

**PART III**

**RATIONALISATION  
OF THE  
FUNCTIONS, ACTIVITIES AND  
STRUCTURE OF THE  
MINISTRY OF  
HUMAN RESOURCE DEVELOPMENT**

**Rationalisation of the functions, Activities and  
Structure of the  
Ministry of Human Resource Development**

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***Rationalisation of the functions, activities and  
Structures of the  
Ministry of Human Resource Development***

***Executive Summary***

***a. Department of Elementary Education & Literacy***

1. Enunciation of clear guidelines for sharing of responsibilities as between the Central and State Governments would help to secure greater harmonisation of the efforts in this crucial sector. Central intervention should be limited to certain important, crucial areas. In the school education programmes Central support should be limited to creation/strengthening of infrastructure facilities, with the States taking care of the recurring expenditure stream.
2. Considering that the problem is more in regard to retention rate in schools and levels of learning rather than enrolment, the coeducational non-formal education centres need to be phased out except in those areas where the problem of non-enrolment still persists. The resources so saved should be used for strengthening the schools system. In the NFE programme, greater emphasis could be given to implementation through voluntary agencies.
3. The national programme for nutritional support to primary education is an excellent programme, which needs to cover the whole country. The benefits of this programme in regard to improved health of the children and their mental development would be more if cooked or ready-to-eat food is given to the children. Central responsibility under this programme should be limited to the cost of foodgrains with the state governments taking the responsibility for the delivery, including processing/cooking of foodgrains. Those States, which do not now arrange to supply cooked or ready-to-eat food, should be encouraged to switch over to this system through a graded system of incentives.
4. Although there has been a very welcome improvement in the literacy rate during past decade, 37% of the population in the age group below 35 years is still illiterate. Therefore the literacy programme will have to be continued with vigour for many years to come. It is recommended that the content of literacy

programme would need continuous strengthening. The post literacy programme needs even more strengthening in the view of the less than sharp focus and less than total coverage nationally at present.

5. The integration of implementation at the village/habitation level of the various types of village level centres like Continuing Education Centres, Jan Shiksha Sansthan, Non Formal Education Centres and Mahila Samakhyas Centres would help to optimise the use of funds allocated for such purposes. This applies also to the village level centres being presently run under some of the programmes of Department of Women & Child Development and of Department of Family Welfare. It is suggested that Continuing Education Centres could be accepted as the delivery point for all these programmes.

6. National Institute of Adult Education has very meagre faculty and academic resources. Functionally too the Directorate of Adult Education is well provided and is adequate to support the programme of literacy. The National Institute of Adult Education should therefore be wound up.

***b. Department of Secondary Education & Higher Education***

1. Although within the education sector overriding priority needs to be continued for elementary education higher education and technical education are also important. This is because educated and skilled manpower for national system becomes available from the products of higher education and technical education. Therefore for efficiency and productivity in the national system, the higher and technical education sectors need to be strengthened in the coming years. These sectors will also need to be continuously expanded because participation rate in India in higher education is only about 5% compared to about 25% in developed countries.

2. While considering continuation of existing schemes and programmes, it should be kept in mind that small schemes with outlay of a few crores of rupees per year do not serve much purpose, as under these schemes assistance cannot be made available to many States/Institutions. Under such schemes approvals also become highly subjective. Therefore only such schemes which can have an

outlay large enough to be able to assist institutions in most parts of the country should be continued.

3. Instead of central schemes seeking to extend assistance for too many activities, however meritorious these may be, an understanding and convention needs to be developed so that central assistance is limited to either one time assistance for setting up or upgrading existing facilities or for infrastructure improvement with state governments or private institutions, taking responsibility for the recurring expenditure after the initial phase is over.

4. The objective of education department having in-house academic expertise is highly desirable but the present arrangement of seeking to ensure this by having an advisory cadre does not serve the objective because even good officials lose touch with academic world after a few years in the Ministry. This objective will be much better served by creating about half a dozen positions at the level of professors and taking such persons on deputation on tenure basis so that they provide academic expertise to the Department while they are in the Department and they go back to their parent institution after the tenure before they become out of date. With such an arrangement in place, the advisory cadre could be phased out by stopping future recruitment and extending a voluntary retirement scheme option to existing incumbents.

5. The proportion of non-academic staff in academic institutions is too high by any standards. It is not only pre empts scarce resources but also often becomes hindrance in smooth functioning of the organisation. It is recommended that education department should divide existing academic institutions in categories depending on the support services such institutions provide and fix ratio of non-academic staff to academic staff in the range of 1:1.5 to 1:2. Such ratio should be attained within next few years by asking concerned academic institutions to abolish 75% of non-academic positions falling vacant in a year till the desired ratio is achieved. The remaining 25% positions could be allowed to be filled up at the discretion of head of the institution so that vacancy in essential positions does not disrupt work. Maintenance grant to such institutions should be reduced to the extent of positions abolished as above, after

allowing these institutions to retain a part of the savings for being used for important programmes.

6. The issues relating to principles governing determination of grant-in-aid, raising fees in academic institution to meaningful level and instituting a meaningful scheme of freeships and scholarships have to be decided and implemented in an overall and holistic manner because one impacts on the other. The principles governing determination of grant-in-aid need urgent revision, the fees in academic institutions need to be revised to meaningful levels and at the same time a sizeable number of freeships and scholarships need to be instituted for encouraging meritorious students and for enabling students from poor families to continue to avail of higher education.

7. The scheme of science education should be modified to allow only one time assistance to a secondary or higher secondary education schools with recurring assistance being left to be provided by the concerned state government. The schemes of environment education and yoga education are too small to be meaningful and these should be terminated.

8. Given the developments and the good work done for development and propagation of Hindi during the preceding five decades the Central Hindi Directorate, Kendriya Hindi Sansthan and Commission for Scientific and Technical Terminology need to be merged as one body.

9. The scheme for financial assistance for appointment and training of Hindi teachers in non-Hindi speaking states and scheme for modern Indian language teachers do not *prima facie* seem to be needed now with good arrangements for teaching languages having been made in schools in most states. The Department should evaluate continued usefulness of these schemes and consider whether these need to be continued.

10. The Central Institute of English and Foreign Languages, Hyderabad need not any longer be maintained and funded fully by the government of India. It is recommended that the budget support for this institution be gradually reduced, with the state government or a suitable private organisation taken an increasing role in the management and financing of this institution.

11. The Veda Vidya Pratishthan, Ujjain has not been able to develop even after 14 years and its work remains substantially undeveloped. Keeping in view the large number of Sanskrit Departments in the Universities and very good standard of many institutions are promoting learning of Sanskrit in the country, this institution could be wound up.

12. The scheme for scholarships to students studying Sanskrit in High/Higher Secondary Schools and scheme for grant to state government for promotion of Sanskrit are too small to have any impact at the national level. The quantum of scholarships is also grossly insufficient. These schemes do not seem to be performing any meaningful function. The Department should evaluate the usefulness of these schemes and whether these need to be continued.

13. The National Scholarship Scheme, scholarship to students from non-Hindi speaking states for post matric states in Hindi and scholarship at secondary stage for talented children from rural areas do not appear meaningful in the present context. Under the first two schemes, the amount of scholarship is grossly inadequate and disbursements are grossly delayed and the third scheme has become redundant after the setting up of Navodaya Vidyalayas. These schemes could be terminated.

14. In NCERT, development and preparation of textbooks is a necessary activity but publication of textbooks does not need to be taken up by the NCERT. It puts a large burden of non-academic work on NCERT and distracts NCERT from academic functioning. NCERT should therefore get its books printed and published by outsourcing such work on the basis of royalty or fee for publication of a specified number of textbooks.

15. The proportion of non-academic staff in NCERT should be brought within the limits recommended in this report for other academic institutions.

16. The regional offices of NCERT are no longer required. These should be abolished.

17. The Indian Council of Social Science Research, Indian Council of Philosophical Research and Indian Council of Historical Research has very limited mandate and to that extent less than effective. In any case, it is best for

the government not to get involved in matters relating to history and philosophy. It is recommended that either government should totally distance itself from the Council for historical research and Council for Philosophical Research by making these Councils totally autonomous or the government could consider integrating all the three Councils so that a viable and powerful Council for supporting research and studies in the overall field of social science comes into being.

18. The UGC Secretariat, by its very nature of recruitment policy has inadequate academic expertise. It is recommended that UGC should fill up about a dozen senior level positions by inducting academics on deputation or tenure basis so that they could provide necessary academic expertise to UGC while they are with UGC and they go back to parent universities before they become out of date.

19. The responsibility for determining and disbursing maintenance grants to Delhi colleges was entrusted to UGC for historical reasons. It distracts UGC from acquiring a national perspective. It is recommended that this function should be transferred to a body to be designated by the state government of Delhi, as is the practice in all other states.

20. UGC has a huge number of programmes with very small outlays. Such programmes do not have impact nationally and sanctions tend to be subjective. It is suggested that UGC should reorganize its programme so that there are only 8 or 10 programmes each with an outlay of about Rs.50 crore or more. This will enable assistance to be extended to most of the universities, which are eligible for assistance and in an objective manner. It is also recommended that funding for research programmes should be shifted from fellowships and block assistance to university Departments to assistance for research projects, which will allow better outcomes. The proportion of plan funds of UGC made available for assistance to research projects would need to be increased. This will help universities to regain primacy in research.

21. When the work of UGC is reorganized as above, its staff strength could be reduced by about 30%.

22. The accreditation system in India has not developed. Both the UGC and the university system have remained unenthusiastic about it. Accreditation is a valuable guidance to parents, teachers, students and funding agencies about quality of education in the institution. It is recommended that this should be made applicable to all the universities and colleges with a sense of urgency. It is also recommended that UGC assistance should be linked to grading during accreditation so as to promote excellence in the system.

**c. Department of Women & Child Development**

1. The Scheme of Short Stay Homes and the Scheme of Working Women Hostels have overlapping objectives and could be integrated and implemented as one scheme.
2. The Kishori Shakti Yojana, Swa Shakti Project and the Indira Mahila Yojana could be merged into Integrated Women Empowerment Programme. The continuing education centres of literacy programme could be the point of delivery at village level for the village level programmes of Department of Elementary Education, Department of Secondary Education and higher education, Department of Women & Child Development and Department of Family Welfare.
3. The Central Social Welfare Board was set up in 1953 when the Ministry did not have an extensive range of programme as at present. It does not make for effectiveness and efficiency that both the Ministry and CSWD implement a range of overlapping programmes. It is recommended that the CSWD should focus more on opinion building and social mobilization for women's empowerment. Accordingly, there does not any seem justification for CSWD to maintain its regional offices. These could be wound up and the staff strength in the head office reduced to about 50 to 75.
4. In the Department, 1 post of Joint Secretary, 2 posts of Deputy Secretaries and 4 sections could be declared surplus.

***Rationalisation of the functions, activities and  
Structures of the  
Ministry of Human Resource Development***

***1. Department of Elementary Education and Literacy***

1.1 The Constitutional mandate in the field of elementary education flows from Article 45 containing the Directive Principle that the State shall arrange free and compulsory education to all children up to the age of 14 years. In the earlier years, this was interpreted to mean that the primary responsibility for providing elementary education vested with the State Governments. As a consequence, Central funding and programmes for elementary education remained minimal till the 70s. This situation changed in 70s as a result of Constitutional Amendment by which education was brought under the Concurrent List and it now figures at item 25 in the Concurrent List. The Constitutional Amendment was followed by the enunciation of the National Policy on Education in 1986, which triggered a series of sizeable interventions by Government of India in the school sector, specifically for elementary education sector like Operation Black Board, the Scheme of Teacher Education and Non Formal Education.

1.2 The Department of Elementary Education looks after two extremely important sectors, one, which would lead to universal elementary education, and the other, which would lead to universal literacy. In regard to universal elementary education, of late, at least at the functional level, the emphasis has been on achieving universal primary education first. Universal primary education would necessarily imply, firstly universal enrolment of all children who attain the school going age, secondly, retention of these children in schools for five years so that they complete the primary stage and thirdly attainment of acceptable standard of learning by these children at the end of five years of schooling. An analysis of the present situation shows that the gross enrolment ratio in the country as a whole is already more than 100 per cent though there are smaller habitations and villages and of course individual families whose children still do not get enrolled. However, the situation in regard to retention in schools for five years and in regard to standard of learning is much poorer. The drop out rate is

still around 40 per cent and it is well known that standards of learning in Indian schools generally do not compare favourably with the standards prevailing in many other countries. In regard to literacy, notwithstanding the commendable efforts in the 80s and 90s in reducing illiteracy, the literacy rate is still only 63 per cent and this when the content of basic literacy is still quite modest. A literate and educated population even if it is only up to elementary stage is an asset and also an essential requirement not only for the national economy but for an orderly society as well. Therefore, there is a strong case for continuing and if possible, further strengthening Central intervention for supporting the efforts in elementary education and universal literacy.

1.3 While looking at individual programmes, however, one needs to adopt some rational guiding principle for sharing of responsibility between Central Government and State Governments. This issue is relevant because after rightly accepting the need of Central intervention in the school education and literacy sectors, there has been a tendency for the Centre to intervene in most areas in this sector. Such an approach sends a wrong message to the States, in that the States in turn, tend to 'abdicate' their responsibilities in this crucial task, and leave it to the Centre to formulate suitable programmes and fully fund them. There is evidence in terms of experience of the last two decades to support this apprehension. Therefore, a guiding principle for limiting Central intervention to some critically important areas would actually help in evolving a more viable and useful partnership between Central Government and the State Governments for the development of this sector. It is recommended that Central intervention in the school education sector should be limited to assistance for strengthening and creating infrastructure with the recurring needs becoming the responsibility of the concerned State Government. The argument that State Governments lack resources does not seem to be valid; it is more a question of priority attached to this sector by the concerned State Government. If a State Government is indifferent to the needs of elementary education or for that matter to any other sector, even 100 per cent Central funding will not achieve the desired objective

because such indifference would influence effectiveness and efficiency in implementation of the Central interventions.

1.4 Within the above mentioned perspective the following recommendations are made in regard to the programmes in the Department of Elementary Education & Literacy: -

#### ***A. Programmes***

1.5 The Plan outlay for the Department of Elementary Education and Literacy is Rs.3800 crore for the year 2001-02. When compared to Plan outlay of Rs. 1721 crore for the Department of Secondary and Higher Education, this reflects adequate priority for elementary education and literacy.

#### ***B. Sarva Shiksha Abhiyan***

1.6 The Department has decided to integrate programmes of Operation Black Board, District Primary Education Project, Non Formal Education and Teacher Education into a holistic Sarva Shiksha Abhiyan. It is understood that the Sarva Shiksha Abhiyan is in the preparatory stage and it will be taken up in the different parts of the country progressively. It has a very welcome feature of involving the community in monitoring and in accepting habitation as the unit for planning of educational facilities. In keeping with the general principle stated in the preceding paragraphs, it is suggested that funding of the recurring needs of the programme should be the responsibility of the State Governments concerned.

#### ***C. Non Formal Education***

1.7 The scheme of Non Formal Education (NFE) was started in 1979-80 for the then educationally backward States of Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, J&K, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal for providing elementary education to the children who missed attending elementary school. The scheme has two parts, one envisages coeducational NFE centres in which Central Government provides 60 per cent assistance and the other provides 90 per cent Central assistance for NFE

centres for girls. In addition there is 100 per cent Central assistance on a much lesser scale for NFE centres run by the NGOs. At present there are 2.92 lakh NFE centres of which about 58000 are run by NGOs. A sum of Rs.300 crore was provided for this scheme in the last year.

1.8 The scheme has been in operation for 22 years now. The nature of the scheme is such that it makes verification or supervision extremely difficult as there are no fixed timings for NFE centres; nor is there any fixed place. Generally such NFE centres are run in the evening when any outside inspecting person is unlikely to visit the village and undertake verification. In any case enrolment as such is no longer a major problem in most parts of the country. The problem areas that remain and that warrant maximum attention are the issues of drop outs and standards. As such there is a case for gradually bringing down the scale of NFE programme with the resources so saved being diverted for strengthening the school system, which will effectively address the twin problems of drop outs and standards. This is being suggested, as one of the main reasons for the sizeable drop out rate and inadequate standards of attainment is poor school facilities. In principle, the most justifiable part of NFE programme is the portion being run through NGOs. This part of the programme could therefore receive greater emphasis. In the first instance co-educational NFE centres could be phased out except in those areas where the problem of non-enrolment still prevails. The NFE centres for girls could be continued till participation rate of girls equals the participation rate of boys in elementary schools. The continuing education centres in the villages for post literacy programme should become the location for NFE centre also. This would improve effectiveness of NFE centre and would facilitate community supervision of its functioning.

#### ***D. National Programme for Nutritional Support to Primary Education***

1.9 It is generally accepted that nutritional status of about half the primary school going children is below the level required for healthy development of children of that age group. Poor nutritional status of a child depresses not only

educational achievement but also tends to perpetuate poor health. Therefore the programme for nutritional support to children attending primary schools is a highly commendable one. However, due to operational constraints the programme started in 1995 was for distribution of food grains to the parents of children attending primary schools. At present, the programme involves Central assistance to the extent of 100 gms. per school day, per student in States where cooked meal is provided and 3 kgs. of food grain per month, per child where food grains are distributed subject to a minimum 80 per cent of attendance. Most State Governments implementing this programme have pointed out that the mid-day meals programme has led to improvement in attendance. This will, however, be only a limited gain unless better attendance is converted into more effective learning as should be reflected in reduction in drop out rate and better levels of learning. The arrangements for distribution of food grains to parents do not automatically ensure that the intended benefit flows to the school going children. In such a system it is not certain what portion of the distributed food grain augments the diet of the child. Therefore, such a programme is likely to have minimal educational benefit. However, only seven States viz. Gujarat, Kerala, Orissa, Tamil Nadu, Madhya Pradesh, Pondicherry and Delhi seem to be providing cooked or ready to eat food. The programme should therefore aim at provision of cooked or ready-to-eat food to the children in all States. The central assistance under this scheme could be in the form of food grains with the cost of cooking and distribution being met by the concerned State Government. In order to expedite the change over in those States, where at present, the foodgrains are handed over to the parents, a system of graded incentives to concerned State governments could be introduced.

### ***E. Literacy***

1.10 The Literacy Programme has substantially improved after the programme was converted into a mass campaign format under the aegis of National Literacy Mission in the wake of the formulation of National Policy on Education in 1986. A psychological breakthrough in the programme was achieved when Kottayam city

followed by Ernakulam district in Kerala achieved total literacy around 1989. Literacy level now is estimated to be 63 per cent though literacy among women is still lower than among men. The encouraging feature is that the gap between rural literacy (56.7 per cent) and urban literacy (80.1 per cent) and similarly between literacy among males and females has narrowed down with female literacy now at 50.4 per cent. Out of 588 districts in the country, 559 have been covered by the National Literacy Mission. Total Literacy Campaigns are at present under implementation in 172 districts, continuing education programme in 95 districts and post literacy programmes in 290 districts.

1.11 The content of literacy programme is however quite weak and as the present programme approaches acceptable coverage, the issue of improving the content would merit greater attention. The pronounced weakness, however, is in regard to post literacy programme which has taken a long time in taking shape and whose coverage is still inadequate. The difficulty has been in clearly defining continuing education programme and the post literacy programme. It will improve things if this literacy programme is defined with greater clarity and conciseness. The organisation and functioning of Continuing Education Centres, Jan Shiksha Sansthan, Non Formal Education Centres and Mahila Samakhyas Centres at the village level have a great deal of similarity. The integrations of implementation of these programmes at the village/habitation level would secure more efficient use of resources and this synergy would also help improve the outcome.

## ***F. Institutions***

### ***a. National Institute of Adult Education and Directorate of Adult Education Staff strength***

1.12 The Directorate of Adult Education has been supporting the literacy programme for many decades. The National Institute of Adult Education was set up in late 80s after the National Policy on Education in 1986 was enunciated. Both these institutions have considerable overlap in functioning. The National Institute of Adult Education is also a 'weak' institution, with only 4 faculty level

posts and 8 support staff. It is obvious that it is hardly quipped to perform meaningfully academic or supervisory functions. Such programmes can be more effectively supported and planned through the Directorate of Adult Education. The National Institute of Adult Education can therefore be wound up.

***b. Bal Bhawan***

1.13 Bal Bhawan is an institution set up for development of all round personality of children through informal education and related activities. It is a laudable objective but normally managing such an institution should not be Central responsibility. Over a period of time this responsibility should be transferred either to the State Governments or to well established non-governmental organisations.

***G. Implications for staff strength***

1.14 The existing staff strength in the Department of Elementary Education is set out in a tabular form in Annex-I.

1.15 The Department of Elementary Education has only modest staff strength, with the Secretary being assisted by 2 Joint Secretaries, 2 Directors and 10 Deputy Secretaries. The changes suggested in regard to the various offices in this department are not such as to warrant any changes in the staff strength of the department itself.

## **2. Department of Secondary Education and Higher Education**

2.1 In the Constitution the responsibility for coordination and determining of standards in institutions, for higher education and technical education is vested in the Union Government. These items figure under entries 63, 64 and 65 in the Union List. Thus in the earlier years, when it was assumed that elementary education was primarily the responsibility of the State Governments, bulk of the funds available to the Union Education Ministry was allotted for supporting higher and technical education. The position has changed somewhat, with the amendment of the Constitution in the Seventies, bringing elementary education to the Concurrent List. Even so the Central Government's involvement in promoting higher education and technical education continues to be quite significant. This is necessary, given the need for adequate availability of trained, skilled and highly professional manpower for the management of the economy on the one hand, and for laying the foundation for a strong research base in the country on the other.

2.2 While there has been a large expansion in the institutions of higher education and technical education in the country during the preceding decades, the coverage in terms of enrolment as well as in terms of graduates passing out is still on the low side. In India, only about 5% of persons in the age group of 18-24 avail of higher or technical education whereas this number is 25% or more in developed countries. Most developed countries of the world are now moving towards achieving universal secondary education, having achieved universal elementary education many years back. This is a rational approach as a person would be around the age of 18 years when he or she completes secondary education, which is also the age for entry to various professions. Thus a person continues to learn in educational institutions till he or she attains the working age. At present, the number of persons attending any stage of education in India progressively becomes half of the proceeding stage. Thus, there is progressively lesser participation in secondary education and higher education in India. In such a situation, the Central Government and the State Governments will need to

continue to strengthen the secondary and higher education sectors for many years while of course according high priority to the elementary education sector.

2.3 After the national policy on education in 1986 was formulated, there was a large increase in Central intervention in the secondary education sector. Schemes for science education, environment education, yoga education and vocational education were started for strengthening these key areas. A scheme for setting up a Navodaya Vidyalaya in each district was initiated so that good quality education could be provided to the children from rural areas. In the field higher education the initiative has been left largely to the University Grants Commission. Simultaneously, there has also been a large increase in the number of Central universities, which has almost doubled after the national policy in 1986.

2.4 While considering the justifiability of current programmes in this sector, the rationale followed has been that in view of the size of the country and number of institutions in any particular category, it is not meaningful to have schemes with outlay of only a few crores of rupees annually. Such schemes obviously cannot reach out to most of the institutions in that category and assistance in such cases gets extended on 'pick and choose' basis, which is not a happy situation. The grant of assistance in such cases remains largely subjective. Therefore, such schemes have been recommended to be dropped or transferred to State sector. Moreover, while it is laudable for the Centre and the States alike to take initiatives in this crucial sector, there has to evolve an understanding and convention about the respective areas of intervention for Central and State Governments if the results are to be optimised, particularly when resources are scarce. It is in this context that it is being suggested in this report that while Central Government and its agencies should contribute to institution building, funding of recurring expenditure should be phased out or at least limited over a period of time, allowing the State Government and the private sector a greater role in the management of the institution and universities.

2.5 Plan outlay for the Department of secondary education and higher education is Rs. 1919 crore in BE 2001-2002. Out of this, the share of

secondary education is Rs. 599 crore, higher education is Rs. 502 crore and of technical education Rs. 500 crore.

### **A. Advisory Cadre**

2.6 The Group A & B level staff in the Department is mainly from the Indian Administrative Service (IAS) and other Central services, the Central Secretariat Service(CSS) and from Education Advisory Service. The Education Advisory Service was constituted with the intention that persons specializing in various branches of education would be better suited to deal with educational matters coming up before the government. Over the years, a parallel hierarchy of educational advisory cadre has been built up beginning from Education Officer and progressing onto Assistant Education Adviser, Deputy Education Adviser, Joint Education Adviser and Education Adviser. While there is some induction at middle levels by open selection through UPSC and selection to the post of Educational Adviser is by open selection, other posts are filled up by promotions. This arrangement needs a fresh look. This is because while those who initially join these posts are undoubtedly the best available they soon lose touch with academic work and academic institutions over the years and after some years in the Department they become indistinguishable from the officers in the Department drawn from other services. Thus, the intended advantage of access to educational expertise is not available in practice. At the same time considering their background, their skill in secretariat type of functions remains sub-optimal. The objective of having in-house expertise in educational matters would be better served by taking about half a dozen persons at the level of professors from the university system on a deputation basis or on short-term contract basis for dealing with matters relating to technical education, higher education and languages which require expertise in these areas. Such persons coming on a tenure basis and reverting to their parent institutions after completion of the tenure would provide the much needed expertise. It is, therefore, recommended that such an arrangement should be put in place and the existing advisory cadre be phased out by stopping fresh recruitment and

induction and by offering voluntary retirement scheme option to those now in position.

### ***B. Non-teaching staff in academic institutions***

2.7 As in the ministries, office support staff strength has increased beyond all acceptable norms in academic institutions too. Such staff far outnumber the academic staff in academic institutions. Far from facilitating work, it has become a burden adversely affecting performance, as the management of such staff itself becomes a major responsibility. Such a large proportion of support staff also pre-empt a good portion of the scarce resources available to the institution. This point is illustrated by the case of Central Universities where the non-academic staff is at least 2.5 times the academic staff and in some Central universities it is six times the academic staff strength. In addition, there is also a large number of support staff in the form of daily wagers in some of the Central universities. All academic institutions and autonomous bodies performing academic functions like NCERT should reduce the non-academic staff strength so as to achieve a ratio of 1:1.5 to 1:2 between academic and non-academic staff within next few years. As all the institutions do not perform identical functions and therefore the requirements of non-academic staff would all vary somewhat from one institution to the other, the Department could, categorise these institutions into a few groups, fixing the ratio for each group on the basis of its special requirements. Pending such a determination, all institutions should be advised to abolish at least 75% of the posts among non-academic staff, which fall vacant every year. The remaining 25% positions could be allowed to be filled up at the discretion of head of the institution so that vacancy in essential positions does not disrupt work. Maintenance grant to such institutions should be reduced to the extent of positions abolished as above, after allowing these institutions to retain a part of the savings for being used for important programmes.

### ***C. Fees and Scholarships***

2.8 The issues relating to change in the grant-in-aid system, revision of fees to bring fees at a meaningful level and revamping the scholarship system need to

be looked at as a components of a unified system because one impinges on the other. Unless the present system of determining grants-in-aid is changed, the educational institutions will not show initiative and will remain indifferent to raising resources, as the grant-in-aid system does not allow them to benefit from the additional resources they raise. Because of this indifference to raising resources, the problem of revision of fees to more meaningful levels does not get addressed. For instance in higher education, the fees have remained unrevised for decades. The tuition fees in universities and colleges have no relation to the cost of education in such institutions. Although section 12A(2) of the University Grants Commission Act puts responsibility on the UGC to lay down limits for revising fees it has refrained from specifying any such levels. The individual universities also have powers under the relevant university Act to increase fees but the general trend has been against increasing fees obviously because it will meet with some opposition from student community. Thus, universities look to UGC to take responsibility and issue directive and UGC tends to pass this responsibility on to the government and the fees remain at the same unrealistic levels. One of the reasons for lack of initiative in this regard in increasing fees is that such a measure would be a thankless task for the universities because income from fees would get adjusted in the annual grant leaving no additionality to the university. Considering that a fair number of students attending private and public schools pay monthly fees of Rs.500 or more and also considering the general level of economic well-being among the families availing of higher education, it is suggested that fees in the range of Rs.300 – 500 per month should be considered for general higher education courses. This level cannot be said to be beyond the reach of an average family. An arrangement under which these institutions are allowed to retain a certain proportion, say at least 50%, of the additional resources they raise (over a base line figure) for being spent on some of their more important and urgent needs, should provide them the necessary stimulus for raising additional resources of their own, including though upward revision of fees.

2.9 Even though the level of fees suggested here is not unaffordable to an average family, there would be some students from poorer families for whom fees of this order would be a burden. Actually it has been one of the good features for the Indian system that after Independence opportunity for advancement has been consciously created for students from poor families. This good feature should not be allowed to be lost. The universities could therefore be allowed to retain a portion, say 25% of the additional realisations from increase of fees for being used for extending freeship to the students from poor families. The scholarships could cover both merit based and means based, so as to cater to both types of requirements. The government could also allocate a number of both types of scholarships to individual institutions on a continuing basis and such number can be reviewed once every three to five years. This will allow individual institutions to select students for such scholarships and to disburse scholarships to them from the beginning of the academic session itself.

2.10 The technical and management institutions in the Government of India sector have already taken steps in recent years for increasing fees and therefore fresh suggestions are not being made in regard to them here. It is expected that the above mentioned recommendations for increasing fees, for freeships and educational loans will improve the secondary school system and higher education system over the years both academically and financially while at the same time reasonably protecting the educational interests of the poor families.

2.11 Education in Central schools has been practically free though recently, the Kendriya Vidyalaya Sangathan has increased fees other than tuition fee to bring the level of fees to about Rs.100 per month per student. Not only the fees but even hostel and mess charges in Navodaya Vidyalayas have been free. This emphasis on freeship has been largely due to the Constitutional provision in Article 45, which envisages free and compulsory education upto the age of 14 years. The logic of this directive has been routinely extended into the secondary sector. There are sizeable sections of the community, which can afford payment of a reasonable fee at the secondary level. Non-payment of fees actually puts students and parents at a disadvantage in a sense as when they receive free

education, their right to demand good education gets circumscribed. At the secondary stage a fee of around Rs.200-300 should therefore be charged in the Kendriya Vidyalayas. As suggested earlier, a proportion of the income so raised could be allowed to be retained by the school, to be used for strengthening academic programmes and for improving school facilities on the advice of the school advisory committee or parent-teacher association. Considering that the enrolment in Kendriya Vidyalayas is 7.5 lakh, this would generate substantial resources, which could become a tool of rejuvenation of the school system.

2.12 In Navodaya Vidyalayas, there is an enrolment of 1.27 lakh students and it is increasing as all the schools have not 'grown' up to class XII yet. It is understood that about half the children in Navodaya Vidyalayas are from families below the poverty line. This emphasis on poorer sections would need to be continued. However, there is no reason for not charging any fee from families, which are not below the poverty line. Fees at the level suggested for Kendriya Vidyalaya students at secondary stage should be charged from non-poor families in Navodaya Vidyalayas too. Here again the school could be allowed to keep a proportion of such income from the increased fees and use it for strengthening academic programme and school facilities.

#### ***D. Schemes for science education, environment education and yoga education***

2.13 The allocation for the scheme of science education in 2001-02 is Rs.17.85 crore, for the scheme of environment, education Rs.2.6 crore and for yoga education, Rs.30 lakh. The specific areas which these schemes address are no doubt important but in the case of the scheme of science education, the Government of India's support should be in the form of one time assistance for creating or building up science laboratories and libraries. The recurring items of expenditure should be borne by the State Governments. In regard to the other two schemes relating to environment education and yoga education, the outlays are such that these schemes cannot be implemented effectively in more than a

handful of centres. There is thus no reason to continue such schemes in the central sector. These schemes can therefore be terminated.

***E. Central Hindi Directorate, Kendriya Hindi Sangathan and Commission for scientific and technical terminology***

2.14 These institutions were set up for promoting the use of Hindi and for development of Hindi language. This has been a legitimate objective and a large degree of success has been achieved during the preceding five decades and much of the desired promotional work has been done already. The Commission for Science and Technical Terminology has completed the initial work of developing extensive terminology in Hindi. The Commission for Scientific and Technical Terminology could therefore be integrated with the Kendriya Hindi Sansthan where it could function as an expert committee serviced by the Sansthan Secretariat. There is also a sizeable overlap in the functions of Hindi Directorate and Kendriya Hindi Sansthan. These institutions no longer require to exist as separate institutions. The Central Hindi Directorate could be wound up and the Kendriya Hindi Sansthan could henceforth discharge the functions of the Central Hindi Directorate also.

***F. A scheme for financial assistance for appointment and training of Hindi teachers in non-Hindi speaking States***

2.15 This scheme was initiated some decade back when there was need for promoting learning of Hindi in non-Hindi speaking States as the responsiveness on the part of the States initially was not adequate. This is perhaps no longer the situation now. The outlay of Rs.9.75 crore is also too meagre to give any significant thrust to the programme. The Department could therefore evaluate the usefulness of the scheme and take a view on its further continuance.

***G. The scheme for modern Indian language teachers***

2.16 This scheme was started for propagating teaching of modern Indian languages preferably South Indian languages in Hindi speaking States as in the case of preceding scheme. The outlay for this scheme is just Rs.5 lakh, which cannot meet even a fraction of the requirement. Therefore for reasons recorded

in the case of preceding scheme it is suggested that the Department should evaluate the usefulness of the scheme and take a view on its continuance.

#### ***H. Central Institute of English and Foreign Languages, Hyderabad***

2.17 This institute was set up for giving support to teaching of English. It receives developmental support as plan grants from UGC and non-plan grant of Rs.20.12 crore from the Ministry. It needs to be noted that education in English and teaching of English is now on a very sound footing in the country. It does not need the kind of support it needed in the earlier decades. This activity need not therefore continue as a 100% carefully funded one. The financial support for this institute could therefore be reduced, allowing the State or some private sector or educational institute to take an increasing interest in its management and funding.

#### ***I. Veda Vidya Pratishthan, Ujjain***

2.18 Veda Vidya Pratishthan was set up as a Central institution in 1987 for promoting vedic studies and research. It has annual outlay of Rs.2.00 crore. Unfortunately, this institution has not developed meaningfully even after 14 years. Its activities in 2000-2001 consisted mainly of organization of one All India and six regional vedic sammelans and eight seminars also promoting some modest assistance to vedic institutions. Vedic studies are adequately looked after by Sanskrit Departments in the universities and by a number of eminent Sanskrit and vedic institutions in the non-Government sector. Thus while this area of study is undoubtedly important in the Indian prospective it does not justify continuance of an institution which has failed to come up to expectations. It is suggested that this institution should be wound up, and the assets and facilitates transferred to the local university or the State Government. Government can always extend financial support to universities and educational institutions for undertaking studies in this field.

- 2.19 (i) Scheme for teaching Sanskrit in high/higher secondary schools  
(ii) Scheme for scholarship to students studying Sanskrit in high/higher secondary schools.

(iii) Scheme for grants to State Governments for promotion of Sanskrit

Under the first scheme assistance is extended to State Government for appointing Sanskrit teachers in secondary schools and higher secondary schools. The outlay for scheme is minimal and it does not ensure meaningful coverage. In the second scheme scholarships are given to students in class IX to class XII at the rate of Rs.100 per month at secondary level and Rs.125 per month at higher secondary stage. The coverage of the scheme is only about 1300 students. In the third scheme, assistance is extended for a large number of miscellaneous items like upgrading the salary of teachers, honouring vedic skills, conducting Vidwat Sabhas, holding evening classes etc. Thus, none of the three schemes has coverage or impact at national level. It is therefore necessary for the Department to evaluate the usefulness of these schemes and take a view on their continuance.

2.20 (i) National scholarship scheme

(ii) Scholarship to students from non-Hindi speaking States for post matric studies in Hindi.

(iii) Scholarship at secondary stage for talented children from rural areas.

The first two schemes have been in existence for a long time and the third scheme was started in early 80s for making available education of good standard to students from rural areas by placing them after selection in good public schools. The first scheme of national scholarships extends scholarship on merit-cum-means basis. The rate of scholarship varies from Rs.60 to Rs.120 per month for day scholars and Rs.100 to Rs.300 per month for hostellers. It is obvious that the quantum of scholarship is grossly inadequate considering the present costs. Also, the system of disbursement means that scholarship does not reach students at times even by the end of academic session. The second scheme was started in 1955-56 for encouraging the study of Hindi in non-Hindi speaking States. The amount varies from Rs.50 to Rs.125 per month. It is suggested that not only is this amount meaningless now, the need for encouraging study of Hindi is no longer a large issue because teaching of Hindi

and other languages has become generally well accepted all over the country now. The third scheme has been overtaken by the much more extensive and meaningful scheme of Navodaya Vidyalayas. Clearly all three schemes have outlived their utility and could be wound up.

***J. National Council of Educational Research & Training (NCERT)***

2.21 The National Council of Educational Research & Training with headquarters at Delhi and 4 regional colleges and 15 regional offices was set up in 1960s. It is the pre-eminent research organization for school sector in the country. It also conducts and administers the prestigious national talent search examination every year and All India Educational Survey from time to time. It has conducted and published results of sixth educational survey in 1998. The NCERT has total staff strength of 2946 out of which roughly half i.e. 1465 are in the headquarters. The staff includes 693 posts in Group A out of which about 500 are academic posts.

2.22 Keeping in view the pre-dominantly academic nature of the activities of NCERT, the academic positions need no curtailment. However, the large support staff needs a fresh look. It has been suggested in this report that all academic institutions should achieve ratio of 1:1.5 or 1.2 as between teaching and non-teaching posts within the next five years. This should be made applicable to NCERT also and as suggested for other such organizations, 75% of non-teaching posts falling vacant in any year should be abolished.

2.23 Over the years, writing and publication of textbooks for school levels has become the all important function in the NCERT. There is no denying the benefit which has accrued to the school system in the country due to good standard of NCERT textbooks but the responsibility of publication of such textbooks taken on itself by the NCERT is not only unnecessary but is also a distraction from academic work. It is understood that there are about 200 persons looking after this responsibility. The activity of directly printing of textbooks by NCERT should be stopped. The NCERT should continue to produce textbooks but it should evolve a system of giving the manuscript for publication to private publishers and

State textbook agencies on royalty or fee to be determined on the basis of size of publication.

2.24 The NCERT has 16 regional offices. These offices have been set up over the decades for effecting coordination with the state education departments and agencies. With the dramatic improvement in the means of communications, and with SCERTs in most states, there is no merit and no real need for maintaining such offices now. It is, therefore, recommended that these field offices should be abolished.

- 2.25 (i) Indian Council of Historical Research  
(ii) Indian Council of Philosophical Research  
(iii) Indian Council of Social Science Research

University Grants Commission was set up in 1956 to look after the higher education sector as a whole. Subsequently Indian Council of Social Science Research was established in 1969 with the objective of supporting and sponsoring research in social sciences. However, the process did not stop there and Indian Council of Historical Research was set up in 1972. Indian Council of Philosophical Research was also set up. The latter two councils have been set up to promote and support research in these respective areas. There is an inherent inappropriateness in government directly getting involved in history and philosophy. Objectivity of work in these areas would be enhanced if there is no direct government role in these areas. In any case, these areas are only a segment of social sciences generally. It is recommended that either government should totally distance itself from the Council for historical research and Council for Philosophical Research by making these councils totally autonomous or government could consider integrating all the Councils so that a viable and powerful council for supporting research and studies in the overall field of social science comes into being.

### ***K. University Grants Commission(UGC)***

2.26 The University Grants Commission was set up under the University Grants Commission Act 1956. The University Grants Commission has responsibility for coordination and determination of standards in universities. It has direct

responsibility for assessing and dispensing maintenance grants to central universities, some deemed universities and Delhi colleges. It also has responsibility for assessing and providing plan assistance for development of universities and colleges in the country. There are 180 universities in the country, 42 deemed universities and about 11,400 colleges.

2.27 The University Grants Commission has a staff strength of 883 including 130 group A positions, 127 group B positions and 483 group C positions. Its plan budget is Rs.501 crore and non-plan budget is about 610 crore.

2.28 One of the major weaknesses in the structure of UGC secretariat is that there is very little in-house academic expertise. At Group A level, positions are filled up either by promotion from the clerical levels or by some induction at the level of education officer. Such persons subsequently go on to occupy positions of Deputy Secretary, Joint Secretary and Additional Secretary. The position of Secretary, UGC is filled up by open selection. Those who rise from clerical levels cannot be expected to have the necessary academic credentials though they could be very well versed in secretariat functioning. Even those who are inducted at the level of education officer have admittedly very good record when they are inducted but they lose touch with the academic functioning after some years. Therefore, pretty little academic expertise becomes available at middle and senior level. This is not appropriate for an institution like UGC. UGC should therefore create about a dozen positions for looking after various specialized branches of learning for which persons serving as professors in universities could be selected on tenure basis. Taking such persons on tenure basis will have the advantage that while they are with the UGC, they would provide academic expertise and before they lose touch with the academic world, they will go back to the university system. Such an arrangement will benefit decision-making on academic matters in the UGC considerably. These posts can be created by abolishing an equivalent number of existing posts, which by any norms are too many.

2.29 The UGC has the responsibility of determining maintenance grants and disbursing it to Delhi colleges. There are about 70 such colleges. This function

has come to the UGC for historical reasons as Delhi was a union territory earlier and did not have the organizational set up of managing such work. This function causes UGC to lose focus on the issues of coordination and determination of standards in the national system. Now that Delhi has a full fledged State Government it is recommended that the responsibility for determination and disbursement of maintenance grant to Delhi colleges should be transferred along with the funds to an appropriate agency designated by the State Government of Delhi.

2.30 Over the decades, a large number of programmes have been initiated in the UGC. These now number over 50 and the annual outlay for many of these programmes is only a few crores of rupees per year. This situation is not desirable. With small outlays, the UGC assistance cannot be available to any except a few universities and in such a situation, subjectivity in extending assistance tends to dominate. It will be desirable for UGC to have a minimum outlay – say Rs.50 crore - for any scheme so that many universities could apply for assistance under any particular programme. UGC should therefore consider grouping its various programmes so as to achieve this objective.

2.31 The UGC has responsibility for extending assistance for both standards of teaching and for research. However, within the resources available to the UGC, the share of research is a small fraction. Apart from other equally valid reasons, this situation is also responsible for universities steadily losing primacy in the R&D effort in the country. It also needs to be noted that out of the assistance UGC extends for research, only a small fraction goes directly for specific research projects. A good proportion is disbursed in the form of fellowships at various levels for strengthening of infrastructure in science and technology (SIST) under which sizeable financial assistance is extended to well recognised university departments for a block of years for research in specified areas. Such sanction for fellowships to university departments tends to continue indefinitely once these are awarded and the research outcomes tend to remain sub optimal. With a view to strengthening research and development effort in the country and for restoring the primacy of universities in such endeavour, bulk of UGC

resources for research should be in the form of assistance for research projects. Research projects should be preferred as the researcher has to specify right at the beginning while seeking assistance what outcome is expected and such outcome is easily monitorable at the end of the research project. This mechanism also automatically allows subsequent sanctions to be given only to those researchers who have shown good results earlier. Equally important, UGC should also seek to enhance the resources to be allocated for 'research' out of its total funds.

2.32 In India the system rating and grading of universities and colleges through an accreditation system has not really taken off. The UGC made a beginning in this direction by appointing an expert committee around 1989 and an accreditation mechanism as a society under Societies Registration Act was set up in 1993 but actual accreditation remains minimal. The university system as a whole remains suspicious of the venture and UGC indifferent. In the absence of accreditation, the good institutions continue to miss recognition and dysfunctional institutions happily remain unmentioned. The prevailing situation is not conducive to institutions striving for excellence. In western countries the accreditation system is a valuable tool for providing quality assurance about courses and institutions to students, parents and funding agencies. An accreditation system can only benefit the university and college system. It is therefore recommended that UGC should actively promote accreditation system by confining its assistance to only those universities and colleges which acquire a grade above a specified minimum level during accreditation and also by offering assistance at a higher level to those who acquire a high grading.

***L. Implications for staff strength***

2.33 Existing staff in the Department of Secondary Education and Higher Education is shown in a tabular form in Annex-II.

2.34 A recommendation has been made in this report for phasing out of the Adviser Cadre post over a period of time by stopping further recruitment and offering a Voluntary Retirement Scheme option to existing incumbents, while simultaneously creating half a dozen positions at the level of professor in

universities on deputation basis for providing educational expertise to the Department in various fields. Substantial reorganization and reorientation of schemes and scholarships bureau and simultaneously starting an educational loans scheme have also been suggested. Such reorganization will lead to substantial reduction in work to be handled by this bureau. Therefore, it is suggested that while retaining the position of one Joint Secretary in charge of the bureau who could be assisted by 2 Directors/Deputy Secretaries and 2 sections under them, the remaining sections and ACS Cell could be phased out. Substantial reorganisation has also been suggested in this report in the languages bureau. The work in the languages bureau would also get reduced and accordingly 2 sections out of the existing 5 sections could be phased out.

### **3. Department of Women & Child Development**

3.1 The Department of Women & Child Development was set up in 1985 to give impetus to the holistic development of the women and children. As a nodal agency looking after the advancement of women and children, the Department formulates plans, policies and programmes, enacts legislation affecting women and children and guides and coordinates the related efforts in both government and non-government sectors. The government has recently formulated the national policy for empowerment of women in the year 2001.

3.2 The Department has plan outlay of Rs.1650 crore for the year 2001-02 and non-plan outlay of Rs.55 crore. Of these, the Integrated Child Development Services Programme started 25 years back is by far the largest with an outlay of about Rs.1360 crore.

#### **A. Integrated Child Development Services (ICDS)**

3.3 The ICDS Programme was started in 1975-76 in 33 blocks in the country. It now covers 4384 blocks. Considering the poor nutritional status of about half the children and women in child bearing age in the country, this intervention is not only inescapable but highly commendable. The nutritional status of children affects not only their physical well being in future life but also development of intellect. Simultaneously, nutritional status of women of child bearing age has crucial importance for the children they might bear in coming years. Therefore, this programme will need to be continued for the foreseeable future.

#### **B. Early Childhood Education Scheme**

3.4 This scheme was started in 1982 to reduce the drop out rates. The scheme is being run by voluntary organizations in 9 educationally backward states of Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Tripura and Bengal. At present, there are 2616 ECE centres in the country. With the universalisation of ICDS these centres are being integrated with the ICDS network.

3.5 (i) Short Stay Homes

(ii) Working Women's Hostels

The scheme of Short Stay Homes for women and girls was started in 1969 to protect and rehabilitate those women and girls who are facing social and moral danger due to family problems, mental strain, exploitation and other problems. The working women's hostel scheme operates with financial assistance to NGOs and local bodies for construction of hostels for working women. In view of the vulnerability of women in the society, the schemes are justified. However, as both schemes have similar objectives and the women and girls are the beneficiaries under both these schemes, these schemes could be merged into a single scheme. This will help to economise on administrative overheads and optimise performance.

3.6 (i) Integrated Women Empowerment Programme

(ii) Kishori Shakti Yojana

(iii) Swa-Shakti Project

(iv) Indira Mahila Yojana (IMY)

The government has recently approved restructuring of Indira Mahila Yojana(IMY) into the Integrated Women Empowerment Programme and extended it from existing 238 blocks to 650 blocks by the end of 1999. Under Kishori Shakti Yojana, the emphasis is on training component particularly vocational aspects for adolescent girls. Under the Swa-Shakti Project, started in 1998, the intention is establishment of about 10,000 women's self-help groups under the Indira Mahila Yojana. Indira Mahila Kendras are set up at the Anganwadi level though it simultaneously recognizes other groups under the adult literacy programmes and health programmes. As the four programmes listed above have similar and overlapping objectives, the other three programmes could be merged with the Women Empowerment Programme. Apart from leading to reduced overhead costs, this will also help to maximise the flow of benefits with the available resources.

3.7 Mahila Mandals have also been promoted under the Department of Family Welfare which extends assistance for them and similarly there are continuing education centres at village level under the post literacy programme. Such replication of institutional set up at village level does not serve any purpose. Due to fragmentation and working in isolation, the programme outcomes also remain low. It is, therefore, recommended that under all these programmes there should be only one village level association or group where programmes of different ministries and different programmes of the same ministry can converge. This will be more convenient to the local population and it will optimize programme outcomes. Perhaps continuing Education Centre would be the most suitable choice for being accepted as unified level institution.

3.8 The support to Training and Employment Programme for Women (STEP) is in operation since 1987. It seeks to provide skills and new knowledge to poor and asset-less women in agriculture, animal husbandry, dairying etc. sectors. The unified village level institution approach suggested earlier should be extended to cover this programme also.

3.9 The National Institute of Public Cooperation and Child Development (NIPCCD)

The NIPCCD is an autonomous organization. It has been set up with the objective of promoting voluntary action by taking a comprehensive view of child development. The Institute is located at Delhi and has regional centres at Guwahati, Bangalore and Lucknow. The emphasis in the programmes of the Institute is on training programmes, research and documentation. This is a valuable resource for guiding programme formulation and implementation in the government.

### **C. Central Social Welfare Board**

3.10 The Central Social Welfare Board was set up many decades back in 1953 as an institution to look after neglected, weak, handicapped and backward sections of the society. The Central Social Welfare Board has a sizeable staff component of 240 in the headquarters and 157 in field units. It implements a number of programmes as listed below:

- (i) Condensed Course of Education for Adult Women;
- (ii) Vocational Training Programme;
- (iii) Awareness Generation Projects;
- (iv) Socio-Economic Programme;
- (v) Crèche Programme;
- (vi) Working Women's Hostels;
- (vii) Family Counselling Centre;
- (viii) Voluntary Action Bureau;
- (ix) Short Stay Homes.

3.11 With the Department implementing an extensive range of programmes for both women and child development, much of need and justification for existence of Central Social Welfare Board is no longer there. It was set up in the year 1953 when the extensive range of programmes being implemented nation wide directly by the Department were not there. Therefore, government should consider whether Central Social Welfare Board is needed at all now. In any case, even if it is to be continued, it should confine its activities to opinion building and social awareness. Viewed this way, there would be no need for field units of CSWB and these could be abolished. Besides, most States have State level Social Welfare Boards. For the functions now proposed for CSWB, a staff strength of about 50 to 75 should prove sufficient.

#### ***D. Implications for staff strength***

3.12 The existing staff in the Department is shown in a tabular form in Annex-III.

3.13 In line with the reorganization and reorientation of programmes suggested in this report, 1 post of Joint Secretary out of the existing 4, two positions of Deputy Secretaries out of existing 7, and 3 sections out of the existing 12 could be declared surplus. In regard to Central Social Welfare Board, implementation of the recommendations would imply abolition of 157 posts in field offices of CSWB and about 190 positions out of the existing 240 in the headquarters.

**Staff Strength****DEPARTMENT OF ELEMENTARY EDUCATION & LITERACY**

<b>Post</b>	<b>Pay scale (Rs.)</b>	<b>Sanctioned Strength</b>	<b>Filled</b>	<b>Remarks</b>
Secretary	26,000 (fixed)	-	1	Being formally created
Joint Secretary	18,400-22,400	2	2	
Director	14,300-18,300	2	5*	*3 on personal basis
DS	12,000-16,500	10	4	
DEA(G)	12,000-16,500	1	2	
US/AEA(G)	10,000-15,200	14	12	
DD(P)	10,000-15,200	1	1	
EO(G)	8,000-13,500	2	1+1*	*filled as SO
AD(P)	8,000-13,500	1	1	
Programmer	7,500-12,000	2	1	
DO/SO	6,500-10,500	20	19	
PS	6,500-10,500	6	6	
AEO(G)	6,500-10,500	1	1*	*Regular incumbent is away on deputation

**I. Education Bureau**

	<b>Assistants</b>			<b>UDCs</b>			<b>LDCs</b>		
	<b>S</b>	<b>P</b>	<b>V</b>	<b>S</b>	<b>P</b>	<b>V</b>	<b>S</b>	<b>P</b>	<b>V</b>
AE.I	2	1	1	1	1	0	1	0	1
AE.III	0	0	0	0	1	1	1	0	1
AE.IV	3	2	1	0	2	+2	1	0	1
AE.V	4	1	3	0	0	0	0	0	0
AE.VI	3	2	1	0	0	0	2	2	0
AE.VII	1	3	+2	2	1	1	1	1	0
AE.VIII	0	1	+1	1	0	1	0	1	+1
AE (D.I)	1	1	0	0	1	+1	3	2	1
AE(D.II)	2	5	+3	0	2	+2			
	<b>16</b>	<b>16</b>		<b>4</b>	<b>8</b>		<b>9</b>	<b>6</b>	

**II. Elementary Education & Teacher Education**

ES OFFICE	0	0	0	0	0	0	0	0	0
EE	3	2	1	1	2	1	2	1	1
OB	2	2	0	1	2	+1	1	1	0
NFE-I	2	1	1	1	1	0	1	1	0
NFE-II	2	3	+1	2	0	2	1	0	1
NFE-III	2	5	+3	0	0	0	1	0	1
TE-I	1	1	0	0	2	+2	0	0	0
TE-II	3	2	1	0	1	+1	1	1	0
	<b>15</b>	<b>16</b>		<b>5</b>	<b>8</b>		<b>7</b>	<b>5</b>	

**III. DPEP Bureau**

<b>DPEP &amp; CS</b>	31	16	15	0	3	+3	6	5	1
<b><u>GRAND TOTAL</u></b>	<b>62</b>	<b>48</b>		<b>9</b>	<b>19</b>		<b>22</b>	<b>16</b>	

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**Abbreviation:**

<b>UDCs -</b>	<b>Upper Division Clerk</b>
<b>S -</b>	<b>Sanctioned Strength</b>
<b>P -</b>	<b>In Position</b>
<b>V -</b>	<b>Vacant</b>

**Annex-II**

**DEPARTMENT OF SECONDARY & HIGHER EDUCATION**

Post	Pay scale (Rs.)	Sancti oned Stren gth	Filled	Remarks
Secretary	26,000 (fixed)	1	1	
Spl. Secy.	26,000 (fixed)	1	1	
Addl. Secy.	22,400-24,500	1	1	
Jt. Secy./JEA	18,400-22,400	6	6	
Director	14,300-18,300	5	8	Including those on personal basis
Dy. Secretary	12,000-16,500	8	7	
Director(T)	14,300-18,300	1	1	
AAA	14,300-18,300	1	1	
Director(OL)	14,300-18,300	1	1	
DEA(T)	12,000-16,500	4	3	
DEA(G)	12,000-16,500	4	<u>2@+</u> 1*	@ filled as DS * on deputation & joining back on 30.6.2001
DEA(Skt.)	12,000-16,500	1	-	
JD(P)	12,000-16,500	1	-	Being filled shortly
Sr. PPS	12,000-16,500	1	1	
US/AEA(G)	10,000-15,200	25	25	
PPS	10,000-15,200	1	4*	*(3 on personal upgradation)
AEA(T)	10,000-15,200	5	3	
AEA(Skt.)	10,000-15,200	1	1	
Sr.S. Analyst	10,000-15,200	1	-	
Sr. Analyst	10,000-15,200	1	-	
DD(P)	10,000-15,200	2	-	
CIO	10,000-15,200	1	-	
LO	10,000-15,200	1	1	
SO(BP)	10,000-15,200	1	1	
EO(G)	8,000-13,500	1	-	
EO(T)	8,000-13,500	2	2*	* on deputation
EO(Skt.)	8,000-13,500	1	1	
AD(P)	8,000-13,500	6	5	
Programmer	7,500-12,000	2	1	
DO/SO	6,500-10,500	60	60	
AEO(T)	6,500-10,500	1	1	Filled as DO
AEO(Skt.)	6,500-10,500	1	1	Filled as SO
AEO(Stat.)	6,500-10,500	3	3	
JA	6,500-10,500	2	2	
AD(OL)	6,500-10,500	4	4	
ALIO	6,500-10,500	2	2	
Spl.Off. (CR)	6,500-10,500	1	1	Away on deputation
PS	6,500-10,500	22	22	

Name of Bureau/Division	Assistant			UDCs			LDCs		
	S	P	V	S	P	V	S	P	V
HRM Office	0	2	+2	0	1	+1	1	3	+2
ES Office	0	0	0	0	1	+1	1	0	1
AS Office	0	0	0	0	1	+1	0	1	+1
FA Office	0	1	+1	0	0	0	0	0	0
SS Office	0	0	0	0	1	+1	0	0	0
MOS Office	0	0	0	0	1	+1	1	0	1
<b>Total</b>	<b>0</b>	<b>3</b>		<b>0</b>	<b>5</b>		<b>3</b>	<b>4</b>	

#### I. Administration & Publication

E-I and Training Cell	7	6	1	2	1	1	5	6	+1
E-II	6	5	1	2	3	+1	3	2	1
E-III	5	4	1	2	3	+1	4	4	0
Vigilance & P.G. Cell	1	3	+2	1	1	0	1	2	0
CRU	1	2	+1	2	1	1	1	1	0
Cash	3	6*	+3	4	6	+2	7	4	3
S&S	5	5	0	5	5	0	8	5	3
Parliament Unit	1	2	+1	1	0	0	1	1	0
CR	0	1	+1	5	7	+2	6	6	0
Publication Unit	1	1	0	1	1	0	2	1	1
CDN	3	2	1	2	2	0	2	1	1
IFC	0	1	+1	0	0	0	0	0	0
<b>Total</b>	<b>33</b>	<b>38</b>		<b>26</b>	<b>30</b>		<b>40</b>	<b>33</b>	

\*One Assistant working as Cashier with Special pay. One Accounts Clerk.

#### II. Book Promotion & Copyright

E.P.U.	1	0	1	0	0	0	0	0	0
B.P-1	2	2	0	1	2	+1	2	1	1
B.P-2	2	1	1	1	2	+1			
Copyright Office & ICU	7	7	0	2	5	+3	4	3	2
<b>Total</b>	<b>12</b>	<b>10</b>		<b>4</b>	<b>9</b>		<b>6</b>	<b>4</b>	

Name of Bureau/Division	Assistants			UDCs			LDCs		
	S	P	V	S	P	V	S	P	V
<b>III. IF Division</b>									
IFD	2	3	+1	1	1	0	1	1	0
IF-I	4	4	0	0	0	0	3	2	1
IF-II	3	3	0	1	0	1	2	1	1
IF-IV	0	1	+1	0	0	0	0	0	0
IF(Desk)	0	0	0	0	0	0	1	0	1
Grant-in-aid	0	1	+1	1	0	1	2	2	0
EC/UC Unit	0	1	+1	1	1	0	2	1	1
IWS	0	0	0	0	1	+1	1	1	0
Director (Finance)	0	0	0	0	1	+1	0	0	0
<b>Total</b>	<b>9</b>	<b>13</b>		<b>4</b>	<b>4</b>		<b>12</b>	<b>8</b>	
<b>IV. Language &amp; Sanskrit</b>									
WR(L)	1	2	+1	2	2	0	4	2	2
LG Cell	1	1	0	1	0	1	1	1	0
Skt-I	2	2	0	2	1	1	2	2	0
Skt-II	2	3	+1	1	1	0	2	1	1
Minority Cell	0	0	0	0	2	+2	0	1	+1
<b>Total</b>	<b>6</b>	<b>8</b>		<b>6</b>		<b>9</b>	<b>7</b>		
<b>V. Official Language</b>									
OLU	1	1	0	1	2	+1	1	0	1
HTU	0	0	0	0	3#	+3	3	2	1
<b>Total</b>	<b>1</b>	<b>1</b>		<b>1</b>	<b>5</b>	<b>4</b>	<b>4</b>	<b>2</b>	

#including one UDC as Proof Reader.

Name of Bureau/Division	Assistants			UDCs			LDCs		
	S	P	V	S	P	V	S	P	V
<b>VI. P&amp;M and Stat</b>									
PN Desk (V)	1	1	0	0	1	+1	2	1	1
PN Desk (II & III)	2	0	2	2	2\$	0	0	0	0
PN.I	2	4	+2	1	0	1	0	0	0
Stat. Unit	1	1	0	3	5	+2	1	1	0
Paper Unit	0	0	0	1	0	1	1	0	1
P&M Section	0	0	0	0	0	0	3	1	2
<b>Total</b>	<b>6</b>	<b>6</b>		<b>7</b>	<b>8</b>		<b>7</b>	<b>3</b>	

\$ Including one UDC as Accounts Clerk.

<b>VII. Scholarship</b>									
NS-I	2	3	+1	2	1	1	2	2	0
NS-II	3	4	+1	2	1	1	3	1	2
Acs Cell (NS)	2	1	1	3	4	1	4	1	3
ES-I	3	1	2	1	1	0	4	1	3
ES-III	2	2	0	2	1	1	2	2	0
ES-IV	3	2	1	2	1	1	2	2	0
ES-V	3	3	0	2	1	1	2	1	1
<b>Total</b>	<b>18</b>	<b>16</b>		<b>14</b>	<b>10</b>		<b>19</b>	<b>10</b>	

**VIII. Secondary Education, Education Tech. Vocational Education.**

Sch-I	4	4	0	1	1	0	2	2	0
Sch-III	3	2	1	0	0	0	2	2	0
Sch-IV	4	4	0	1	1	0	2	2	0
Sch-V	5	3	2	1	3	+2	3	2	1
NFTW	1	2	1	1	1*	0	1	1	0
VE-I&III	3	5	+2	2	2	0	1	1	0
Desk (IE)	1	0	1	1	1	0	1	1	0
Desk (SCE & ENE)	2	1	1	0	0	0	1	1	0

Name of Bureau/Division	Assistants			UDCs			LDCs		
	S	P	V	S	P	V	S	P	V
EHV Cell	0	1	+1	0	0	0	0	1	+1
<b>Total</b>	<b>23</b>	<b>22</b>		<b>7</b>	<b>9</b>		<b>13</b>	<b>13</b>	

@ One UDC as Accounts Clerk.

#### IX. Technical

TS-I	3	3	0	1	2	+1	2	1	1
TS-II	3	5	+2	1	0	1	2	2	0
TS-III	3	3	0	1	3	+2	2	1	1
TS-IV	3	3	0	1	1	0	2	1	1
TS-V	3	3	0	0	0	0	0	0	0
TS-VI	3	3	0	0	1	+1	0	1	+1
TS-VII (World Bank)	3	3	0	1	1	0	2	1	1
<b>Total</b>	<b>21</b>	<b>23</b>		<b>5</b>	<b>8</b>		<b>10</b>	<b>7</b>	

#### X. UNESCO

UNESCO Unit & Director(Unesco)	3	3	0	1	2	+1	2	2	0
INC	4	4	0	3	3	0	4	3	1
Unesco Library	0	0	0	0	1	+1	0	0	0
International Co-operation Cell	0	1	+1	0	0	0	2	2	0
<b>Total</b>	<b>7</b>	<b>8</b>		<b>4</b>	<b>6</b>		<b>8</b>	<b>7</b>	

#### XI. UT Division

UT-I	5	4	1	1	2	+1	2	2	0
UT-II	5	6	+1	2	1	1	2	3	+1
<b>Total</b>	<b>10</b>	<b>10</b>		<b>3</b>	<b>3</b>		<b>4</b>	<b>5</b>	

#### XII. University

U-I	4	5	+1	1	1	0	3	2	1
U-III	2	3	+1	2	2	0	2	2	0
U-IV	5	6	+1	3	2	1	2	2	0
U-V	2	2	0	1	0	1	2	1	1

Name of Bureau/Division	Assistants			UDCs			LDCs		
	S	P	V	S	P	V	S	P	V
WR (Desk-U)	1	1	0	0	3	+3	3	2	1
Desk U(A)	1	0	1	0	1	1	1	0	1
<b>Total</b>	<b>15</b>	<b>17</b>		<b>7</b>	<b>9</b>		<b>13</b>	<b>9</b>	
<b>XIII. SC &amp; ST Cell, NER Cell</b>									
SC/ST Cell	0	0	0	0	0	0	0	1	+1
NER Cell	0	0	0	0	0	0	0	1	+1
<b>XIV. Monitoring Cell for NPNSPE</b>									
Monitoring Cell for NPNSPE	0	0	0	0	0	0	0	1	+1
	0	0	0	0	0	0	0	1	
<b>Grand Total</b>	<b>161</b>	<b>175</b>		<b>88</b>			<b>148</b>	<b>115</b>	

S.N.	NAME OF POST	SANCTIONED STRENGTH		Grand
		D/o Sec. & Higher Edu.	D/o E.E. & Lit.	Total
1	Assistant	161	62	223
2	Sr. Investigator Gr.I	9	-	9
3	Stat. Investigator Gr.II	8	-	8
4	Research Assistant	3	-	3
5	Sr. Hindi Translator	4	-	4
6	Jr. Hindi Translator	12	-	12
7	Accountant Gr.'B'	2	-	2
8	Accounts Clerk	6	-	6
9	Accountant Gr.'C'	5	-	5
10	Investigator (B.P.)	1	-	1
11	Artist	1	-	1
12	U.D.C.	124	9	133
13	Steno Gr.'C'	43	19	62
14	Steno Gr.'D'	42	20	62
15	Caretaker	1	-	1
16	Computer	3	-	3
17	Proof Reader	2	-	2
18	D.E.O.(Gr.A)	4	-	4
19	D.E.O.(Gr.B)	2	-	2
20	L.D.C.	112	22	134
21	S.C.D. (Ordinary)	7	-	7
22	S.C.D. (Gr.II)	3	-	3
23	S.C.D. (Gr.I)	2	-	2
24	Despatch Rider	1	-	1
25	Gest. Operator (Sr.)	2	-	2
26	Gest. Operator (Jr.)	2	-	2

S.N.	NAME OF POST	SANCTIONED STRENGTH		Grand Total
		D/o Sec. & Higher Edu.	D/o E.E. & Lit.	
27	Hosp. Attendant	1	-	2
28	Daftary	38	14	52
29	Sr. Peon	7	1	8
30	Peon	90	38	128
31	Farash/Sweeper-cum-Farash/ Sweeper	33	-	33
32	Packer	2	-	2
33	Chowkidar	2	-	2

**Annex-III**

**Sanctioned Strength of Staff of D/o Women & Child Development**

S. No.	Designation	Sanctioned strength	Incumbency	Vacant
1.	2.	3.	4.	5.
<b>I</b>				
<b><u>Group 'A'</u></b>				
1.	Secretary	1	1	Nil
2.	Joint Secretary	4(3+1 MSY)	4	Nil
3.	Director(PREM)	1	1	Nil
4.	Director/Dy. Secretary	5	5	Nil
5.	Director(F)	1	1	Nil
6.	Joint Director	1	1	Nil
7.	Deputy Director	5(4+1 MSY)	4	1
8.	Under Secretary	7	7	Nil
9.	PPS	1	1	Nil
10.	Assistant Director	6	6	Nil
11.	Project Manager	4	4	Nil
12.	Research Officer	1	-	1
<b>Total(I)</b>		<b>37</b>	<b>35</b>	<b>2</b>
<b>II.</b>				
<b><u>Group 'B'</u></b>				
13.	Desk Officer	10	10	Nil
14.	Section Officer	12(11+1 MSY)	12	Nil
15.	Junior Analyst	1	1	Nil
16.	Assistant Director(H)	1	1	Nil
17.	Sr. Tech. Asstt.	2	2	Nil
18.	Private Secretary	9(8+1 MSY)	9	Nil
19.	Res. Assistant(WS)	1	1	Nil
20.	Personal Assistant	15	15	Nil
21.	Sr. Res. Investigator	5	1	4
22.	Accountant	4	4	Nil
23.	Assistant	34	34	Nil
24.	Sr. Hindi Translator	1	1	Nil
25.	PS to DS(WB)	1	1	Nil
26.	Accountant(WB)	1	1	Nil
<b>Total (II) :</b>		<b>97</b>	<b>93</b>	<b>4</b>
<b>III.</b>				
<b><u>Group C</u></b>				
27.	Research Investigator	2	2	Nil
28.	Artist	1	1	Nil
29.	Accountant(Gr.'C')	1	-	1
30.	Stat. Assistant	1	1	Nil
31.	UDC	32	30	2
32.	Steno. Gr.'D'	17(16+1 MSY)	17	Nil
33.	Jr. Hindi Translator	3	2	1
34.	LDC	33(32+1 MSY)	29	4

1.	2.	3.	4.	5.
35.	Computer	1	1	Nil
36.	Staff Car Driver	4	4	Nil
37.	Despatch Rider	3	3	Nil
38.	Steno (WB)	3	3	Nil
39.	Date Entry Operator(WB)	1	-	1
<b>Total (III) :</b>		<b>102</b>	<b>93</b>	<b>9</b>
<b>IV <u>Group 'D'</u></b>				
40.	Jr. Gest. Operator	1	1	Nil
41.	Daftry	15(14+1 MSY)	15	Nil
42.	Sr. Peon	1	1	Nil
43.	Peon	35(33+2 MSY)	30	5
44.	Farash	2	2	Nil
45.	Sweeper	3	2	1
46.	Sweeper-cum-Farash	2	2	Nil
47.	Peon (WB)	1	-	1
<b>Total (IV) :</b>		<b>60</b>	<b>53</b>	<b>7</b>

**Grand Total (I-V)**

<b>Group 'A'</b>	<b>37</b>	<b>35</b>	<b>2</b>
<b>Group 'B'</b>	<b>97</b>	<b>93</b>	<b>4</b>
<b>Group 'C'</b>	<b>102</b>	<b>93</b>	<b>9</b>
<b>Group 'D'</b>	<b>60</b>	<b>53</b>	<b>7</b>
<b>Grand Total:</b>	<b>296</b>	<b>274</b>	<b>22</b>

**Sanctioned posts for MOS Office**

S. No.	Designation	Sanctioned strength	In Position	Vacant
1.	2.	3.	4.	5.
1.	Private Secretary	1	1	0
2.	Addl. P.S.(O.S.D.)	1	-	1
3.	Asstt. Private Secretary	1	1	0
4.	First Private Secretary	1	1	0
5.	Ind Personal Assistant	2	2	0
6.	Hindi Steno. (LPA)	1	1	0

7.	Clerk (LDC)	1	1	0
8.	Jamadar (Redesignated as Attendant)	1	1	0
9.	Peons	3	3	0
10.	Driver	1	1	0
<b>Total :</b>		<b>13</b>	<b>12</b>	<b>1</b>