

**PARLIAMENTARY STANDING COMMITTEE ON EDUCATION,
WOMEN, CHILDREN, YOUTH AND SPORTS**

**Demand for Grants 2023-24 of the Department of School Education and
Literacy**

THREE HUNDRED AND FORTY NINTH REPORT

Education forms the foundation of any society and is a major factor in the economic, social, and political growth and development of a country. It plays a pivotal role in not only shaping young minds but is also central to nation-building. In the backdrop of this, the Committee considered the Demand for Grants 2023-24 of The Department of School Education and Literacy which is responsible for developing policies and programs concerning school education, adult education, and digital education.

The major centrally sponsored schemes of the Department include Samagra Shiksha, Pradhan Mantri Poshan Shakti Nirman (PM-POSHAN), New India Literacy Programme (NILP), PM SHRI, and Strengthening Teaching-Learning and Results for States (STARS).

The Institutions under the Department that are involved in policy formulation and implementation of various schemes include:

- National Council of Educational Research and Training (NCERT)
- National Council for Teacher Education (NCTE)
- Central Board of Secondary Education (CBSE)
- National Institute of Open Schooling (NIOS)
- Kendriya Vidyalaya Sangathan (KVS)
- Navodaya Vidyalaya Samiti (NVS)

The Department **received 60.94 percent of the total budgetary allocations for the Ministry of Education, which is Rs. 68,80,485 crores.** This Budget includes allocations for the various schemes and institutions.

The **largest allocation of Rs 37,453.47 crores was allocated for the Samagra Shiksha scheme.** Other significant allocations include Rs. 11,600 crores for the PM-POSHAN scheme, Rs. 8,363.98 crores for the Kendriya Vidyalaya Sangathan, and Rs. 5,480.50 crores for the Navodaya Vidyalaya Samiti.

The Report contains the allocations extended towards the Centrally Sponsored Schemes and the Institutions of the Department. A budgetary outlay of Rs. 54,010.47 crores to centrally sponsored schemes and Rs. 14,391.36 crores to autonomous bodies was made, therefore, **an increase of 16.5% in BE 2023-24 as compared to RE 2022-23 was noted.**

CENTRALLY SPONSORED SCHEMES

SAMAGRA SHIKSHA ABHIYAN

Samagra Shiksha Abhiyan was launched in accordance with the Sustainable Development Goal for Education (SDG-4) and the National Education Policy (NEP) 2020. The initiative seeks to ensure inclusive and equitable, high-quality and comprehensive schooling and supports the implementation of the NEP 2020's recommendations. Its **primary objectives include assisting states with the implementation of the Right of Children to Free and Compulsory Education (RTE) Act, 2009, focusing on Early Childhood Care and Education (ECCE), highlighting Foundational Literacy and Numeracy, and promoting vocational education.**

The Department **received an outlay of Rs. 37383.36 crores in Budget Estimate 2022-23**, which was **reduced to Rs. 32151.66 crores in Revised Estimate 2022-23** due to the slow pace of expenditure and delayed release of funds caused by the new procedure for release of funds that took effect on 1 July 2021. However, the allocation for **BE 2023-24 has been increased to Rs. 37453.47 crores**, which is approximately **16% more** than the allocation for RE 2022-23. sluggish utilisation of released funds by implementing agencies, i.e., state administrations, and sluggish submission of Utilization Certificates have plagued the programme. Nonetheless, the Department has made the Single Nodal Account (SNA) operational in nearly all states and union territories, which is anticipated to enhance fund utilisation beginning this fiscal year.

THE PRADHAN MANTRI POSHAN SHAKTI NIRMAN (PM POSHAN) SCHEME

It is a centrally-sponsored initiative in India that seeks to **enhance the nutritional status of children in classes I through VIII in government and government-aided schools**, as well as in Bal Vatika (just before class I) in government primary schools. The programme also seeks to encourage impoverished children from disadvantaged groups to attend school on a more consistent basis and to help them focus on classroom activities. In addition, the programme provides nutritional support to children in drought/disaster-affected areas during the summer and

during disasters. In the last five years, PM POSHAN has witnessed a number of significant achievements and improvements, including an annual increase in cooking cost linked to the inflation index, the supply of fortified rice at the NFSA rate, the delegation of the power to implement the scheme to the district level committee, and the flexibility for states to use 5% of their Annual Work Plan & Budget for new interventions, among others.

In B.E. 2022-23, the scheme's expenditures were Rs. 10233.75 crores; in R.E. 2022-23, they increased to Rs. 12800 billion and in BE of 2023-24 it was 11600 crores. However, as of **31 January 2023, only 54% of the budgeted amount had been utilised by the Department.** In accordance with the provisions of the National Food Security Act (NFSA) of 2013, the programme provides one heated prepared meal to eligible children on all school days on which classes are in session. The Department was urged to **encourage impoverished states and territories to submit proposals in a timely manner in order to obtain the benefits of the programme.**

An evaluation in coordination with an independent agency especially in view of inclusion of millets (SHRI ANNA) under the scheme must be conducted, so that, PM POSHAN Scheme could be consistently implemented in a better way and report of the survey becomes contextual, relevant and helpful in encouraging more students from disadvantaged backgrounds both, socially and economically to avail the benefit under the PM-POSHAN Scheme and the best practices adopted by the States of Karnataka, Madhya Pradesh and Gujarat regarding the inclusion of millets (SHRI ANNA) in the PM POSHAN scheme must be incorporated

NEW INDIA LITERACY PROGRAMME (NILP)

The New India Literacy Programme (NILP) is a new centrally sponsored programme on education for all that has been authorized by the Government of India with a financial outlay of **Rs.1037.90 crore for implementation during the fiscal years 2022-23 to 2026-27.** Volunteerism will be used to implement the program, **which is aimed at all illiterates older than 15 years old.** Learners will be encouraged to access local language content online via the DIKSHA platform of the NCERT. Government/Aided schools registered under UDISE and adm-inistered by State/UT Governments are the units of scheme implementation.

Since NILP implementation only began in the current fiscal year (i.e. 2022-23), information regarding the number of adults who have benefited from this programme since its inception is unavailable. However, under the Saakshar Bharat Scheme, which was implemented from 2009 to 2018 in 404 districts in 26 States and 1 UT with the primary objective of imparting functional literacy to 7.00 crore adult non-literates (including 6.00 crore women), a total of 10.08 crore

adults (Male: 2.98 crore and Female: 7.10 crore) learners appeared in 16 Basic Literacy Assessment Tests from August 2010 to March 2018, of which 7.64 crore Adult Learners (Male: 2.98 crore and Female

In addition, **Padhna Likhna Abhiyan (PLA)**, another Centrally Sponsored Scheme of Adult Education, was implemented in rural and urban areas of 33 States and UTs during the financial year 2020-21 with the goal of educating 48.16 lakh adult non-literates. Due to the COVID-19 pandemic, the Department of Expenditure, Ministry of Finance extended the PLA programme until March 31, 2022. Recent announcements by the National Institute of Open Schooling (NIOS) indicate that a total of 19,53 lakh learners appeared in assessment examinations in 12 States/UTs until March 2022, of which 16,91 lakh learners were certified as literate.

Under the scheme, the **Department was allocated Rs. 127 crores in BE 2022-23**. At the RE 2022-23 stage, however, it was reduced to Rs. 100 billion. As of 31 January 2023, the Department had only been able to utilise Rs. 38.37 crores. **In BE 2023-24, the allocation has been increased to Rs. 157 crores, which is 57% more than the RE 2022-23 allocation.** However, this is nearly four times the scheme's actual utilisation as of January 31, 2023. The Department's increased allocation of Rs. 157 crores, which is 57% more than the RE 2022-23 stage allocation.

STRENGTHENING TEACHING-LEARNING AND RESULTS FOR STATES (STARS)

The Strengthening Teaching-Learning and Results for States (STARS) scheme was approved by the Cabinet in October 2020 and will be implemented as a Centrally Sponsored Scheme. After the financing agreement was signed, the STARS programme continued for a period of five years. i.e. up to FY: 2024-25. The STARS programme is being implemented in six identified states: Himachal Pradesh, Maharashtra, Odisha, Rajasthan, Madhya Pradesh and Kerala. The STARS programme is derived from Samagra Shiksha, with an emphasis on those aspects of the programme that will contribute most directly to school education improvement. In addition, **the Program for Results (PforR)**, a results-based financing instrument administered by the World Bank, is the primary form of World Bank assistance. The World Bank's PforR lending instrument releases funds based on the accomplishment of outcomes. States are free to employ development strategies and reforms that they deem beneficial.

Using a set of measurable **Disbursement Linked Indicators (DLIs)**, the PforR component will facilitate significant reforms at the state level.

There are six DLIs, which are as follows:

- DLI 1: Increase in the number of pupils in project states attaining minimum proficiency in the grade 3 language.
- DLI 2: Improvement in Secondary School Completion Rate;
- DLI 3: Improvement in Governance Index Scores in Project States
- DLI 4: Strengthened assessment systems
- DLI 5: Partnerships developed to facilitate cross-learn between statuses
- DLI 6: State level improvements in service delivery.

The scheme's budget for B.E. 2022-23 is Rs. 550 crores. At the R.E. 2022-23 stage, this figure was reduced to Rs. 400 crores. As of January 31 2023, the department had only been able to utilize Rs. 1,504.02 crores. In BE 2023-24, the allocation has been increased to Rs. 800 crores from Rs. 400 crores in RE 2022-23. It was reported that the rate of expenditure was slow during 2020-21 and 2021-22 as a result of the Covid-19 pandemic and the revised procedure for releasing funds to the states under the Centrally Sponsored Scheme, as per the Ministry of Finance. In addition, the States have increased their expenditures and are working to accelerate the project's implementation. MoE has engaged **Project Management Unit (PMU) to facilitate the implementation of STARS at the national level.** Diverse seminars would be held with PMU and other stakeholders in the Education Sector, for example. NCERT and NIEPA will assist the States in developing interventions that are in line with NEP-2020.

The State/UT-specific progress made under STARS initiatives should be continuously evaluated by establishing a coordination mechanism with all stakeholders in order to achieve improved results.

PM SHRI

PM SHRI seeks to upgrade **14,500 schools at a cost of Rs. 27,360 crores over five years.** In accordance with the vision of NEP 2020, the scheme will **provide leadership in their respective regions in providing high-quality education in an equitable, inclusive, and joyful school environment** that takes into account the diverse backgrounds, multilingual needs, and academic abilities of children and makes them active participants in their learning process. The allocation is greater than ten times the amount allocated in RE 2022-23.

Under the PM SHRI program, more than 4,500 PM SHRI institutions will be established by bolstering existing institutions administered by the Central Government, State Government, UT Government, and local bodies. The initiative will continue from 2022-23 to 2026-27, and it is anticipated that over 20 lakh students will directly benefit from it. The Department informed the

Committee that 30 States/UTs, including KVS/NVS, have signed the MoU to date; however, eight States/UTs (Bihar, Delhi, Himachal Pradesh, Jharkhand, Kerala, Odisha, Tamil Nadu, and West Bengal) have not signed the MoU with DoSE&L. The Department should take measures to convince these states and territories to sign MOUs under the PM SHRI programme.

The Ministry of Education will select the PM SHRI (Phase-I) schools based on the recommendations of the State/UT/KVS/NVS, and the State/UT/KVS/NVS will prepare annual plans in accordance with the scheme's guidelines during the meeting of the Project Approval Board. The PM SHRI institutions will be the torchbearers of NEP 2020 and New India and will be able to meet the needs of a youthful India's aspirations.

Eight States/UTs have yet to sign the MoU with DoSE&L: Bihar, Delhi, Himachal Pradesh, Jharkhand, Kerala, Odisha, Tamil Nadu, and West Bengal. Therefore, the Department should make every effort to get these States/UTs to sign MoUs under the PM SHRI Scheme.

CENTRAL SECTOR SCHEMES

NATIONAL MEANS CUM MERIT AWARD PROGRAM

The National Means-based Cumulative Merit Scholarship **Scheme offers an annual scholarship of Rs. 12,000 per student to selected students of class IX**, with continuation/renewal in classes X to XII for study in State Government, Government-aided, and Local body institutions. The scholarship amount was increased from Rs. 6,000 to Rs. 12,000 per year as of April 2017. In addition, no funds were designated for Madhyamik and Uchchatar Shiksha Kosh (MUSK) in fiscal years 2021-22 and 2022-23, as the programme had not yet been made operational.

There was a **20% increase in funding for the National Means cum Merit Scholarship Scheme** in BE 2023-24 compared to RE 2022-23. However, it was recommended to **improve monitoring and utilisation of the allocated funds during 2023-24, as well as an analysis of the components of the scheme where funds have been underutilised in order to take appropriate action.**

NATIONAL EDUCATION POLICY (NEP), 2020

The National Education Policy (NEP) 2020 is a policy document that outlines the framework for education development in India. The policy is founded on the five guiding principles of **Accessibility, Equity, Quality, Affordability, and Accountability**, with a focus on the acquisition of 21st-century skills. The NEP views secondary and postsecondary education as a singular continuum and seeks to prepare the nation's children for the diverse national and international challenges of the present and future.

The NEP 2020 focuses on **ten implementation areas**:

- **Planning and preparing roadmaps:** NEP 2020 plans each component long-term to guarantee successful execution. school development, pedagogical, and implementation plans for universal foundational reading and numeracy..
- **Access and Retention:** Each State/UT will take initiatives to reach a 100% Gross Enrollment Ratio in school education by 2030.
- **Frameworks and guidelines:** A new and comprehensive National Curricular Framework (NCF) for school, ECCE, teacher, and adult education is being developed.
- **Improvement in quality of Teachers:** A technology-based comprehensive teacher-requirement planning forecasting exercise and Teacher Eligibility Tests (TETs) will be strengthened to inculcate better content and pedagogy.
- **Development of resources:** High-quality and diverse student and teacher resources/learning materials, including e-learning resources.
- **Capacity building:** Teachers will have ongoing opportunities to develop and learn new techniques.
- **Standard:** Experiential, comprehensive, integrative, learner-centered, discussion-based, adaptable, and fun pedagogy will be developed.
- **Assessment and evaluation:** Assessment will be regular and formative, competency-based, that promotes learning and development, and tests higher-order skills like analysis, critical thinking, and conceptual clarity.
- **Cross-cutting themes and non-negotiables:** NEP emphasizes no rigid distinction between arts and science, flexibility, and concentration on socio-economically disadvantaged groups.

The implementation of the NEP 2020 necessitates the synchronised and systematic execution of multiple initiatives and actions by multiple entities. State Governments, education-related Ministries, regulatory and implementing bodies of school and higher education, including University Grants Commission, All India Council for Technical Education, National Council for Teacher Education, National Council for Educational Research and Training, Central Board of Secondary Education, Universities/Colleges/Schools, etc.

Each instructor is required to participate in **Continuous Professional Development (CPD)** for a minimum of 50 hours per year in order to acclimatise to the NEP. The federal government has launched a programme dubbed NISHTHA to train instructors to adapt to the National Education Program.

Various stakeholders including various Ministries/Departments of Union Government, autonomous organizations and State Governments are involved, as education finds mention in concurrent list of Indian Constitution. Thus, the **Ministry of Education, particularly, the Department of School Education & Literacy should take up the matter of implementation of NEP 2020 with various stakeholders, particularly all State Governments. Also the impediments need to be identified and periodically reviewed. Further, the Department should coordinate with the stakeholders so that effective and expeditious implementation of NEP 2020 is made possible.**

ORGANIZATIONS/ BODIES UNDER THE DEPARTMENT OF SCHOOL EDUCATION & LITERACY (MINISTRY OF EDUCATION)

NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND TRAINING (NCERT)

The National Council of Educational Research and Training (NCERT) is an autonomous organisation under the Indian government that provides **academic and technical support for school education** enhancement. NCERT has one National Institution, the National Institute of Education (NIE) in New Delhi, and five Regional Institutions, the Regional Institutes of Education (RIEs), dispersed throughout the country. In addition, it has an institute devoted to vocational studies as well as an institute devoted to education and technology.

NCERT was allocated Rs 510 crores for the fiscal year 2022-23, but this was reduced to Rs 405 crores during the Revised Estimates. As of January 31, 2023, only Rs. 281,71 crores have been utilised by NCERT. In the fiscal year 2023-24, NCERT has been allotted Rs 518.50 crores, **which is approximately 25% more than its allocations in the Revised Estimate 2022-23 stage and 80% more than its actual utilisation as of January 31, 2023.**

The government provided ample funding to NCERT and was suggested to **reevaluate the utilisation pattern in order to make effective use of the increased funds allocated for Budget Estimate 2023-24.**

CENTRAL BOARD OF SECONDARY EDUCATION (CBSE)

The Central Board of Secondary Education (CBSE) is **in charge of affiliated institutions and prescribing courses of study for examinations administered by the Board**. As of December 2022, there are 28,402 institutions in India and abroad affiliated with the CBSE. The CBSE curriculum is based on the National Curriculum Framework, which has been endorsed by the Ministry of Education of the Government of India. The **Committee of Courses is charged with formulating and reviewing the curriculum in light of the National Education Policy** and the National Curriculum Framework. It consists of at least three and no more than five members, with the Chairperson's sanction to co-opt two additional members.

The Committee on Reforms in Content and Design of School TextBooks had recommended that the contributions of unheralded freedom fighters from all regions of the nation, including the North Eastern region, be emphasised equally in the textbooks. The CBSE conducts an annual review of the curriculum but the names of unsung champions of liberation movements from different regions of the country are not adequately mentioned in the classes IX-X to XII curriculum. Therefore, it was recommended beginning with the next academic year, the **curriculum of classes IX through XII should include an adequate mention of the unsung champions of liberation struggles from every region and community**.

KENDRIYA VIDYALAYA SANGATHAN (KVS)

Kendriya Vidyalaya Sangathan (KVS) was registered as a Society in 1965 to serve the **educational requirements of transferable Central Government employees**, including Defense and Paramilitary personnel, by providing a common educational programme. KVS operates 1,252 schools in India and 3 institutions abroad, with a total enrollment of 14,28,616 students. KVS is charged with pursuing excellence and setting the tempo in the field of school education, initiating and promoting experimentation and innovation in education, and instilling in children a sense of national integration.

KVS was **allotted Rs. 8363.98** crores for the fiscal year **2023-24**, nearly 12% more than the previous fiscal year's allocation. The enhanced allocation and an approximate 83% utilisation of the funds was commendable.

A major concern of temporary premises of 258 KVS was noted. It was recommended that the Ministry pursue and persuade the relevant State government/agency to **provide land on a mission mode basis** for the remaining 258 KVS schools and the **enhanced budgetary outlay should be used to address the infrastructure requirements of KVS schools**.

NAVODAYA VIDYALAYA SAMITI (NVS)

The Navodaya Vidyalaya Samiti (NVS) is an autonomous organisation under the Ministry of Education, registered as a Society, it **establishes and operates Jawahar Navodaya Vidyalayas (JNVs)** throughout India, providing talented students primarily from rural areas with a high-quality modern education.

The mission of the NVS is to **foster and promote the aptitude and creativity of students**, to develop their integrated personality in a residential coeducational setting through value orientation, and to make JNV an outstanding school that sets the tempo in each district.

The Society was **allocated Rs. 4115 crores for Budget Estimate 2022-23**. However, as of January 2023 approximately 70% of the total budgetary allocation, had been utilised. Under BE 2023-24, an increased allocation of approximately 12% more than the allocations under RE 2022-23 was made. The utilisation of 70% of the allocated funds and the ensuing increase in NVS allocations for BE 2023-2024 was commendable.

STAFF STRENGTH and VACANCIES in NCERT, CBSE, KVS AND NVS

The Department along with NCERT, CBSE, KVS and NVS should complete the process of filling up the vacancies of teaching and non-teaching staffs both with permanent posts in a time-bound manner and latest by the end of 2023, so that, NEP 2020 is implemented in letter and spirit.