	Rs. 379.91 Cr	Rs. 280 cr	The candidates trained under the scheme undergo an online examination (as soon as the training is completed) by a recognized certifying agency. A total of 43.67 lakh candidates have been certified by nationally recognized Certifying Agencies namely National Institute of Electronics and Information Technology (NIELIT), National Institute of Open Schooling (NIOS), ICT Academy of Tamil Nadu (ICTACT), Haryana Knowledge Corporation Limited (HKCL), National Institute for Entrepreneurship and Small Business Developme

Sl. No.	Name of the Scheme	Objective of the Scheme	Date when proposed/ approved	Duration of the Scheme	Implementing Agency	Target	Current status of Achievement	Allocation of funds	Utilization of Funds	Appraisal/ Assessment of Beneficiaries
										nt (NIESBUD).
	Digital Finance for Rural India: Creating Awareness and Access through Common Service Centres (CSCs)	To enable the CSCs to become Digital Financial Hubs, by hosting awareness session on government policies and digital finance options available for rural	Dec 2016	6 months	CSC e-Governance Services India Ltd.	Under this programme, more than 2 crore beneficiaries and more than 27 lakh Merchants were trained/enabled	Completed	65.625 Cr.	Rs. 42.98 Cr.	The objective of the programme was to create awareness about various digital payment systems and to facilitate their access to the most vulnerable and poor communities with focus on women,

Sl. No.	Name of the Scheme	Objective of the Scheme	Date when proposed/ approved	Duration of the Scheme	Implementing Agency	Target	Current status of Achievement	Allocation of funds	Utilization of Funds	Appraisal/ Assessment of Beneficiaries
		citizens as well as enabling various mechanisms of digital financial services such as IMPS, UPI, Bank PoS machines etc.								farmers, hawkers, small traders, marginalized sections etc. in the rural areas of the country. There was no component of assessment under the programme.
	Pradhan Mantri Gramin Digital Saksharta Abhiyan (PMGDISHA)	The main objective of the programme is to make six crore persons in rural areas, across States/ UTs, digitally literate, reaching to around 40% of rural households by covering one member from every eligible household. The Scheme is aimed at	February, 2017	Upto 31st March, 2019	CSC e-Governance Services India Ltd.	6 Crore	A total of more than 1.62 crore candidates have been registered; 1.58 crore have been trained, out of which more than 84.81 lakh candidates have been duly certified.	Rs. 2,351.38 crore (approx.)	Rs.5 Cr	The candidates trained under the scheme undergo an online examination (as soon as the training is completed) by a recognized certifying agency. Till date, 84.97 lakh candidates have been certified by nationally recognized Certifying Agencies namely National Institute of Electronics and Information Technology (NIELIT), National Institute of

Sl. No.	Name of the Scheme	Objective of the Scheme	Date when proposed/ approved	Duration of the Scheme	Implementing Agency	Target	Current status of Achievement	Allocation of funds	Utilization of Funds	Appraisal/ Assessment of Beneficiaries
		empowering the citizens in rural areas by training them to operate computer or digital access devices (like tablets, smart phones etc.), send and receive e-mails, browse Internet, access Government services , search for information, undertake digital payment, etc. and hence enable them to use the Information Technology and related applications especially Digital Payments to								Open Schooling (NIOS), ICT Academy of Tamil Nadu (ICTACT), Haryana Knowledge Corporation Limited (HKCL), National Institute for Entrepreneurship and Small Business Development (NIESBUD) and Centre for Development of Advanced Computing (C-DAC)

Sl. No.	Name of the Scheme	Objective of the Scheme	Date when proposed/ approved	Duration of the Scheme	Implementing Agency	Target	Current status of Achievement	Allocation of funds	Utilization of Funds	Appraisal/ Assessment of Beneficiaries
		actively participate in the process of nation building. Thus the Scheme aims to bridge the digital divide, specifically targeting the rural population including the marginalised sections of society like Scheduled Castes (SC) / Scheduled Tribes (ST), Below Poverty Line (BPL), women, differently-abled persons and minorities.								

MINUTES OF THE NINETEENTH SITTING OF THE STANDING COMMITTEE ON INFORMATION TECHNOLOGY (2017-18) HELD ON 12th JUNE, 2018

The Committee sat on Tuesday, the 12th June, 2018 from 1000 hours to 1115 hours in Committee Room 'E', Parliament House Annexe, New Delhi.

PRESENT

Shri Anurag Singh Thakur – Chairperson

MEMBERS

Lok Sabha

2. Shri L. K. Advani
3. Shri Prasun Banerjee
4. Dr. Sunil Baliram Gaikwad
5. Shri Hemant Tukaram Godse
6. Dr. K. C. Patel
7. Shri Raosaheb Danve Patil
8. Shri Ramdas C. Tadas

Rajya Sabha

9. Shri K. G. Kenye

Secretariat

1. Smt. Abha Singh Yaduvanshi - Joint Secretary
2. Smt. Geeta Parmar - Deputy Secretary

List of Witnesses

Ministry of Electronics and Information Technology (MeitY)

Sl. No.	Name	Designation
1.	Shri Ajay Prakash Sawhney	Secretary
2.	Shri Pankaj Kumar	Additional Secretary
3.	Dr. Jaideep Kumar Mishra	Joint Secretary
4.	Dr. B. K. Murthy	Scientist 'G'
5.	Shri Anil Kumar Pipal	Scientist 'F'
6.	Shri Sanjay Kumar Vyas	Scientist 'D'
7.	Dr. Dinesh Tyagi	CEO, CSC
8.	Shri Rishikesh Patankar	Head (Education)

2. At the outset, the Chairperson welcomed the Members and the representatives of Ministry of Electronics and Information Technology (MeitY) to the sitting of the Committee convened to have a briefing on the subject 'Review of National Digital Literacy Mission (NDLM) – Problems and Challenges'.

3. Thereafter, the representatives of MeitY made a power-point presentation on the subject giving an overview of NDLM/DISHA and PMGDISHA schemes highlighting the training process, the learning outcomes and the certification process in PMGDISHA scheme. The presentation also covered progress in PMGDISHA scheme, achievement *vis-à-vis* targets in different states across India, CSR initiatives, involvement of public functionaries, impact stories and social media coverage of PMGDISHA scheme etc.

4. The Members, then, sought clarifications on pertinent issues which included *inter-alia* need to engage/involve peoples' representatives in implementation of digital literacy programmes, problems/challenges and local issues in digital literacy programmes, need for review, independent audit and impact assessment of digital literacy programmes, need to shift focus from theory to hands-on experience, provision of digital literacy through popular media such as Youtube and WhatsApp, need for scrutiny of implementation partners and their centers, impact of lack of infrastructure facilities such

as power and internet connection etc., to which the representatives of MeitY responded. The Chairperson desired the representatives of MeitY to furnish the written replies to the queries raised by the Members which remained unanswered.

5. The Chairperson, then, thanked the representatives of Ministry of Electronics and Information Technology (MeitY) for deposing before the Committee.

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

The witnesses, then, withdrew

The Committee, then, adjourned.

MINUTES OF THE FOURTH SITTING OF THE STANDING COMMITTEE ON INFORMATION TECHNOLOGY (2018-19) HELD ON 16th NOVEMBER, 2018

The Committee sat on Friday, the 16th November, 2018 from 1000 hours to 1210 hours in Committee Room No. 'G-074', Ground Floor, Parliament Library Building, New Delhi.

PRESENT

Shri Anurag Singh Thakur – Chairperson

MEMBERS

Lok Sabha

2. Shri L.K. Advani
3. Shri Shyama Charan Gupta
4. Dr. Sunil Baliram Gaikwad
5. Shri Virender Kashyap
6. Shri Harinder Singh Khalsa

Rajya Sabha

7. Shri Suresh Gopi
8. Dr. K.V.P. Ramachandra Rao
9. Shri Binoy Viswam

Secretariat

1. Smt. Abha Singh Yaduvanshi - Joint Secretary
2. Shri Y.M. Kandpal - Director
3. Dr. Sagarika Dash - Additional Director
4. Shri Shangreiso Zimik - Under Secretary

List of Witnesses

Ministry of Electronics and Information Technology (MeitY)

Sl. No.	Name	Designation
9.	Shri Ajay Prakash Sawhney	Secretary
10.	Shri Gopalakrishnan S	Joint Secretary
11.	Dr. Jaideep Kumar Mishra	Joint Secretary
12.	Shri Sanjay Bahl	DG, CERT-In
13.	Ms. Kavita Bhatia	Director
14.	Shri Rahul Gosain	Director
15.	Dr. Dinesh Tyagi	CEO, CSC
16.	Shri Subodh Mishra	Assistant VP, CSC

2. At the outset, the Chairperson welcomed the Members and the representatives of Ministry of Electronics and Information Technology (MeitY) to the sitting of the Committee convened to take evidence on the subject 'Review of National Digital Literacy Mission (NDLM) – Problems and Challenges' followed by briefing on the subject 'Digital payment and online security measures for data protection'.

3. The representatives of Ministry of Electronics and Information Technology made a power-point presentation on the subject 'Review of National Digital Literacy Mission (NDLM) – Problems and Challenges' which covered the impact assessment of NDLM/DISHA program by IIT-Delhi and Council for Social Development (CSD), overview of PMGDISHA scheme, training process, learning outcomes of the course, overall status in PMGDISHA *i.e.* number of participants registered, trained and certified till date etc. The presentation also covered Socio-economic impact of digital literacy, CSR initiatives/activities undertaken in digital literacy domain, impact stories from rural India and Media coverage of digital literacy programs.

4. The Members, then, sought clarifications on pertinent issues which included *inter-alia* steps taken to encourage digital literacy, plans to link basic literacy with digital literacy, steps to increase coverage of SC/STs, reasons for gap in the number of registered, trained and certified beneficiaries in digital literacy schemes, checks and balances in quality of training and certification, steps to ensure continued usage of digital tools by the beneficiaries, lack of availability of hardware devices, software and internet connectivity etc. Other issues like reasons for numerous parallel schemes such as NDLM, DISHA and PMGDISHA, steps to make training content/material more accessible through the use of Youtube and Whatsapp and cyber security component in digital literacy etc. were also discussed.

5. *****

6. ***** With regard to certain points, to which the representatives could not provide the requisite information, the Chairperson directed them to submit written replies.

7. The Chairperson, then, thanked the representatives of Ministry of Electronics and Information Technology (MeitY) for deposing before the Committee.

The witnesses then withdrew

Verbatim proceedings of the sitting have been kept on record.

The Committee, then, adjourned.

***** Matter not related to the Report

**MINUTES OF THE SIXTH SITTING OF THE STANDING COMMITTEE ON
INFORMATION TECHNOLOGY (2018-19) HELD ON 4th JANUARY, 2019**

The Committee sat on Friday, the 4th January, 2019 from 1645 hours to 1700 hours in Committee Room No. '2', Extension to Parliament House Annexe, New Delhi.

PRESENT

Shri Anurag Singh Thakur – Chairperson

MEMBERS

Lok Sabha

2. Shri Prasun Banerjee
3. Dr. Sunil Baliram Gaikwad
4. Smt. Hema Malini
5. Shri Virender Kashyap
6. Dr. (Smt.) Bhartiben Dhirubhai Shyal
7. Dr. K. C. Patel
8. Shri Ramdas C. Tadas
9. Shri Nagendra Pratap Singh Patel
10. Shri P. Karunakaran

Rajya Sabha

11. Shri Suresh Gopi
12. Shri Santiuse Kujur
13. Shri Binoy Viswam

SECRETARIAT

- | | | | |
|----|-----------------------|---|---------------------|
| 1. | Shri Y.M. Kandpal | - | Director |
| 2. | Dr. Sagarika Dash | - | Additional Director |
| 3. | Smt. Geeta Parmar | - | Additional Director |
| 4. | Shri Shangreiso Zimik | - | Deputy Secretary |

2. At the outset, the Chairperson welcomed the Members to the Sitting of the Committee convened to consider and adopt the following two Draft Reports:-

I. Draft Report on the subject 'Review of National Digital Literacy Mission(NDLM)- Problems and Challenges' relating to the Ministry of Electronics and Information Technology;

II. *****

3. The Committee, thereafter, took up for consideration the above said Reports and after due deliberation adopted the same with minor modifications.

4. The Committee, then, authorised the Chairperson to finalise and present the Draft Reports to the House during the current session of Parliament.

The Committee, then, adjourned.

***Matters not related to the report.