

# **HUNDRED AND THIRTY-FOURTH REPORT**

## **PUBLIC ACCOUNTS COMMITTEE (1987-88)**

**(EIGHTH LOK SABHA)**

**UNIVERSAL ELEMENTARY EDUCATION  
IN THE AGE GROUP 6-14**

**MINISTRY OF HUMAN RESOURCE DEVELOPMENT  
(DEPARTMENT OF EDUCATION)**



*Presented in Lok Sabha on 29 April, 1988  
Laid in Rajya Sabha on 29 April, 1988*

**LOK SABHA SECRETARIAT  
NEW DELHI**

*April, 1988/Vaisakha, 1910 (Saka)*

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CORRIGENDA TO THE 134TH REPORT (8TH LOK SABHA) OF PUBLIC ACCOUNTS COMMITTEE PRESENTED TO LOK SABHA ON 29.4.1982

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\*Not Printed. One cyclostyled copy presented to the House and 5 copies placed in Parliament Library.

**PUBLIC ACCOUNTS COMMITTEE  
(1987-88)**

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**Shri Amal Datta**

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1. Shri K.H. Chhaya —*Joint Secretary*
2. Shri B.D. Duggal —*Chief Financial Committee officer*
3. Shri S.M. Mehta —*Senior Financial Committee Officer*

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\*Ceased to be the Members of the Committee consequent on their retirement from  
Rajya Sabha w.e.f. 2 April, 1988.

## INTRODUCTION

I, the Chairman of the Public Accounts Committee, as authorised by the Committee, do present on their behalf, this Hundred and Thirty-Fourth Report on Paragraph 37 of the Report of Comptroller and Auditor General of India for the year 1985-86, Union Government (Civil) Vol. I regarding Universal Elementary Education in the age group 6-14.

2. The Report of the Comptroller and Auditor General of India for the year 1985-86, Union Government (Civil) Vol. I was laid on the Table of the House on 8 May 1987. The Public Accounts Committee (1987-88) examined the Audit Paragraph at their sittings held on 30 December, 1987 and 9 February, 1988. This Report was considered and finalised by the Committee at their sitting held on 21st April 1988. Minutes of the sittings of the Committee form Part II\* of the Report.

3. In this Report, the Committee have desired the Government to take up the implementation of the policy, plan and programme for Universal Elementary Education as a challenge and to take steps to ensure that all the States take up this scheme with enthusiasm in order to achieve five years of schooling or its equivalent through the non-formal stream for all children up to 11 years of age by 1990 and to provide free and compulsory education to all children up to 14 years by 1995. The Government have also been urged to provide necessary funds to the State Governments expeditiously so that the implementation of the scheme is not affected and the objective of the provisions of constitutional directive for ensuring free and compulsory education for all children till they attain the age of 14 is achieved. The Committee have, therefore, emphasised the need for the implementation of the scheme through Annual Planning starting from the year 1988-89 itself so that the estimated population of 17.63 crore children in 1995 in the above age group is covered.

4. The Committee have also desired the Government to make intensive efforts to analyse the main causes of drop-outs which varies from Region to Region, State to State and even from Block to Block and to solve them on war-footing by adopting cause oriented approach in place of uniform measures so as to ensure that Elementary Education is imparted to the millions of educational deprived children in the country. They have, therefore, desired to improve the relevance of the contents of courses to existing realities of life, the methodology and the organisation of the Education Programme so that on the

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(vi)

one hand the children do not get alienated from the socio-economic entity of the family and the community and on the other hand who want to revert to their family occupation are helped to do so for better knowledge and improved skills relating to their occupation. It would also be desirable to attract more and more students by giving various types of incentives. The Committee have, in this connection, appreciated the incentives of uniforms, mid-day meals, shoes, books etc. provided by certain States and recommended that the Government should initiate introduction of similar measures all over the country.

5. The Committee have expressed their deep concern over appalling conditions of exploitation of working children in the country and recommended that effective measures should be taken by the Government to provide education to these children in easily accessible schools and at such time when they can attend school. There could be an enormous motivation among these children to study provided learning can be an exciting adventure. Simultaneously, it would also be necessary to bring about a change in their parental attitude apart from taking suitable steps to reduce the incidents of dropouts in the absence of any proper guidance. The Committee have asked the Ministry of Labour to enforce the various Acts to safeguard the rights and welfare of working children strictly and recommended to impose exemplary punishment on persons violating the relevant laws. The Committee have, therefore, desired that the Ministry should examine this matter in greater depth with a view to ensure effective implementation of various Acts and Laws, and if the provisions required amendment to make their enforcement effective and practical the Government should take necessary steps in the matter with due promptitude after taking the advice of experts so that exploitation of the working children in the country is brought to an end within a time frame.

6. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in thick type in the body of the Report and have also been reproduced in a consolidated form as Appendix III to the Report.

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

8. The Committee would like to express their thanks to the officers of the Ministry of Human Resource Development (Dept. of Education) for the cooperation extended by them in giving information to the Committee.

NEW DELHI ;  
26 April, 1988  
6 Vaisakha, 1910 (Saka)

AMAL DATTA,  
Chairman,  
Public Accounts Committee.

## CHAPTER I

### UNIVERSAL ELEMENTARY EDUCATION IN THE AGE GROUP 6-14

1. Paragraph 37 of the Report of C&AG of India for the year 1985-86, Union Government (Civil), Vol. I on which this Report is based is reproduced as Appendix I to the Report.

#### *I. Introductory*

2. Article 45 of the Constitution of India lays down that the State shall endeavour to provide, within a period of ten years from the commencement of the Constitution, for free and compulsory education for all children until they complete the age of fourteen years. The target date was, however, revised to 1970 and then to 1976. To achieve this objective, the programme "Universalisation of Elementary Education" was included in the successive 5-year Plans and also in the new "21 Point Programme", launched in January 1982. Under the programme it was proposed to achieve complete coverage of all the children in the age group 6-14 by 1990, besides improving quality of education by providing suitable buildings and adequate equipments.

3. While 898 lakh students were on rolls in Classes I to VIII in (1977-78,) Working Group on Universalisation of Elementary Education, set up in 1977 at the instance of the Planning Commission, estimated in February 1978 the number of non-enrolled children at 452 lakhs. Considering that children from the weaker sections of the community were not largely attracted towards formal schooling due to the socio-economic necessity of augmenting their parental income and helping in house-hold chores and keeping in view the fact that under the formal system of schooling at the Elementary stage there was a drop out rate of 60% from Class I to Class V and of 75% from Class VI to Class VIII, the Working Group concluded that there was need to develop a programme of non-formal primary education on part time basis.

4. Thus centrally sponsored scheme of non-formal education for children in the age group 9-14, subsequently changed to 6-14 was introduced in the 9 educationally backward States namely Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Orissa, Rajasthan, Madhya Pradesh, Uttar Pradesh and West Bengal in 1979. Since then the scheme has been implemented on experimental basis in these States with different approaching for watching the conditions prevailing in these States.

5. Philip H. Coombs in his book "The World Education Crises—A System Analysis" has said:

"Non-formal education is neither an alternative education system nor a short cut to the rapid education of the population. It provides

a second chance of learning to those who missed schooling. It enables the rural and urban poor to acquire useful knowledge, attitudes and skills; and affords a variety of learning experience directly."

6. Again, P.N. Russia, on Education for Working Group Children, has stated: "..... a major part of the Urban and Rural Society is denied the very constitutional right of the elementary education on account of their being occupied in their ancestral profession. The school timings is such that does not suit them because their presence, either at home or at farm or in some factory is still essential. It is for these children for whom we have to evolve a different pattern of education which may cater to their need without uprooting them from their ancestral grounds."

7. The Non-Formal Education, started in 1979, had an estimated coverage of 30 lakh children in 1986-87 through approximately 1.5 lakh centres spread over these nine educationally backward States.

The Government of India announced in January, 1985 that a new Education Policy would be formulated for the country with a comprehensive appraisal of the existing system. The National Policy on Education was passed in 1986. Under this policy, it is proposed to achieve five years of schooling or its equivalent through the non-formal stream for all children upto 11 years of age by 1990 and by 1995 to provide free and compulsory education to all children upto 14 years.

8. The Non-Formal Education Programme has been accordingly revised and expanded now to cover not only the above nine States, and Arunachal Pradesh in addition as the tenth educationally backward State, but also urban/hilly/desert/slum/tribal areas and concentration of working children in all the other States. The targets fixed provide for coverage of 50 lakh children in the age group 6-14 years in 1987-88, 68.75 lakhs in 1988-89 and 88 lakh in 1989-90. Of these 90% are expected to be of the age group 6-11 years. in primary level centres—i.e. 45 lakhs in 1987-88, 61.89 lakhs in 1988-89 and 79.2 lakhs in 1989-90.

9. Explaining the magnitude of the problem, the Secretary, Education had stated during evidence that as per the exercise done jointly by the Registrar General of Census Operations and the Planning Commission, the estimated population in the 6-10 age group, was 9.14 crores in 1984-85 and the children enrolled were 8.39 crores. After doing detailed extrapolation in respect of the coming years it has been estimated that the population in the age group of 6-10 years would be about 9.73 crores by 1989-90 and after adding 10% to this figure in order to accommodate underage and over-age children who may also enroll themselves in primary schools, the figure of such children comes to 10.70 crores against which 9.92 crores of children would be in the schools. Thus there would be a gap of about 78 lakh children to be covered by non-formal education by 1990.

**The New Education Policy envisages to provide education comparable in quality to the formal system through the non-formal stream to all the children in the age group 6-10 years by 1989-90.**

10. The number of children enrolled in Classes I-VIII (age group 6-14) were 11 crores against their estimated population of 14.53 crores in 1984-85. According to the Planning Commission estimates, the population in this age group would be 15.17 crores by the year 1989-90. After adding 10 per cent to these figures in order to cover under-age and over-age children the number of children to be enrolled by 1989-90 will work out to 16.69 crores against which it would be possible to enroll 13.50 crore children in school by 1989-90. However, according to the Ministry of Human Resource Development, the target for universalisation of elementary education in the age group 6-14 is to be achieved by 1995 and by then the estimated population in this age group would be 16.03 crores. Increasing this figure by 10% to arrive at the estimated enrolment population "we would have 17.6 crores of children to reckon with."

11. The Committee hope that the Government would take up the implementation of the policy, plan and programme for universal primary education as a challenge and take steps to ensure that all the States take up this scheme with enthusiasm in order to achieve the prescribed targets within the time bound programme. The Government should also ensure that necessary funds are provided to the State Governments expeditiously so that the implementation of the scheme is not affected and the objective of the provisions of constitutional directive for ensuring free and compulsory education for all children till they attain the age of 14 is achieved. It is imperative that the implementation of the scheme is ensured through an annual planning starting from the year 1988-89 itself so that the estimated population of 17.63 crore children in the age group 6-14 is covered by 1995. To achieve this, sustained and sincere efforts and regular monitoring at an appropriately higher level is required both at the level of the States and Centre. The Committee would like to be apprised of steps taken in this direction.

(ii) *Drop-outs*

12. According to Audit the Government felt the need for Non-Formal Primary Education on part time basis as under the formal system of schooling at the elementary stage there was a drop-out rate of 60 per cent from Class I to Class V and of 75 per cent of the remaining students from Class VI. to Class VIII. In this connection the Secretary, Ministry of Human Resource Development stated during evidence that in 1970-71 the drop-out rate was 67 per cent between Classes I & V. The drop-out rate in 1981-82 was 51.9 per cent which shows a very distinct gradual improvement from 1970-71 to 81-82, although this rate of 51.9 per cent continues to be an alarming figure. He further admitted that in the third world countries India ranks among worst countries in this respect and this is a very grave situation to which they have to draw their attention straighta-

way. In this connection Ministry have also intimated to the Committee that a study was conducted in 1985 into the reasons for drop-outs and the study identified as many as 56 different reasons for drop-out from schools. However, the following are some of the main reasons identified for drop-outs :

- Socio-economic factors because of which the child is either not sent to school or as supposed to leave the school;
- Adverse traditional values according to which education of girls is not considered necessary or desirable;
- Ignorance of parents particularly in the case of first generation learners because of which parents do not motivate the child to attend school;
- Environment not conducive or attractive due to insufficient infrastructural material and unsatisfactory conditions of buildings that act as demotivating factors for parents to send their children to school;
- Lack of relevance of the curriculum to the learner's needs;
- Teacher absenteeism and lack of proper motivation and teaching skills.

13. The Committee during their study tour to Tamil Nadu and M.P. in October, 1987 and January, 1988 were informed that the problem of drop-outs in both these States was quite acute. In Tamil Nadu, the State Government introduced the following incentives for enrolment at elementary stage :

- (a) Chief Minister "Nutritious Meal Programme, under which 64 lakh of pupils in standard 1-10 are fed through 38,399 schools;
- (b) Free uniforms for pupils in standards 1-8 under which one set of uniform is supplied in standard 1-8 to pupils;
- (c) Free supply of Text Books in standard 1-8 under which 60 lakh beneficiaries were covered during 1986-87 involving an outlay of Rs. 11.54 crores;
- (d) Book Banks which have been established all over the State on voluntary basis; and
- (e) Free supply of footwear is made to students in standard 1-8 and a provision of Rs. 10 crores was made for the scheme in 1987-88.

14. As a result of adoption of above measures, the rate of drop-out at the primary level (for age group 6-11) had come down from 40 per cent in

1977-78 to 22 percent in 1985-86. Almost similar measures were taken by the M.P. Government to reduce the incidence of drop-outs.

15. The main educational problem relates to drop-outs and unless the Government policy in this regard takes into account the social and economic problems which compel children to discontinue their studies at an early stage or deny them access to school facilities, the present appalling situation in this regard will not improve. It is imperative that intensive efforts are made to analyse the main causes of drop-outs which varies from region to region, State to State and even block to block and to solve them on war footing by adopting cause oriented approach in place of uniform measures so as to ensure that elementary education is imparted to the millions of educationally deprived children in the country.

The integral feature of the non-formal education programme should be to help students to improve living conditions by acquiring technical skill and education in community living. It is desirable to improve the relevance of the contents of courses to existing realities of life, the methodology and the organisation of the education programme so that on the one hand the children do not get alienated from the socio-economic entity of the family and the community and on the other hand, those who want to revert to their family occupation are helped to do so with better knowledge and improved skills relating to their occupation. It is absolutely necessary that quantitative expansion of the education programme is accompanied with a similar improvement of quality. In the opinion of the Committee, there should be decentralised curriculum which should be made interesting and relevant to the needs and environment of children. Appropriate non-formal education facilities should be introduced at places where high drop-outs incidence rate is observed.

16. Simultaneously, steps should be taken to improve physical conditions of schools and they should be located in reasonably modest buildings. As far as possible the schools should also be within the walking distance of the students. It would be desirable to attract more and more students by giving various types of incentives. The Committee, in this connection appreciate the incentives of the uniforms, mid-day meals, shoes, books etc. provided by certain States and would like the Government to initiate introduction of similar measures all over the country.

### *(iii) Parental and Children Attitude*

17. The study conducted in 1985 as detailed above revealed that most of the educationally disadvantaged groups are in rural areas, in tribal, hilly desert habitations or remote hamlets. During this evaluation, parental attitude turned out to be one of the most important reasons for children dropping out of schools. The main reasons for parents not sending their children to schools are their utilisation elsewhere, futility in the education system, their lack of

understanding and their poverty. The Committee were informed during evidence that habitation with a population of 100 in general and 200 in hilly, tribal and desert areas is to be provided with a primary school. According to the Fourth All India Education Survey which took place in 1978-79 there were 1.9 lakh habitations without any school at all. However, the Committee were informed that the Fifth All India Education Survey is being conducted by NCERT and its results will be available in June/July, 1988. The programme of action for the National Policy on Education 1986 specifies that detailed school mapping exercise to prepare a master plan of universal provision of facilities for elementary education will be undertaken to ensure that every habitation which can potentially have 50 children in the primary school should be provided one upper primary school on primary school catchment basis. It also plans for residential schools, hostels and ashram schools for persons belonging to SC/ST and other backward sections. It was also brought out that efforts will be made on the lines of mobile creches to set up special schools for specific duration for building and construction workers and other category of people who shift their residence. Action has been taken by NIEPA to provide guidelines to the States for the school mapping exercises. The committee hope that the Government would examine the findings of the Fifth All India Education Survey in depth so that all socio-economic factors regarding the progress of elementary education are analysed critically and appropriate follow up action taken promptly. The problem of parental attitude occurs mostly in regard to rural children. The Committee is of the opinion that the safest way to attract and retain children in schools is to reduce the burden of the school going children on the parents by provision of midday meals, school uniforms, books, etc. In addition and more importantly, a changeover from the knowledge oriented bookish curriculum by an activity centred work oriented curriculum is essential both to help the child acquire interest in school and in addition as well as to show the parents that the children are being equipped for earning a living. In the absence of these much needed changes both in the attitude of children and parents, the Programme of universal elementary education will remain a distant dream.

(iv) *Child Labour*

18. The Non-Formal Education Programme is also expected to provide educational opportunities to the working child in a manner that adapts itself to his specific need. The estimates of the number of child labour very widely. During evidence the Education Secretary had stated that according to the last National Sample Survey, the number of children who were working for wage—employment might be approximately 190 lakhs. The national wide survey on working children conducted by the Operation Research Group during 1980-81 indicated that there were about 440 lakh working children in the widest sense of the term out of which earning children accounted for only 23 lakhs. Of these, 440 lakh working children nearly 79% were in rural areas and

the remaining 21% in urban areas. Two-third of these children were between the ages of 12-15. Illiterate children constituted 64.2% of the total working children. Among these, girls out-numbered boys. Household and family business are the two major occupations that together engage nearly 59% of the total children work force. During evidence, the Secretary Education has admitted that a very large number of children in the relevant age group are in fact working and are unable to attend school.

19. From the nationwide survey on Working Children conducted in 1980-81 by the Operation Research Group, the Committee find that out of 440 lakh working children about two third were between the ages 12-15. Presumably the remaining 1/3 were in the age group 6-11. The Committee would like to know as to how many of these were in the age group 6-9 and how many of them were actually earning for wage employment. The Committee apprehend that a substantial number of children in this age group may not be working for wages employment and consequently, there may be other reasons for children of this age group not going to schools. The Government should investigate the reasons for this state of affairs and take appropriate remedial measures.

The Committee also note that the Secretary Education had informed them that the number of children who were working for wage employment might be approximately 190 lakhs whereas the survey on working children conducted by Operation Research Group indicated their number as 23 lakhs. The Committee would like the Government to look into these variations with a view to find out the actual number of such children to that the exact magnitude of the problem could be assessed. The Committee may be apprised of the further outcome of these developments.

20. Under Article 24 of the Constitution of India "No child below the age of 14 years shall be employed to work in any factory or mine or engaged in any other hazardous employment". For the welfare of the future citizens provisions have been made in the Constitution and its various statutes : in Articles 15, 23, 24, 39, 42, 43 and 45 of the Constitution and in 13 major legislative enactments. The Factories Act, 1948 ; the Mines Act, 1952 ; the Plantation Labour Act, 1951 ; the Merchants Shipping Act, 1958 ; the Motor Transport Workers Act, 1961 ; the Dock Workers Regulation and Employment Act, 1948 ; the Children (Pledging Labour) Act, 1933; the Employment of Children Act, 1938; The Apprentices Act, 196 ; the Bidi and Cigar Works (Conditions of Employment Act), 1966 ; the Contract Labour (Regulation and Abolition) Act, 1970 ; the Radiation Protection Rules, 1971 ; the Atomic Energy Act, 1962 ; the various shops and establishments acts and children's acts of the different States, contain provisions for protection of the rights of children and safeguarding their welfare. These acts restrict the hours of work, stipulate the rest period and leave, fix the minimum age of employment and the minimum wages and provide protection against exploitation.

21. However, the provisions made under these acts are not uniform. In fact, even the definition of a child in terms of age differs from act to act. Whereas the Factories Act prohibits children below the age of 14 from working in any factory, the age limit in the Mines Act is 15 years and only 12 in the Plantation Labour Act. Similarly, the Factories Act limits the working hours for children and adolescents (defined as those above 14 and below 18 years of age) to four and a half hours, the Plantation Labour Act to six and the various State shops and establishment acts have different time stipulations ranging from six to eight hours.

22. These discrepancies and other minor differences apart, the provisions of these acts constitute a mighty statutory bulkwork albeit theoretical against the exploitation of the defenceless young. However, these laws are being more honoured in breach than in observance throughout the country. The notorious Sivakasi match industry in Tamil Nadu employs 45,000 children, some of them barely five years old. In direct contravention of the laws, these young workers are made to work in an unsafe and hazardous environment for 10 to 15 hours a day. And the compensation for this gruelling routine is a measly wage of 50 paise to Rs. 3 per day. There are similar cause of exploitation of children in the various parts of the country.

23. The Committee express deep concern over the appalling conditions of exploitation of children in the country and recommend that effective measures should be taken by the Government to provide education to these children in easily accessible schools and at such time when they can attend school. There could be an enormous motivation among these children to study provided learning can be an exciting adventure. Simultaneously, it will also be necessary to bring about a change in their parental attitude apart from taking suitable steps to reduce the incidence of drop-outs among these children as a large number of them opt for odd jobs in the absence of any proper guidance. The Ministry of Labour should also enforce the Acts to safeguard the rights and welfare of working children strictly and exemplary punishment should be imposed on persons violating the relevant laws. The Ministry should examine the matter in greater depth with a view to ensure their effective implementation, and if the provisions require amendment to make their enforcement effective and practical, the Government should take necessary steps in the matter with due promptitude after taking the advice of experts so that the exploitation of the children in the country is brought to an end within a time frame. The Committee would like to be apprised of further development in this regard.

(v) *Teacher Absenteeism*

24. Teacher absenteeism has been described as one of the main causes of deterioration on the quality of education in schools. The problem of teacher absenteeism is a complex one involving personal management of the teaching

community in which lack of discipline is an essential component. In this connection, the Ministry of Human Resource Development have stated that the question of appropriate recruitment is most relevant, since, it is found that recruits having high qualification, selected on merit on the basis of their qualifications and performance, are unwilling to serve in rural areas. where the problem of absenteeism is the greatest. The Secretary, Deptt. of Education, stated during evidence that this problem can be dealt with by improved personnel policies and a number of other things, but in the ultimate analysis, it can be solved only if people begin to assert that they will have education which is appropriate for their children. He had further stated that the Government had made a start by training young men and women in understanding what is involved in management of education and what accountability of teachers means. It was also brought out that conscious effort is also envisaged by the Government towards personnel management of teachers, including their accountability, and enforcement of discipline and professional motivation to solve this problem of teacher absenteeism. Apart from teachers absenteeism the problem of teachers not teaching satisfactorily or not teaching at all was also brought out during evidence. The Committee are surprised to note the reply of the Government that "no specific step at the level of the Central Government appears to be warranted as this is essentially an operational problem to be managed by State Governments". The Committee feel that the problem of teacher absenteeism is a problem of significance to the nation and urge the Government of India to consider this problem with greater care and take effective remedial measures with due promptitude so that the problems of absenteeism of teachers and those of incompetent, inadequate and ineffective teaching are sorted out. The Committee were informed during evidence that the National Institute of Educational Planning and Administration has been asked to work out how educational institutions can be really made accountable to the local community as simple solutions do not work in this regard. The Committee was also informed that there were no detailed guidelines regarding what kind of local accountability should be created. The Committee hope that the aspects of absenteeism and incompetence, inadequacy and ineffectiveness of teachers would also be given due consideration by the above Institute in consultation with the State Governments and necessary guidelines will be issued to them so that the accountability of the basic education system to the local community is ensured. The Committee would also like the Govt. to consider the efficacy of training of teachers after recruitment in consultation with experts in the field. The Committee would like to be apprised of further developments in this regard.

## CHAPTER II

### PROGRAMME UNDERTAKEN AND FINANCIAL OUTLAY

25. In supporting Non-Formal Education, the erstwhile Union Ministry of Education had been operating the following Programmes/schemes under Central initiative and with Central Financial inputs :

- (i) Grants to 9 educationally backward States for setting up and running NFE centres.
- (ii) Grants to Voluntary Agencies/Organisations in the 9 educationally backward states for setting up and running NFE centres.
- (iii) Assistance to academic institutions and Non-Govt. Organisations for experimentation and innovation in the field of Non-Formal Education.
- (iv) Central Commodity assistance in the form of paper to all States/Union Territories.

In addition to above, Central assistance was also provided from 1983-84 for boosting the enrolment of girls for Formal or Non-Formal Elementary Education through the following schemes :

- (i) Grants to 9 educationally backward States for setting up and running of NFE Centres exclusively for girls.
- (ii) Recruitment of lady Teachers in Primary Schools in the 9 educationally backward States.
- (iii) Scheme of "Incentives/Awards to States/Union Territories for excellence in the performance of girls enrolment".

26. Against the total budget allotment of Rs. 9479.28 lakhs in the years 1979-80 to 1985-86, the Ministry of Education released Rs. 7754.91 lakhs to States Union Territories, Voluntary agencies, etc. for implementation of the above the programmes as per details given below :

(Rs. in lakhs)

Schemes	Budget Outlay	Grant Released upto 1985-86
1. NFE Centres 50 : 50 basis	4089.40	3856.00
*2. SIDA Papers	2099.52	1367.99
3. Incentives/Awards Schemes	1420.75	1286.50
4. NFE Centres 90 : 10 basis	817.76	595.83
5. NFE Centres 100% basis	—	63.40
6. Innovative Projects 100% basis	87.85	3.40
7. Appointment of Lady Teachers 80: 20 basis	964.00	581.79
<b>Total</b>	<b>9479.28</b>	<b>7754.91</b>

#### A. Programme of Non-Formal Education

##### (i) *Implementation of the Programme*

27. At the Centre, the programme was to be implemented by the then Ministry of Education through the National Council for Educational Research and Training which was to provide the academic guidance and support necessary to the State Departments/Directorates of Education and the State Councils for Educational Research and Training, wherever, in existence. The Ministry of Education was mainly responsible for overall administration of the scheme which included release of funds as per requirements of States, utilisation of funds and co-ordination of the activities of the various agencies involved in the programme.

At the State level, the State Departments/Directorates of Education who performed the functions of the disbursement of funds, were responsible for actual implementation of the project by keeping a watch over its progress and sending feed back to the Centre.

*(ii) Provision of funds*

28. The scheme was initiated in 1979-80 with a provision of Rs. 320 lakhs. The Ministry of Education, after scrutiny of proposed demands of the State Governments, however, released Rs. 4991.00 lakhs upto 1986-87 against Budget allocations of Rs. 5224.43 lakhs to the 9 educationally backward States as per details given below :

Year	Budget	Amount	<u>Amount spent</u>	Commulative	Percentage
	allocations	of grant released	As per Minis- try's record	As per A.G. Reports	unspent balance as per Ministry's record
1979-80	320.00	199.76	24.11	24.11	175.65
1980-81	130.00	61.38	141.12	141.16	95.92
1981-82	380.00	358.78	276.95	268.90	177.75
1982-83	485.00	462.07	484.27	444.73	155.55
1983-84	732.00	731.62	721.16	710.53	166.01
1984-85	927.50	927.00	856.62	866.20	248.42
1985-86	1115.40	1115.39	1165.12	—	187.15
1986-87	1135.03	1135.00	967.49	—	198.23
<b>Total</b>	<b>5224.43</b>	<b>4991.00</b>	<b>4636.84</b>	<b>198.23</b>	<b>4</b>

The matter of shortfall in the coverage of NFE programme and the high unspent balance was taken up with the State Governments. Most of the State Governments stated that coverage had increased since the inception of the programme in their States.

29. The Committee find a number of discrepancies in the figures reported by State Accountants General and those in Ministry's records under the Head 'Amount Spent'. The Committee desire that these discrepancies should be reconciled/settled on a priority basis under intimation to them.

30. The Seventh Plan outlay for non-formal education was Rs. 12,629 lakhs initially of which Rs. 9506 lakhs were earmarked for this scheme. However, the Government of India, has approved in May, 1987 the revised scheme of non-formal education with an outlay of Rs. 23,044 lakhs upto 1990. The Committee hope that with the increased financial outlay for the programme, the Government would be able to cover by 1990 all the children in the age group 6-10 either under formal system of Education or under the scheme of Non-formal Education as envisaged in the New Education Policy. The Committee hope that the implementation of this scheme would be monitored by the Ministry periodically and all impediments are attended to promptly.

(iii) *Pattern of Finance*

31. The expenditure on the scheme was to be met by the Central Government and the State Governments in the ratio of 50 : 50 in the beginning. However, when the release of funds to the States started in January 1980, Central assistance for academic and administrative inputs was provided on a 100% basis and the costs of running NFE centres were shared between the Centre and the States on 3 : 5 basis i.e. for every 3 NFE centres funded out of Central Sector Provision, a minimum of 5 centres were to be funded by the State Sector Provision. The norms of assistance were, again, revised from 1 April, 1982 liberalising the rates of assistance for setting up and running NFE centres on 50 : 50 sharing basis on all approved items taken together.

32. Not only the pattern of finance has been changing during all these years but at the same time States were also not told about the continuance of the Central assistance beyond Five Year Plan. Thus the States were uncertain about the continuance of the Central assistance. The Education Secretary has also admitted during evidence that the States are reluctant to utilise the funds provided by the Centre because they are not sure about the duration for which Central assistance would be available.

33. It is disquieting to note that neither the Ministry nor the Planning Commission ever thought of preparing a perspective plan for education.

Universal elementary education being a subject of national importance, it is imperative that long term understanding should be available to the States and the Central Government as to the sharing of funding responsibility for this gigantic task and it should have been possible to have a planning on a fairly long term basis. Since the New Education Policy envisages to provide free and compulsory education to all children upto 14 years of age by the year 1995, the Committee recommend that while assuring the States/Union Territories regarding continuance of the Central assistance for Non-Formal Education Programme, the Government should formulate a long term plan with a view to achieving the objective within the stipulated time.

*(vi) Shortfall & delay in releasing the grants*

34. Shortfall in the grants released vis-a-vis the allocations was stated to be due to late receipt of proposals from the State Governments and delay in release of grants by the Ministry of Education. From the replies of the Government, it is seen that the proposals from the State Governments are usually called in May/June every year and the grants released during the last quarter of the year. In this connection, Ministry of Human Resource Development have stated that it is for the States to ensure that proposals are received by the Government of India in time. The procedure for release of grants to State Governments necessarily takes time due to the levels through which sanctions have to be obtained. The Ministry have further stated that scrutinising the proposals requires the calling for further information in some cases from the State. Governments which leads to further delay.

As the procedure being followed now results in unnecessary delay in releasing grants to the States, the Committee recommend that Government should release 50 per cent of the grants sanctioned during previous year in the beginning of the year and the funds so released may be adjusted against final allocations as it is all the more necessary to ensure continuous flow of funds to the States for their educational schemes.

*(v) Grant released in excess of norms*

35. The funds provided for assistance to the State Governments were distributed by the Ministry of Education in 8 sectors of the programme and norms were laid down to regulate assistance under each sector. A test check of the grant-in-aid records of the Ministry revealed that the Ministry sanctioned the grants-in-aid aggregating Rs. 209.27 lakhs in excess of the prescribed norms during the year 1979-80 and 1985-86. The Ministry, however, stated in February 1987 that the grants were released to the State Governments in excess of norms due to higher pay scales prevailing in the States and as the

principle of the scheme was to meet half of the cost of running it, the proposals made by the State Governments were accepted and 50% of the proposals were admitted without restricting to the norms laid down in the scheme.

36. The Committee is of the opinion that every care should be taken by the Government to prescribe realistic norms which should also take into account continuous inflation so that the norms fixed are adhered to and there are no occasions to deviate from the prescribed norms. They hope that in future Government would be careful in this regard.

#### B. Targets and Achievements

37. The Ministry intimated that the Sixth Five Year Plan (1980-85) envisaged enrolment of 180 lakhs additional children (Primary level : 117 lakhs and Middle level : 63 lakhs) against which 217 lakhs children were reported to have been enrolled by the end of 1984-85. The Seventh Plan lays down a further target of enrolling 264 lakh additional children. The target for both the Plans were fixed without spelling out the targets of coverage under Non-formal Education. The targets of opening the centres and enrolment of students in the 9 educationally backward States and the actual achievement reported against these targets by the State Government during the period from 1979-80 to 1985-86 were reported as under :

38. The Committee are concerned to note that against the proposed target of opening of 1.70 lakh general Non-Formal Education Centres and coverage of 56.83 lakh children by 9 educationally backward States during the years 1979-80 to 1985-86, 1.29 lakh centres with a coverage of 36.79 lakh children only could be opened resulting in an average shortfall of 24.4% in establishing Non-Formal Education centers and of 35.3% in coverage of non-enrolled children. The reply of the Government that 'the State Governments concerned, after the receipt of grant, had to decide on the location and number of centres and to make arrangements for instructors and materials, which took time and thus resulted in shortfall in their achievement, is totally unacceptable. In the opinion of the Committee, State Governments should have, before sending proposals to the Department, of Education, decided about the location and number of centres. Lamentably no advance action i.e. making arrangements for instructors and teaching material etc. was taken by the State Government thereby indicating that the matter did not receive the attention it deserved. At this stage the Committee can only express the hope that the Government would be careful in future in ensuring that the State Governments implement the scheme in a business like manner and will ensure that the instructions issued in this regard are scrupulously observed so that all slippages are attended to with efficiency and promptitude. The Committee would like to be apprised of further developments and remedial measures initiated in this regard.

Sl. No.	State	Proposed		Achievement reported			Shortfall		
		No. of Centres	No. of children to be enrolled (in lakhs)	No. of Centres	No. of children actually enrolled (in lakhs)	No. of Centre	Percen- tage	No. of children (in lakhs)	Percen- tage
1	2	3	4	5	6	7	8	9	10
1.	<b>Andhra</b>	22,120	5.53	16,440	4.10	5,680	25.7	1.43	25.8
2.	<b>Assam</b>	10,046	2.51	6,040	1.52	4,006	38.9	0.99	39.4
3.	<b>Bihar</b>	26,668	8.00	22,471	1.36	4,197	15.7	6.64	83.0
4.	<b>Jammu and Kashmir</b>	3,454	0.78	1,935	0.38	1,519	44.0	0.40	51.3
5.	<b>Madhya Pradesh</b>	15,312	7.96	15,312	9.21	—	—	(—) 1.25	—
6.	<b>Orissa</b>	13,600	6.74	7,000	4.97	6,600	48.5	1.77	26.3
7.	<b>Rajasthan</b>	10,446	3.92	10,083	3.61	363	3.5	0.31	7.9
8.	<b>Uttar Pradesh</b>	32,000	8.00	28,445	6.25	3,555	11.1	1.75	22.0
9.	<b>West Bengal</b>	36,585	13.39	21,017	5.39	15,568	42.6	8.00	59.7
<b>TOTAL :</b>		1,70,231	56.83	1,28,743	36.79	41,448	24.4	20.04	35.3

### C. Deficiencies in the Implementation of the Programme

39. The Committee have examined the cases of irregularities detected by Audit as a result of scrutiny of records in various States and the position of these cases is given in Appendix-II. Broadly the deficiencies related to not imparting training to instructors; delay in payment of remuneration to instructors; non-supply/late supply of teaching/learning material and equipment; abandonment, closing and shifting of non-formal Education centres; non-conducting of inspection of centres due to non-filling up of posts and enrolment of regular school going children as students of Non-Formal Education centres.

40. The Committee desire that the Ministry should vigorously pursue all the cases of deficiencies referred above to their logical finalities. The Ministry should ask the State Governments to thoroughly inquire in to the departmental failures/lapses which eventually had resulted in the occurrence of these deficiencies and establish a system of close and periodical monitoring and take suitable action against the officers held responsible for various deficiencies. The Committee would like to have a detailed report on the follow up action taken in respect of system improvement as well as in regard to individual cases and would like to be apprised of further developments in this regard.

### D. Monitoring and Evaluation

41. The then Ministry of Education did not have a proper system to monitor the progress of the NFE scheme in States provided with central assistance. However, a proforma seeking sub-headwise progress of various components of the scheme, was sent to the State Governments, requiring them to return it duly filled in along with their proposals for the next year. The Information supplied by the State Governments in this proforma was not comprehensive and at times, differed from one year to another. Further the Ministry did not verify the facts given in that proforma with the information received earlier as no consolidated record of progress of the scheme was being maintained in the Ministry.

42. At the State level also, the State Departments/Directorates of Education responsible for collection of relevant data from the field agencies/centres, did not adopt a uniform system to gather information about the progress of the programme, weaknesses of the operations and number of drop-outs, etc. In Andhra Pradesh, no returns, reports, etc. were prescribed to obtain information from the centres till 1984-85. In Orissa, though separate schedules for tryout were supplied no feed back information was available till 30 June, 1986. Again in Jammu and Kashmir, though reports/returns were

stated to have been collected from the field agencies, the information collected through them was not consolidated. In Rajasthan, it was noticed that data for the same period was reported differently on different occasions. In West Bengal, though reports/returns were submitted by the field agencies, neither the reports nor papers in support of compilation and collection of data were shown to Audit.

43. The Ministry of Human Resource Development had stated during evidence that "there have been weaknesses in the monitoring system in Government of India mostly because there was only a desk officer to look after this large programme." In this regard a representative of the Ministry of Human Resource Development also stated during evidence :

"Our basic requirement for ensuring success of this centrally sponsored scheme of Non-Formal Education will be an effective monitoring and evaluation system. The Bureau of Elementary Education ever since it came into existence a few months ago has been seized of this.....As regards the problem of monitoring and evaluation, it is not an easy problem. It is not a matter of returns being submitted by the State Governments..... It is more a question of trying an in-built monitoring system, an information system which is built into the working of the whole programme in such a way that there is a regular flow of data, a regular monitoring of what is going on and that the system of submission of reports at different levels has the effect of concentrating the attention of those who are engaged in the programme towards the objectives of the programme and their achievements in this regard."

He also added that :

"In the new scheme, they have envisaged a substantially detailed format which has been worked out, primarily for the purpose of supervision and monitoring, which was not there in the earlier scheme.... and that it was hoped to introduce this system shortly so that it would be operative in the next financial year.....The data which should come to the Centre was also worked out."

44. The success of any Central Sponsored Scheme depends on the efficacy of its monitoring system. Disappointingly, the fact that in the Ministry only a desk officer was appointed to look after this important programme of huge dimension is clearly indicative of the lackadaisical approach of the Government to monitor the progress of the programme. The States too acted in a casual fashion with the result that the data prepared by them and subsequently submitted to the Centre was totally inadequate thereby rendering the future process of monitoring totally obsolete. The Committee find that the proforma

seeking sub head-wise progress of various components of the scheme was drawn up in May 1984 for the receipt of proposals for the year 1984-85 although the scheme was in operation since 1979. The Committee note that although the new Education Policy envisaged a substantially detailed format primarily for the purpose of supervision and monitoring yet the same could not be put to use so far. Although the weaknesses in the monitoring system was brought to the notice of the Ministry by Audit in January 1986, they had taken more than 2 years in initiating effective steps to tighten the monitoring system. When this point was raised during evidence, the representatives of the Ministry could not explain the reasons for this state of animated suspension. Some of the States have stated that the programme could not be monitored due to shortage of staff for the purpose. During evidence, the representatives of the Ministry have stated that "the pattern of staff provided for new scheme will be able to take care of the work involved". It is also proposed to have a Seminar in which people concerned from the State Governments will have also a look at the scheme and comment on it, before it is given a final shape. With all these formalities, yet to be completed, the Committee apprehend that another precious year may unnecessarily be wasted though the Government are confident of achieving their objective of free and compulsory education for all children in the age group 6-14 by 1995. Not only the data should be received in time but it should also be ensured that the data supplied by various State Governments is accurate. It is imperative that a system is devised by which the data furnished by these States could be cross-checked. In the opinion of the Committee concurrent evaluation of the programme by an outside expert agency which may obtain the information directly and therefore not suffering from the bias of functionaries in the system, is an appropriate method to cross-check the data supplied by State Governments. The Committee hope that the new format for supervision and proper monitoring would be put to use from the year 1988-89 as promised and that the data so obtained would be cross-checked by introducing concurrent evaluation of the programme by an outside agency. The Committee would like to be apprised of further developments in this regard.

### CHAPTER III

#### NON-FORMAL EDUCATION CENTRES EXCLUSIVELY FOR GIRLS RELEASE OF FUNDS AND EXPENDITURE INCURRED

45. The Government of India released Rs. 595.83 lakhs to the 9 educationally backward States during 1983-84 to 1985-86 i.e. in 1983-84 (Rs. 59.12 lakhs), 1984-85 (Rs. 268.96 lakhs) and 1985-86 (Rs. 267.75 lakhs) for establishing and maintaining the approved number of centres exclusively for girls. The scheme has been continuing in the Seventh Plan with allocation of Rs. 2986 lakhs out of Government of India funds.

However, the revised scheme for NFE has been approved by the Government of India in May, 1987 wherein the allocation for the remaining period of the Seventh Plan has been revised. This scheme envisages that 1/3rd of all NFE Centres will be girl's centres.

46. The expenditure incurred by 9 State Governments out of Central grants of Rs. 595.83 lakhs was as follows :—

Sl. No.	State	Amount of Central grant	Expendi- ture As per records of the Minis- try	incur- red As per records of the State Accoun- tants General	Uns- pent As per records of the Minis- try	balan- ce As per records of the State Accou- ntants General
1.	Andhra Pradesh	33.48	33.48	27.59	—	5.89
2.	Assam	36.33@	31.28	30.88	5.05	5.45
3.	Bihar	174.23	48.34*	48.34*	125.89*	125.89*
4.	Jammu and Kashmir	1.65	0.64*	0.64*	1.01*	1.01*
5.	Madhya Pradesh	121.67	69.56	69.56	52.11	52.11
6.	Orissa	21.35	21.35	18.64	—	2.71
7.	Rajasthan	107.42	107.42	104.15	—	3.27
8.	Uttar Pradesh	75.87	63.71	63.71	12.16	12.16
9.	West Bengal	23.83	23.83	23.83	—	12.16

\*These figures do not take into account the expenditure actually incurred in 1985-86 as it had not been intimated to Government of India/Audit.

@The Central grant was shown as Rs. 36.59 lakhs by the State Government.

47. The Committee find a number of discrepancies in the figures reported by the State Accountants General and those in Ministry's record under the heads "Expenditure Incurred" and "Unspent Balances". The Committee desire that these discrepancies may be reconciled/settled with State Accountants General on a priority basis and the results thereof may be intimated to them.

48. It is also seen from the Audit Paragraph that the grants released by the Ministry at the fag end of the financial year could not be spent by these State Governments except West Bengal. In this connection, the Ministry of Human Resource Development have informed the Committee that in order to control the situation under the revised scheme, grants would be released to the State Governments in two instalments and it will be ascertained twice in a year as to how much the State Governments have been able to spend during the previous six months. The Committee would watch the results of the implementation of the scheme from the annual reports of the Ministry.

## **CHAPTER IV**

### **INCENTIVES/AWARDS TO STATES FOR EXCELLENT PERFORMANCE IN THE FIELD OF GIRLS' ENROLMENT**

49. To accelerate the programme of "Universalisation of Elementary Education" and to give recognition for excellence in performance for the spread of girls' education, a scheme of Incentives/Awards to States/Union Territories was framed in September 1983. The scheme provided for the following categories of awards :—

- (i) Best Panchayat : 410 Nos.
- (ii) Best Community Development Block : 150 Nos.
- (iii) Best Tribal Development Block : 50 Nos.
- (iv) Best Districts : 65 Nos. (Reduced to 31 in 1984-85)
- (v) Best States for NFE Programme : 3 Nos.
- (vi) Best States for Girls' Enrolment in Formal Education : 3 Nos.

50. A National Level Committee under the Chairmanship of Education Secretary was constituted in January, 1984 for finalising the awards in various categories on the basis of proposals received from the State/Union Territory Governments. The awards amounting to Rs. 621.00 lakhs and Rs. 665.50 lakhs in 1983-84 and 1984-85 respectively were approved by the National Committee after evaluation of performance and sanctioned to selected State Government/Union Territories out of Budget allocation of Rs. 1420.75 lakhs.

51. The award money given for the best Panchayat, best Community Development Block, best Tribal Development Block and best District was to be utilised for improvement of facilities e.g. buildings, provision of safe drinking water, construction of toilet blocks for girls, provision of lighting facilities, purchase of teaching aids, etc. in the elementary schools in the panchayat, community development blocks, tribal development block and in the selected district, as the case may be. Awards given for the best three States showing excellent performance in the enrolment of girls under Non-formal Education Programme, were to be utilised for increasing the coverage of girls, particularly those belonging to economically weaker sections through NFE centres and those given for best three States in order of merit (Formal Education) were to be utilised in construction of primary school buildings, preferably in the backward districts of the State concerned.

52. The Committee find that against allocation of funds of Rs. 1286.50 lakhs during 1983-84 and 1984-85 under the scheme of incentives/awards, no expenditure was sanctioned by the 5 States/Union Territories against the released amount of Rs. 68.25 lakhs to them. The Government of Jammu & Kashmir also did not report any progress of utilisation of Rs. 7.25 lakhs released to them. The Committee are concerned to note that the actual utilisation till 31 March, 1986 was to the extent of only Rs. 326.77 lakhs out of Rs. 1211 lakhs released to various State Governments and as such 73% of the award moneys remained unutilised. The Committee would like to know whether the Ministry have investigated the reasons for not utilising Rs. 884.23 lakhs lying with the States/Union Territory Governments. The non-Utilisation of award designed for increasing the coverage of girls also resulted in the denial of the benefit to those girls who have crossed the particular age for admission in NFE centres. As these delays result in escalation cost of intended improvements in facilities, the Committee recommend that the Government should take appropriate measures to ensure proper and timely utilisation of these funds.

53. Audit have also pointed out that an expenditure of Rs. 181.23 lakhs was incurred on items not covered under the scheme of incentives/awards. The Committee are surprised to note from the reply of the Government that the utilisation of awards in contravention of the conditions was basically the concern of the respective State Governments. The Committee recommend that the cases pointed out by Audit should be taken up with the defaulting States/Union Territory Governments to their logical conclusions and Committee apprised of further developments. The Govt. should coordinate in getting the matter finalised in consultation with States/UT Govts. and Audit.

## CHAPTER V

### RECRUITMENT & TRAINING OF LADY TEACHERS

54. One of the major problems concerning enrolment of girls was paucity of lady teachers. In 1978-79, according to the Fourth All India Educational Survey, out of 16 lakh teachers in the country, the no. of female teachers was only 4.36 lakh (27 per cent). In the 9 educationally backward States, their number was 1.81 lakhs only. As these States were not in a position to recruit more lady teacher, for want of funds, the Central Government introduced a scheme of 'Central support for the recruitment and training of lady teachers for primary schools in there 9 educationally backward States with effect from 1st January, 1984 with the twin aims of increasing the enrolment of girls and passing on the benefits of employments to weaker section of the society.

55. Eighty per cent of the expenditure on salary and training of lady teachers was to be borne by the Central Government and the remaining 20 per cent by the respective State Governments out of their own funds. For the purpose of Central assistance, an average monthly salary of Rs. 700.00 including allowances with an annual increment of Rs. 15 was taken as norms of assistance.

56. For recruitment and training of lady teachers in these 9 educationally backward states, the Ministry released during the period from 1983-84 to 1985-86 grants aggregating Rs. 581.80 lakhs against the budget allocation of Rs. 964 lakhs and the expenditure incurred was Rs. 244.12 lakhs. The Committee deprecate that only 41.19 per cent of funds released to various states were utilised for the purpose. They would like to know the reasons for not utilising the funds released by the Central Government and the steps taken to ensure that such a situation does not recur in future.

57. The above scheme originally envisaged appointment of 8000 lady teachers in 1983-84 and 6000 more each year thereafter upto 1986-87. The Planning Commission, while according approval to the scheme of "recruitment of lady teachers for primary schools" reduced the target from 8000 to 2000 in 1983-84 and to 6000 in 1984-85. However, the scheme was permitted to be continued during 1985-86 without contemplating any increase in the number of teachers.

58. The Committee would like to know the actual number of lady teachers recruited in various States so far. The State-wise details regarding number of lady teachers given training and the expenditure incurred on them in 1983-84 onwards may also be furnished to the Committee.

## CHAPTER VI

### ASSISTANCE TO VOLUNTARY AGENCIES/ORGANISATIONS

59. The Scheme of Non-formal Education provided for gearing up of efforts of voluntary agencies/organisations to take up Non-Formal Education Programme. Grants were to be given to voluntary agencies/organisations with sufficient standing and experience belonging to 9 educationally backward States as per norms as were applicable to such Non-formal Education centres run under the Government auspices. The audit paragraph has pointed out cases of delay in sanction/release of grants to voluntary agencies/organisations and non-receipt of utilisation certificates from them. Further only, 28 out of 69 voluntary agencies were test checked by Audit. The Committee would like the Government to analyse in detail the reasons for delay in the issue of sanction release of grants and the question of non-receipt of utilisation certificates. It is imperative that all the prescribed conditions for the release and utilisation of grants are scrupulously adhered to and the Government should take necessary steps in the direction. Centres opened by other 41 voluntary agencies should also be got test checked and Committee apprised of the results of these test checks.

## CHAPTER VII

### WORK EXPERIENCE AND VOCATIONAL EDUCATION

#### (i) *Work Experience*

60. In his scheme of Basic Education, Mahatma Gandhi had assigned a central place to manual work and craft education. According to Gandhiji the process of education in the first years of schooling should centre around some form of manual and productive work related to the local environment. The Kothari Commission (1964-66) had also recommended the introduction of Work Experience as an integral part of general education at all levels. Work Experience was to serve as a corrective to the academic and bookish character of education and as a link between education and productive work. In keeping with this recommendation, the 'Curriculum for the Ten Year School—a Frame Work' (1975) of the NCERT included Work Experience as an integral component of school curriculum. The Ishwar Bhai Patel Committee (1977) which reviewed the NCERT's document, came forward with the concept of Socially Useful and Productive Work (SUPW) as a central component of the Ten-Year School Education. It described SUPW as a purposive and meaningful manual work resulting in either goods or services which are useful to the community. Accordingly, Work Experience/SUPW was introduced in school education in various parts of the country, especially in those States which had introduced the 10+2 pattern of education.

61. The National Working Group of Vocational Education (1985) headed by Dr. V.C. Kulandaiswami also recommended introduction of SUPW/Work Experience for primary, middle and secondary school levels throughout the country. The Working Group recommended that for primary stage production of finished goods and their saleability may not be insisted upon but the awareness of the world of work through participation in productive processes should be the aim for eventual development of the learner as a productive worker.

62. The Committee desire that the Work Experience programmes should aim at participation in well-designed production and service oriented projects for more intensive skill development and pre-vocational preparation at middle stage and linear extension of these activities at the secondary stage.

63. The National policy on Education (1986) has assigned a very important role to Work Education in the school curriculum at all stages. It suggests "Work Experience viewed as purposive, meaningful manual work organised as

an integral part of learning process and resulting in either goods or services useful to the community is considered as essential component at all stages to be provided through well structured and graded programmes".

64. Although SUPW/Work Experience forms an integral part of curriculum in many States at the primary stage of education, yet the Committee feel the actual implementation both in coverage and quality leaves much to be desired. At the middle school stage, SUPW/Work Experience programmes should aim at developing confidence and skills to students to enter the world of work directly or through certain occupational training courses. The Committee are unhappy to note that the NCERT has not yet evolved a suitable programme of work experience in schools. While primary responsibility in implementation of the guidelines laid down in the National Policy on Education is that of State Governments, it is desirable that Central Government should explore the possibility of evolving a centrally sponsored scheme. The Committee are of the firm opinion that the Central Government should at least take responsibility for introducing work experience programme in Non-Formal Education and provide for adequate financial assistance to all the States.

(ii) *Vocational Education*

65. Despite the priority accorded to this programme in the 1968 National Policy as well as in successive Five Year Plans, the implementation of the programme since its inception has remained with the States. A Centrally-sponsored scheme was launched by the Government of India in 1977, to promote the spread of vocationalisation and to consolidate it on a regular basis. The scheme was, however, discontinued in April 1979, pursuant to the decision of the National Development Council, and out-lays earmarked therefore merged with the State Plans. Vocational courses at the higher secondary stage are presently available only in 11 States and 4 Union Territories and the coverage remains at 2.5% of the total number of students entering the higher secondary fold. There are, however, many difficulties and short-comings in the present implementation of the programme. Some of these are stated below :—

- (i) Vocational education was identified with the +2 stage of 10+2 system and those States which did not switch over this pattern did not introduce vocational courses also.
- (ii) Vocational education demands investments of a higher order compared to ordinary courses. The States have been unable to find resources of the order required.
- (iii) Vocational institutions find it difficult to obtain the services of properly qualified teachers.

66. Explaining problems faced in vocationalisation in the country, the Secretary, Department of Education had stated during evidence :

"The problem of vocationalisation in a country like ours is a very curious one. Ours is a country where every educated person wants to become some kind of a brahmin. They do not want to do work with their hands. They consider that those who work with their hands are inferior. It is very very difficult to help people get over this characteristic.

Secondly, if we can create a system of vocational education where employment could be more or less guaranteed then it will be welcome. If we can create a system in vocationalisation where basically two things should happen—one vocational training should be of good quality the second thing is that vocational education should get linked with employment and self-employment.....

Only then vocational courses will become the most wanted courses.... If you can assure that 80 per cent of the persons who pass it, i.e., these courses, will get employment, then you will see that parental attitude will change.....If we can make a break from.....the inherited system of work of employment to a new type of system where a person is given the social perspective and young people are trained and nurtured properly, then we can have a society where you have large number of experts."

67. In this connection, the Ministry of Human Resource Development have informed the Committee that the need for a decisive Central role in vocationalisation has now been universally accepted. Whereas work experience aims at inculcating dignity of labour while in the process allows the students to acquire some skill also, the Vocational Education aims at acquisition of skill sufficiently to allow employment/self-employment. Because of this, vocational courses envisage development of sufficient skills and, therefore, should emphasise practical work leading to development of skills. The NCERT has assessed that for this about 70% of the time in school programme should be devoted to vocational theory and practice. Thus at a stage at which a vocational course is being taught, pursuit of other courses will necessarily be limited. Also since education in first 10 years is a continuum and aims at providing the basic minimum education to students in various subjects in an undifferentiated manner, vocational courses at this stage will necessarily require substantial reduction in other subjects. Therefore, the Government is endeavouring to assist vocational courses of acceptable quality at plus 2 stage through the new centrally sponsored scheme and work experience at earlier stages and in other streams at plus 2 level. The National Policy envisages vocational courses after the secondary stage but these courses may also be made available after Class VIII.

It was intimated by the Government that the duration of individual vocational courses will differ from course to course. The Centrally sponsored scheme for vocational education envisages that the duration would range from 1-3 years depending on the content required to be imparted in each course. While larger programme would commence from July 1988, after necessary preparation, some of the States which had already taken steps in this direction would be assisted from the current financial year (1987-88) itself. 5,000 schools would be equipped with vocational facilities during the VIIIth plan period. Area vocational surveys would be carried out in the districts not surveyed under the earlier Centrally sponsored scheme and updated in the others. Curriculum and text books, work-books, curriculum guides and training manuals would be prepared for nearly 500 courses. Teacher training programmes would be organised for the full-time vocational teachers. The technical support system for research, development, training and evaluation would be strengthened and the NCERT and its Regional Colleges equipped to offer a variety of pre-service and in-service training programmes for teachers. The role of Technical Teacher Training Institutions (TTTIs) would be diversified to include preparation of resources material for vocational courses, the functions of the Regional Boards of Apprenticeship Training expanded to include training of vocational apprentices also. State-level institutions of research and development would be set up in some States and SCERTs augmented to cater to the needs of vocational programmes.

68. The Committee find that Vocational Education has suffered in the past because the programme remained marginal and weak and therefore, did not inspire confidence. The resources and facilities required in schools were not provided and the management/professional input at planning and implementation stage remained inadequate. Because of these factors, Vocational Education did not acquire the level of skills expected of them. Also the recruitment policy was not changed to favour recruitment of vocationally trained persons and the resultant unemployment of vocational students created a negative environment. Vocational Education will become attractive only if jobs are also assured for persons who are trained vocationally. The Government should draw up a long term policy also involving those in the Industry and there should be an interaction between the Industry and Education authorities so that vocational education becomes really useful and the parents and children are equally made aware of this. Accordingly, apart from taking care of these problems in the implementation, Government should involve the mass media to obtain full awareness and acceptance of the community for Vocational Education. As three years of the Seventh Plan have already elapsed, the Committee can not but emphasise the need for speedy implementation of this socio-economic programme.

## CHAPTER VIII

### SWEDISH (SIDA) PAPER FOR PRODUCING TEXT BOOKS AND OTHER INSTRUCTIONAL MATERIAL

69. Under an agreement signed on 21 January, 1980 between India and Sweden, Swedish Government, through Swedish International Development Agency (SIDA) agreed to provide cash assistance to the tune of 75 million Swedish Kroners equivalent to Rs. 14 crores for the purchase of about 20,000 MT of paper during the period 1979-84 for supply to States/Union Territories in India for producing text books and other instructional materials required for Non-Formal Educational Programme of elementary age-group children as part of the bigger programme of 'Universalisation of Elementary Education'. Task of procurement of paper was entrusted to the State Trading Corporation of India Limited (STC) a public sector undertaking. A matching provision of Rs. 14 crores equivalent to the cost of paper was made in the Central sector outlay for meeting expenditure on duties, handling, servicing, storage etc.

The Committee would like to know in detail the incidental charges estimated and actually incurred/booked under each of the above heads.

70. The Committee observe that a total quantity of 14039 MT of 3 different varieties of paper was procured and distributed to 27 States/Union Territories and the NCERT since the inception of the agreement in 1980-81 to the close of 1985-86. The Committee are concerned to note that against the budget estimates of Rs. 2099.52 lakhs, Rs. 1367.99 lakhs (850 lakhs—Swedish assistance and Rs. 517.99 lakhs—Government of India funds) were released upto the year 1984-85, and the STC could utilise Rs. 1319.85 lakhs only upto 1985-86.

71. It is surprising to note that the amount of cash assistance received from Sweden and also amount required for meeting expenses of incidental nature were released to the STC by the Ministry in advance. But advance/ deposit registers to watch their recovery/adjustment were not maintained in the Ministry. This has resulted in huge unspent balances with STC as per details given below :

Year	Budget	Funds	Expendi-	Cumula-
	Estimat-	releas-	ture in-	tive
	es	ed	curred	unspent
(Rupees in Lakhs)				
1980-81	420.00	420.00	—	420.00
1981-82	520.00	380.00	212.35	587.65
1982-83	565.00	450.00	495.69	541.96
1983-84	144.52	—	440.52	101.44
1984-85	450.00	117.99	0.46	218.97
1985-86	—	—	170.83	48.14

72. It is interesting to note that the unspent balance available with STC at the end of 1985-86, as per records of the Ministry, comes to Rs. 48.14 lakhs whereas the STC had reported unspent deposit of Rs. 50.81 lakhs with them. Although draft Audit Para was sent to the Ministry in January, 1986, no action was taken to reconcile the accounts till February 1987 when the Ministry informed that a check register had been drawn up to watch indents made with STC, allocations made to the State Governments and balances outstanding with the STC. The Committee deplore this state of affairs in the Ministry and recommend that responsibility should be fixed for not following the proper accounting procedure. They also urge that these figures should immediately be checked and reconciled with STC and Committee apprised accordingly.

73. While huge amounts of the Government funds were lying unspent with the STC on which no interest was charged by the Government, the latter charged 0.5% of CI & F value of paper amounting to Rs. 4.69 lakhs for meeting the bank expenses towards opening of the letters of credit/authority in favour of the suppliers. The Committee would like to know the reasons due to which interest on the Government funds lying unspent with the STC was not charged.

74. The Committee also note from the Audit Para that against the cash assistance of Rs. 14 crores agreed to by Swedish Government, an amount of Rs. 8.50 crores was released by the Government to the State Trading Corporation upto the year 1982-83. However, no Swedish assistance was released after that year. The Committee would like to know as to how the remaining assistance was utilised. In case, this assistance was cancelled due to non-utilisation of funds, the Committee recommend that strict action should be taken against the officials responsible for this lapse.

AMAL DATTA

NEW DELHI ;  
26 April, 1988  
6 Vaisakha, 1910 (Saka)

Chairman,  
*Public Accounts Committee.*

## APPENDIX-I

(vidy Para 1)

*[Para 37 of the Report of the Comptroller and Auditor General of India for the year 1985-86, Union Govt. (Civil) Vol I]*

### Universal Elementary Education in the age Group 6—14

#### 37.1 *Introductory*

37.1.1 Article 45 of the Constitution of India lays down that the State shall endeavour to promote, within a period of 10 years from the commencement of the Constitution, free and compulsory education for all children until they complete the age of 14 years. The target date was, however, revised to 1970 and then to 1976. To achieve this objective, the programme "Universalisation of Elementary Education" was included in the successive Five Year Plans and also in the new "20 Point Programme" launched in January 1982. Under the programme, it was proposed to achieve complete coverage of all children in the age group 6-14 by 1990, besides improving the quality of education by providing suitable buildings and adequate equipments.

37.1.2 While 898 lakh students were on roll in classes I to VIII in 1977-78, the Working Group on Universalisation of Elementary Education, set up in 1977 at the instance of the Planning Commission, estimated (February 1978) the number of non-enrolled children at 452 lakhs. Considering that children from the weaker sections of the community were not largely attracted towards formal schooling due to the socio-economic necessity of their augmenting their parental incomes and helping in household chores and keeping in view the fact that under the formal system of schooling at the elementary stage there was a drop out rate of 60 *per cent* from Class I to Class V and of 75 *per cent* from Class VI to Class VIII, the Working Group concluded that there was need to develop a programme of Non-Formal Primary Education on part-time basis (Non-Formal Elementary Education). The Working Group identified 9 educationally backward States, namely, Andhra Pradesh, Assam, Bihar, Jammu and Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal, in which the number of non-enrolled children (368 lakhs) was disproportionately large i.e. more than three fourths of the total non-enrolled children (452 lakhs) in the country. It was, thus, decided to give special support to these 9 States by introducing a massive programme of non-formal system of education among the children in age group 9—14.

37.1.3 The total enrolment in elementary classes both under formal and non-formal systems of education was estimated to be 1.121 lakhs by the end of Sixth Five Year Plan against the estimated child population of 1400 lakhs in that age group in 1984-85, leaving a backlog of about 279 lakhs non-attending children at the end of 1984-85. The population in this age group is, however estimated to be 1740 lakhs in 1989-90, by which date even if present pattern of development of education (both in terms of enrolment and its retention) continued, only 1273 lakhs children would be expected on the roll at the end of 1989-90, leaving a gap of 567 lakhs uncovered children.

### 37.2 *Programmes undertaken*

37.2.1 In supporting Non-Formal Education, the erstwhile Union Ministry of Education had been operating the following programmes/schemes under Central initiative and with Central financial inputs :—

- (i) Grants to the 9 educationally backward States for Non-Formal Education Centres (NFE Centres) set up exclusively for girls.
- (ii) Grant to voluntary agencies/organisations in the 9 educationally backward States and to academic institutions in other States also, for promoting experimentation and innovation including pilot projects in the field of Non-Formal Education.
- (iii) Central commodity assistance in the form of paper to all States/Union Territories.

In addition to above, Central assistance was also provided from 1983-84 for boosting the enrolment of girls for Formal or Non-Formal Elementary Education through the following schemes :—

- (i) "Recruitment and Training of Lady Teachers in Primary Schools" in the 9 educationally backward States.
- (ii) Scheme of "Incentives/Awards to State/Union Territories for excellence in performance of girls' enrolment".

### 37.3 *Financial Outlay*

37.3.1 Against the total budget allotment of Rs. 9,110.32 lakhs in the years 1979-80 to 1985-86, the Ministry of Education released Rs. 7,768.86 lakhs to the State/Union Territories, voluntary agencies, etc. for implementation of the above programmes.

37.3.2 A review of the expenditure incurred on these schemes during the years 1979-80 to 1985-86 revealed the following:—

#### 37.4 *Programme of Non-Formal Education*

37.4.1 *Implementation of the Programme* :—At the Centre, the programme was to be implemented by the Ministry of Education through the National Council for Educational Research and Training which was to provide the academic guidance and support necessary to the State Departments/Directorates of Education and the State Councils for Educational Research and Training, wherever, in existence. The Ministry of Education was mainly responsible for overall administration of the scheme which included release of funds as per requirement of States, utilisation of funds and co-ordination of the activities of the various agencies involved in the programme.

At the State level, the State Departments/Directorates of Education who performed the functions of the disbursement of funds, were responsible for actual implementation of the project by keeping a watch over its progress and sending feed back to the Centre.

37.4.2 *Pattern of Finance* :— The expenditure on the scheme was to be met by the Central Government and the State Governments in the ratio of 50:50. However, when the release of funds to the States started in January 1980, Central assistance for academic and administrative inputs was provided on a 100 per cent basis and the costs of running NFE centres were shared between the Centre and the States on a 3:5 basis i.e for every three NFE centres funded out of Central Sector provision, a minimum of five centres were to be funded by the State Sector provision. The norms of assistance were, however, revised from 1st April, 1982, liberalising the rates of assistance for setting up and running NFE centres on 50:50 sharing basis on all approved items taken together.

37.4.3 *Provision of Funds* :— The scheme was initiated in 1979-80 with a provision of Rs. 320 lakhs. An outlay of Rs. 2500 lakhs was further agreed to by the National Development Council for assistance during the period of Sixth Plan. Against this, the Ministry of Education, after scrutiny of proposed demands of the State Governments, however, released Rs. 2740.61 lakhs to the 9 educationally backward States as under:—

Year	Budget allo- cations	Amount of grant released	Amount spent		Cumulative unspent balances		Percentage of unspent balances as to the amounts of grants	
			As per Minis- try's Re- cords	As per State Accoun- tants Re- cords	As per Minis- try's Re- cords	As per State Accoun- tants Re- cords	As per Minis- try's Re- cords	As per State Accoun- tants Re- cords
(Rupees in lakhs)								
1979-80	320.00	199.76	24.11	24.11	175.65	175.65	88	88
(Last year of 5th Plan)								
1980-81	130.00	61.38	141.11	141.16	95.92	95.87	40	40
1981-82	380.00	358.78	277.42	268.90	177.28	185.75	39	41
1982-83	485.00	462.07	484.26	444.73	155.09	203.09	24	31
1983-84	732.00	731.62	721.67	710.53	165.04	224.18	19	24
1984-85	927.00	927.00	862.80	866.20	229.24	284.98	21	25
Total	2,974.00	2,740.61	2,511.37	2,455.63	229.24	284.98	8	10

NOTE :— Assam Government did not book expenditure out of Central grant separately in accounts. Total expenditure intimated by the State Accountant General was apportioned in the ratio of 50:50 as prescribed in the scheme and the Central share so arrived at, included in the Table. Against the total grant of Rs. 242.91 lakhs released by the Central Government during the period from 1979-80 to 1985-86, the State Government showed a receipt of Rs. 320.97 lakhs.

The Ministry stated (February 1987) that the high unspent balances arose due to preparatory work required to be done by the State Governments, such as appointment of staff, choosing locations for centres, procurement of equipment etc.

37.4.4 Against the Seventh Five Year Plan outlay of Rs. 9,506.00 lakhs, the Government of India released Rs. 1,115.40 lakhs during 1985-86 to the 9 educationally backward States. The State Governments of Andhra Pradesh, Assam, Jammu and Kashmir, Madhya Pradesh, Rajasthan, Orissa, Uttar Pradesh and West Bengal who had Rs. 1,185.67 lakhs on account of Central assistance during 1985-86 including unspent balances of previous year, reported the expenditure of Rs. 949.77 lakhs thus leaving an unspent balance of Rs. 235.90 lakhs (*19.9 per cent*) with them. Reports from other States were still to be received (December 1986).

37.4.5 Shortfall in the grants released *vis-a-vis* the allocations was due to late receipt of proposals from the State Governments and delay in release of grants by the Ministry of Education. The grants for the year 1979-80 i.e. first year of the programme, were sanctioned by the Ministry almost in the last month of the financial year and money was placed at the disposal of the State Governments through the Reserve Bank of India in April 1980. Subsequently, grants were released by the Ministry very late every year and no efforts were made to phase out their releases. The Ministry replied in August 1986 that the delay occurred partly because the State Governments' proposals were received late and partly due to final sanction of grants through various levels in the Ministry.

The funds provided for assistance to the State were distributed by the Ministry of Education in eight sectors of the programme and norms were laid down to regulate assistance under each sector. A test check of the grants-in-aid records of the Ministry revealed that the Ministry sanctioned the grants-in-aid aggregating Rs. 209.27 lakhs in excess of the prescribed norms during the years 1979-80 to 1985-86 as under :—

Sector of the Programme	Number of States in which case norms exceeded	Amount demanded by the States	Amount sanctioned by the Ministry	Amount admissible as per norms	Excess amount sanctioned
(Rupees in lakhs)					
(i) State Directorates of Education	8	20.81	12.71	6.32	6.39
(ii) Strengthening of SCERTs	7	28.92	26.42	13.72	12.70
(iii) Strengthening of Teacher's Training Institutes	6	113.54	91.52	64.44	27.08
(iv) Programmes	5	118.23	114.18	58.59	55.59
(v) Strengthening of Staff of Ministry of Education	—	—	—	—	—
(vi) NCERT Programmes	—	—	—	—	—
(vii) Assistance to Voluntary Agencies	—	—	—	—	—
(viii) Provision for setting up and running NFE centres by States	6	1,001.37	786.28	678.77	107.51
<b>Total</b>		<b>1,282.87</b>	<b>1,031.11</b>	<b>821.84</b>	<b>209.27</b>

Grants sanctioned in excess of the norms related to Andhra Pradesh (Rs. 66.19 lakhs during 1979-80 to 1985-86), Assam (Rs. 2.42 lakhs in 1981-82 and 1985-86), Bihar (Rs. 50.26 lakhs during 1979-80 to 1985-86), Jammu and Kashmir (Rs. 10.76 lakhs in 1981-82 and 1984-85), Madhya Pradesh (Rs 27.69 lakhs during 1979-80, 1980-81 and 1985-86), Orissa (Rs. 9.28 lakhs in 1979-80, 1981-82 and 1985-86), Rajasthan (Rs.12.88 lakhs during 1979-80 to 1985-86), Uttar Pradesh (Rs. 23.08 lakhs during 1982-83 to 1985-86) and West Bengal (Rs. 6.71 lakhs in 1981-82). The Ministry, however, stated (February 1987) that the grants were released to the State Governments in excess of norms due to higher pay scales prevailing in the States and as the principle of the scheme was to meet half of the cost of running it, the proposals made by the State Governments were accepted and 50 per cent of the proposal was admitted without restricting it to the norms laid down in the scheme.

**37.4.6 Targets and Achievements :—** The Sixth Five Year Plan (1980-85) envisaged enrolment of 180 lakhs additional children (Primary level : 117 lakhs and Middle level : 63 lakhs) against which 217 lakhs children were reported to have been enrolled by the end of 1984-85. The Seventh Plan lays down a further target of enrolling 264 lakhs additional children. The targets for both the Plans were fixed without spelling out the target of coverage under Non-Formal Education. The targets of opening the centres and enrolment of students in the 9 educationally backward States and the actual achievement reported against these targets by the State Governments during the period from 1979-80 to 1985-86 were as under :—

Sl. No.	State	Proposed		Achievement reported		Shortfall				%
		Number of centres	Number of children to be enrolled (in lakhs)	Number of centres	Number of children actually enrolled (in lakhs)	Number of centres	Percentage	Number of children (in lakhs)	Percen- tage	
1. Andhra Pradesh		22,120	5.53	16,440	4.10	5,680	25.7	1.43	25.8	38
2. Assam		10,046	2.51	6,040	1.52	4,006	39.8	0.99	39.4	
3. Bihar		26,668	8.00	22,471	1.36*	4,197	15.7	6.64	83.0	
4. Jammu and Kashmir		3,454	0.78	1,935	0.38	1,519	44.0	0.40	51.3	
5. Madhya Pradesh		15,312	7.96	15,312	9.21	—	—	(-1.25	—	
6. Orissa		13,600	6.74	7,000	4.97	6,600	48.4	1.77	26.3	
7. Rajasthan		10,446	3.92	10,083	3.61	363	3.5	0.31	7.9	
8. Uttar Pradesh		32,000	8.00	28,445	6.25	3,555	11.1	1.75	22.0	
9. West Bengal		36,585	13.39	21,017	5.39	15,568	42.6	8.00	59.7	
<b>Total</b>		<b>1,70,231</b>	<b>56.83</b>	<b>1,28,743</b>	<b>36.79**</b>	<b>41,488</b>	<b>24.4</b>	<b>20.04</b>	<b>35.3</b>	

\*Enrolment figures upto 1982-83 only. Information for 1983-84 to 1985-86 was not available with the State Government.

\*\*These are gross enrolment figures. The number of dropouts from them was not available.

The enrolment shown as achieved by the Government of Jammu and Kashmir includes enrolment of students in 60 NFE centres set up by them exclusively for girls. There was an average shortfall of 24.4 *per cent* in establishing NFE centres and of 35.3 *per cent* in coverage of non-enrolled children, major shortfall occurring in the States of Bihar, West Bengal, Jammu and Kashmir, Assam, Orissa and Andhra Pradesh. About shortfall, the Ministry replied in August 1986 that the State Government concerned, after the receipt of grant, had to decide on the location and number of centres and to make arrangements for instructors and material, which took time and thus resulted in shortfall. The matter was, however, stated to have been referred to the concerned States.

**37.4.7 Deficiencies in implementation :—** A scrutiny of records of Non-Formal Education centres in various States revealed the following deficiencies in implementation of the programme :—

- (i) ***Orientation/Training to Instructors*** :— One of the components of financial assistance for NFE Programme was provision of orientation/training not exceeding 4 weeks to instructors, but the State Governments did not fully implement this component of the programme. The State Government of Jammu and Kashmir did not arrange any orientation programme for its instructors. Out of 1805 instructors working in 1851 centres in 15 Education districts test checked in Orissa, only 382 were trained. In Rajasthan, against target of 19,100 instructors to be given orientation from 1979-80 to 1985-86, only 12,880 (67 *per cent*) were given this training. In West Bengal, out of 21,017 instructors in position at the end of 1985-86, 13,000 (62 *per cent*) only were given the orientation course. In Assam, though orientation course of 5 days was conducted for instructors of centres in the plain areas, no such orientation was provided to the teachers of centres established in hilly areas. The Ministry stated (February 1987) that this component of the programme was not implemented fully as facilities for training had to be expanded to cover the number of instructors targetted and that the number would pick up gradually.
- (ii) ***Remuneration to Instructors*** :— In some of the States, remunerations to instructors engaged in the NFE centres were either paid very late

or paid at rates lower than the approved rates of Rs. 105 per month for a primary level centre and of Rs. 125 per month for a middle level centre, which adversely affected the performance of the instructors and consequently of centres. In Andhra Pradesh, there was delay of 4 to 7 months every year in the disbursement of remuneration due to delay in issuing Government sanction for continuation of posts. This acted as a further disincentive to the instructors. It was noticed that 266 out of 540 instructors resigned in 3 districts covered in test check during the period 1980-81 to 1984-85. In Madhya Pradesh, the remuneration was not paid monthly but was generally paid at the end of the year. In Rajasthan, honorarium to instructors was paid at Rs. 50 per month in Jaipur district upto September 1983 and in Bikaner district upto January 1983. In Jaipur district, payment was generally made quarterly and on several occasions, it was 4 to 6 months late and in Bikaner and Sikar districts, there was delay of 1 to 7 months. In Uttar Pradesh, the delay in payments ranged from 3 to 15 months in 6 district test checked.

(iii) *Non-supply/late supply of teaching/learning material and equipment :—* Central grant at approved rates was provided to the State Governments for Providing teaching/learning material and equipment to the centres set up in the State. In some of the States, test checked, it was found that teaching/learning material and equipment were either not provided or provided late and in insufficient quantities as per instances given below :—

In 6 districts of West Bengal, 4.42 lakhs text books worth Rs. 2.93 lakhs (got printed in 1983-84 and 1984-85) were not distributed among the district inspectors of schools and voluntary organisations. After this was pointed out by Audit, 4.31 lakhs text books were distributed to them between June 1985 and January 1986. The number of books actually distributed among the centres was, however, not known (June 1986). In Jammu and Kashmir, the issue of books and other learning material was not regulated according to the number of students in the centres. In Orissa, a test check of records of State Council for Educational Research and Training revealed that 762 centres were not supplied essential materials, such as, slates, slate pencils, exercise books, lead pencils, chalks, etc. during the years 1984-85 and 1985-86, though a sum of Rs. 5.72 lakhs had been released by the State Government. 1735 centres

functioning between 1980-81 and 1985-86 in 13 Education districts, had no equipment, such as black-boards, reading material, etc. In spite of reading material for NFE centres having been developed for the State, text books supplied in the centres were those which were meant for formal schools as a result of which they were run like regular primary schools.

In Rajasthan, out of 5 titles developed for the first phase, only one was made available to the centres in the first two years and the rest were supplied in the subsequent years. Other teaching/learning material and equipment were supplied late by 2 months to 2 years and that also in insufficient quantities. Out of 687 centres in 5 districts of the State, 116 centres were not provided any equipment and 78 centres were not provided any reading material. Equipment was supplied late by 1 to 3 months to 267 centres, by 4 to 6 months to 70 centres, by 7 to 9 months to 48 centres and by over 10 months to 28 centres. Phase-II of the programme (i.e. opening of middle level centres) could not be started in the State as the syllabus for it, though completed in June 1983, was not approved by the State Directorate of Education till January 1984 which resulted in delay in printing of teaching material for second phase. State Council for Educational Research and Training expected to complete the work by the end of 1985-86 but the same was still pending.

In Bihar, stock books of 18 NFE centres in 2 districts showed that the teaching material was sent to the centres much after their start and that too in insufficient quantity and there was delay ranging from 6 to 30 months. In the District Education Office, Ranchi, teaching equipment received during 1980-81 to 1982-83, was lying in stock reportedly in damaged condition. Seventy centres in 4 districts of Uttar Pradesh were not supplied text books, exercise books, etc.

(iv) *Abandonment, closing and shifting of NFE centres* :—In West Bengal, out of 15,060 centres set up upto the year 1982-83, 434 NFE centres became defunct between 1980-81 and 1982-83 and an expenditure of Rs. 4.69 lakhs incurred on their establishment thus proved infructuous. Closure of these centres was mainly ascribed to the unwillingness of the instructors and lack of incentive to learners.

In Bihar, 84 NFE centres were not functioning in one district as the instructors left the job as they were not from the local area. In Orissa out of 1600 Middle level centres set up by the end of 1982-83, 1300 centres (579 in 1983-84, 101 in 1984-85 and 621 in 1985-86) were closed down owing to dearth of students. These were however, converted into primary centres. In Uttar Pradesh, inspection of centres in 4 districts during 1982-83 to 1984-85 revealed that 39 centres were not functioning.

In Rajasthan, 174 centres in 2 districts were either closed or shifted without imparting full course of studies on recommendations of Supervisors/Assistant Project Officers upto 1984-85. (Recommendations were, however, not made available to Audit). In 1985-86 also, another 125 centres were shifted/closed mainly due to the instructors leaving them for one reason or the other.

(v) *Inspection of centres not done due to non-filling up of posts.*—The Government of India provided from 1st April 1982 financial assistance at the rate of Rs. 180 per centre per annum for meeting the cost of Supervisors—one each for 40 centres. A test check of States' records revealed as under :—

In West Bengal, no Supervisors were posted in any of the 6 districts test checked till 1984-85, as a result of which the centres remained unsupervised. However, 40 Assistant Inspectors of schools were appointed in 1985-86 for all the 16 district of the State. Number of centres inspected and the results of inspection were, however, not available.

In Madhya Pradesh, no posts of Supervisors were created and filled in till 1983-84. Against the requirement of 382 posts, 200 posts were filled in February/March 1985. In Uttar Pradesh, against requirement of 560 supervisors, only 336 posts were sanctioned and out of this, only 112 posts were filled up.

Out of 175 posts sanctioned by the Government of Orissa between February 1984 and May 1984 for supervising 6,720 centres in the State, actual number of Supervisors appointed was not available.

In Rajasthan, though the grant for Supervisors was provided from 1982-83, an expenditure of Rs. 4.25 lakhs incurred by the State during 1980-81 and 1981-82 was adjusted against it. Supervision was not conducted to the extent required as in 5 districts, it was found that 11 to 41 *per cent* centres were not inspected by the Supervisors during the period from 1980-81 to 1985-86.

In regard to above deficiencies, the Ministry stated (August 1986) that in an experimental and large scheme like this, the likelihood of deviation from norms and guidelines was possible due to operational problems and that specific cases which came to the notice of the Government of India, were taken up with the concerned State for correcting the situation. The deficiencies, were, however, stated to have been referred to the State Governments Concerned for Comments.

### 37.5 Monitoring and evaluation

37.5.1 *Absence of monitoring system* :—The Ministry of Education did not have a proper system to monitor the progress of the scheme in States provided with Central assistance. A proforma seeking sub-head-wise progress of various components of the scheme, was being sent to the State Governments, requiring them to return it duly filled in along with their proposals for the next year. It was found that the information supplied by the State Governments in this proforma was not comprehensive and at times, differed from one year to another. The Ministry did not verify the facts given in that proforma with the information received earlier as no consolidated record of progress of the scheme was being maintained in the Ministry. The Ministry stated (August 1986) that the monitoring system had been weak although they examined progress made in implementation in each State once a year while sanctioning funds for the current year. The Ministry stated further in February 1987 that they had noted the weaknesses in the earlier scheme and timely and reliable monitoring was proposed to be included in the revised scheme for the Seventh Plan which was under formulation. The work of evaluation of the scheme was entrusted jointly to the National Institute of Educational Planning and Administration and the NCERT and a sum of Rs. 16.90 lakhs released to them in 1985-86 (Rs. 13.02 lakhs) and 1986-87 (Rs. 3.88 lakhs). The evaluation report was expected to be received by the end of 1986-87.

At the State level also, the State Departments/Directorates of Education responsible for collection of relevant data from the field agencies/centres, did not adopt a uniform system to gather information about the progress of the programme, weakness of the operations and number of drop-outs, etc. In Andhra Pradesh, no returns, reports, etc. were prescribed to obtain information from the centres till 1984-85. Returns were, however, prescribed during 1985-86 for collection of relevant data. In Orissa, though separate schedules for tryout were supplied, no feed back was available till June 1986. In Jammu and Kashmir, though reports/returns were stated to have been collected from the field agencies, the information collected through them was not consolidated. In Rajasthan, it was noticed that data for the same period was reported differently on different occasions. In West Bengal, though reports, returns were submitted by the field agencies, neither the reports nor papers in support of compilation and collection of data were shown to audit. The Ministry stated that the comments of the State Governments had been called for in August 1986.

37.5.2 *Age limits not observed* :—The programme of Non-Formal Education was meant for children in the age group of 9—14 years. In 15 Education districts in Orissa, it was noticed that out of total enrolment of 56,742 children

in 1851 primary level centres during 1985-86. 45,586 children (80 *per cent*) were below the age of 9 years and 3563 were below the age of 5 years. In Rajasthan, it was noticed that even regular school going children were enrolled as students of NFE centres. In Birpura centre at Udaipur, out of 15 girls enrolled, 12 were studying in regular schools. Similarly, in a centre in Sikar District out of 36 children enrolled there, 20 were going to regular schools. In Uttar Pradesh, it was found that 25 students in 4 centres of Varanasi district and most of the students of one centre in Dehradun district were regular students of primary schools of the villages concerned.

The Ministry replied (August 1986) that the programme of Non-Formal Education was a highly flexible one subject to the unenrolled and dropouts being covered under it. There should be nothing objectionable if age limit of students and enrolment in a centre was kept flexible because a student of some what higher age would need education as much as any other. As for enrolment in a centre, it also depends upon the response of children and local community to the programme.

### *37.6 Non-Formal Education centres exclusively for girls*

37.6.1 There were 456.19 lakhs unenrolled children during 1979-80 out of which 322.48 lakhs (71 *per cent*) were girls. Their percentage (i.e. girls) at the primary stage was 94, while at the middle stage, it was 58.

With a view to encouraging girls, especially those belonging to the target groups, the Ministry of Education and Culture initiated from 1st October, 1983 a Centrally Sponsored Scheme for establishment of 20,700 NFE centres exclusively for girls in the already identified 9 educationally backward States.

Central assistance was available for these centres at the rate of 90 *per cent* of cost at approved rates i.e. at the rate of Rs. 1903.50 per centre per annum in the first year and at Rs. 1678.50 per centre per annum in the subsequent years after excluding Rs. 250 on account of cost of equipment. Total Central assistance of Rs. 550 lakhs was committed for these centres from out of cash assistance made available by the Government of Sweden for the purpose during 1983-84 and 1984-85. The scheme had however, been continued in the Seventh Plan with allocation of Rs. 2986 lakhs out of Government of India funds.

37.6.2 *Release of funds* :—The Government of India released Rs. 595.83 lakhs to the 9 educationally backward States during 1983-84 (Rs. 59.12 lakhs), 1984-85 (Rs. 268.96 lakhs) and 1985-86 (Rs. 267.75 lakhs) for establishing and maintaining the approved number of centres. The assistance released during 1983-84 and 1984-85 was shown in the accounts of the Central Government as on purchase of "Paper for Non-Formal Education for Elementary Age Group Children", while actually it was spent on establishment of NFE centres exclusively for girls.

37.6.3 *Expenditure incurred* :—The expenditure incurred by 9 State Governments out of Central grants of Rs. 595.83 lakhs was as follows :—

Sl. No.	State	Amount of Central grant	Expenditure incurred		Unspent balances	
			As per records of the Ministry	As per records of the State Accountants General	As per records of the Ministry	As per reports of the State Accountants General
(1)	(2)	(3)	(4)	(5)	(6)	(7)
(Rupees in lakhs)						
1. Andhra Pradesh		33.48	33.48	27.59	—	5.89
2. Assam		36.33@	31.28	30.88	5.05	5.45
3. Bihar		173.23	48.34*	48.34*	125.89*	125.89*
4. Jammu and Kashmir		1.65	0.64*	0.64*	1.01*	1.01*
5. Madhya Pradesh		121.67	69.56	69.56	52.11	52.11
6. Orissa		21.35	21.35	18.64	—	2.71
7. Rajasthan		107.42	107.42	104.15	—	3.27
8. Uttar Pradesh		75.87	63.71	63.71	12.16	12.16
9. West Bengal		23.83	23.83	23.83	—	—
Total		595.83	399.61	387.34	196.22	208.49

\*These figures do not take into account the expenditure actually incurred in 1985-86 as it had not been intimated to Government of India/Audit.

@The Central grant was shown as Rs. 36.59 lakhs by the State Government.

None of the State Government except West Bengal utilised the Central assistance released to them in 1983-84 as the grants were received by them at the fag end of the financial year and they were not prepared to implement the programme immediately. While according approval to carry over the unspent grants to next financial year, the Ministry of Education, however, conveyed approval in March 1985 to the carry over of Rs. 6.75 lakhs to the Government of Rajasthan, out of Central assistance of Rs. 15.14 lakhs and asked the State Government to refund the balance of Rs. 8.39 lakhs to them. No information about this refund was available either in the Ministry or the States' records (November 1985). On this being pointed out by Audit, the amount was adjusted from the grant due in 1985-86. The proposal for the release of grant during 1985-86 received in the Ministry from Rajasthan indicated that the State Government was not contributing its share of 10 *per cent* as was envisaged in the scheme.

**37.6.4 Targets and Achievements** :—No targets were specified for the scheme. However, the norms of assistance specified coverage of 25 girls in each centre and in 20,700 centres, the coverage was expected to be of the order of 5,17,500 girls. The Ministry did not call for data from the States to monitor the progress made in the opening of centres or enrolment of girls in them. The review reports received from 9 States revealed the position of centres and coverage as per table given below :—

Sl. No.	Name of State	Number of centres approved and expected coverage		Number of centres actually set up and coverage reported by the State Governments		Shortfall	
		Number	Enrolment	Number	Enrolment	Number	Enrolment
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	Andhra Pradesh	1,012	25,300	1,012	25,300	—	—
2.	Assam	1,000	25,000	1,000	26,250	—	(—)1,250
3.	Bihar	7,500	187,500	7,500	1,87,500	—	—
4.	Jammu and Kashmir	60	1,500	60	NA	—	NA
5.	Madhya Pradesh	3,768	75,000	3,768	55,520	—	19,480
6.	Orissa	560	14,000	560	13,701	—	299
7.	Rajasthan	3,000	1,08,900	2,871	1,01,022	129	7,878
8.	Uttar Pradesh	3,200	80,000	3,000	73,000	200	7,000
9.	West Bengal	600	18,000	600	18,000	—	—
	Total	20,700	5,35,200	20,371	5,00,293	329	33,407

**NOTE** :—In the absence of figures of enrolment in centres in Jammu and Kashmir, the overall shortfall in enrolment was not known.

**A scrutiny of records by Audit revealed the following :—**

- (i) Test check of records of 5 districts in Bihar revealed that the approved number of centres in 4 districts, were opened in 1985-86 only whereas their opening in 1984-85 was reported to the Government of India. In Orissa, 8 centres sanctioned in 2 districts by the Directorate and reported as functioning were not actually opened till July 1986.
- (ii) In Madhya Pradesh, though 3,768 centres were stated to have been set up by the State in January 1985, it was found that not a single centre was functioning during 1984-85. In Uttar Pradesh 3,000 centres out of sanctioned 3,200, were reported to have been established in 1984-85, but in test check, it was revealed that out of 250 centres stated to have been set up in Lucknow district by the end of 1984-85, only 125 centres had actually been set up. The remaining 125 centres had since been reported to have been opened in 1985-86.
- (iii) Instead of opening NFE centres exclusively for girls, the Government of Orissa set up mixed centres with the assistance. Information collected from 15 District Inspectors of Schools revealed that out of 3,702 students on roll in 113 centres, there were 2,201 girls and 1,501 boys during 1985-86. Similarly, in Uttar Pradesh, in one of the districts (Varanasi) test checked, there were 220 boys out of 320 students on the roll.
- (iv) None of the reports received from States except Rajasthan had mentioned about the supply of teaching material and equipment to the centres set up exclusively for girls. In Rajasthan, it was noticed that no teaching equipment and material such as books, exercise books, black boards, globes, etc. were supplied in some centres, while in some others only chalks, slates and pencils were supplied in 3 districts. Books were supplied to 31 centres out of 49 in one Panchayat Samiti and no books were supplied to any of the centres in one other Panchayat Samiti of Jaipur district and in two Panchayat Samities of Sikar district.

The Ministry stated (August 1986) that the State Governments had been addressed to render their comments on the above observations.

### **37.7 Assistance to Voluntary agencies/organisations**

**37.7.1 The scheme of Non-Formal Education provided for gearing up of efforts of voluntary agencies/organisations to take up Non-Formal Education programme. Grants were to be given to voluntary agencies/organisations with**

sufficient standing and experience belonging to the 9 educationally backward States as per norms as were applicable to such Non-Formal Education centres run under the Government auspices. The assistance was restricted to Rs. 2.5 lakhs for a single project and was limited to direct project cost, both recurring and non-recurring, but excluding buildings. Administration costs of the headquarters of the voluntary organisation or its normal office expenditure were not admissible for assistance. Under the sub-scheme of "Experimentation and Innovation", Central assistance was also available to academic institutions engaged in educational research scattered throughout the country.

**37.7.2 Release of Funds** :—Against the Sixth Plan outlay of Rs. 100.00 lakhs and Seventh Plan outlay of Rs. 137.00 lakhs, Rs. 66.72 lakhs (Rs. 42.23 lakhs during Sixth Plan and Rs. 24.49 lakhs in 1985-86) were disbursed to 70 voluntary organisations as per details given below. In addition, a sum of Rs. 13.02 lakhs was also released to National Institute of Educational Planning and Administration (Rs. 8.52 lakhs) and NCERT (Rs. 4.50 lakhs) during 1985-86 for taking up evaluation of the scheme of Non-Formal Education.

Year	Budget Allocation	Number of Agencies to whom grants paid				Grants released	
		For Research/ Innovative Projects		For NFE Programme		For Research Innovative Projects	For NFE Programme
		New	Old	New	Old		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
(Rupees in lakhs)							
1980-81	*	1	—	—	—	0.15	—
1981-82	*	—	1	4	—	0.38	0.83
1982-83	15.00	—	1	20	4	0.57	9.37
1983-84	15.00	3	1	15	21	1.53	12.42
1984-85	20.00	—	1	12	27	0.26	16.72
1985-86	37.85	—	1	15	22	0.51	23.98
<b>Total</b>	<b>87.85</b>	<b>4</b>	<b>5</b>	<b>66</b>	<b>74</b>	<b>3.40</b>	<b>63.32</b>

\*Budget allocations for 1980-81 and 1981-82 were included in the main scheme of Non-Formal Education Programme.

Test check of the records connected with the release of grants to 28 voluntary organisations (Rs. 17.63 lakhs) out of a total of 70 (Rs. 66.72 lakhs) revealed the following :—

- (i) *Undue delay in sanction/release of grants* :—The Ministry took a rather long time in approving the quantum of grants, in issuing sanctions and in despatching the cheques/demand drafts to the interested organisations. In the case of 15 organisations, the delay in approving the grants ranged from 55 to 275 days. In the case of 21 organisations, there was delay in issuing sanctions after approval of grants by the Grants-in-aid Committee from 35 to 270 days; and in respect of 21 organisations, there was further delay in despatching cheques/ demand drafts from 30 to 249 days. In the case of 5 organisations, cheques/ demand drafts were despatched even after the close of the financial year in which the grants were sanctioned for release. The delay in question was attributed in August 1986 by the Ministry to procedural difficulties and processes that they had to follow. Steps to simplify and streamline the procedure were stated to be in the process of being evolved.
- (ii) *Bonds not endorsed* :—None of the bonds received from the voluntary organisation was endorsed in the name of the President of India as required under the Rules, thus making its legal status doubtful. The Ministry stated (August 1986) that henceforth bonds received from the voluntary agencies would be duly executed by a competent officer of the Ministry before the grant was actually released.
- (iii) *Accounts and utilisation certificates awaited* :—The audited accounts together with utilisation certificates in the prescribed forms duly counter-signed by Chartered Accountants were required to be furnished within six months in respect of a preceding year or after expiry of the duration for which grant was approved. It was noticed that the utilisation certificates and the audited accounts for Rs. 7.85 lakhs were awaited (August 1986) from 18 voluntary organisations. The Ministry informed (February 1987) that audited accounts and utilisation certificates amounting to Rs. 2.74 lakhs were received from 5 voluntary agencies during the period September-December 1986.
- (iv) *Non-inspection of agencies* :—Clause (ii) of the conditions of grant laid down that an agency in receipt of financial assistance should be open to inspection by an officer of the Union Ministry of Human Resource Development/NCERT and or the State Education Depart-

ment or any of its agency like SIE/SCERT. Out of 28 agencies test checked by Audit, inspection was found to have been made only in 2 cases—one in Uttar Pradesh and the other in Rajasthan. The Ministry stated (August 1986) that the advisability of inspection once a year through the State Government was being examined.

(v) **Targets and Achievements** :—Twenty eight agencies test checked were paid grants aggregating Rs. 17.63 lakhs for opening 710 primary level and 52 middle level NFE centres. The coverage of non-enrolled students in these centres was expected to be of the order of 19,050. Out of 28 agencies, 25 had reported the establishment of 666 primary level centres and 37 middle level centres with enrolment of 16,603 students in them. No reports about establishment of 44 primary level centres and 15 middle level centres were received from the 3 agencies. The enrolment of students reported by voluntary agencies seemed incorrect as in the case of 2 agencies in Madhya Pradesh where enrolment of 794 students and 74 students respectively was reported, it was found that no centres (30 in this case) reportedly set up by the former agency were in existence and in the latter case against the enrolment of 74 students in 4 centres, only 17 were found learning on inspection by the District Education Office. The Ministry asked the Secretary, Education Department, Madhya Pradesh in November 1984 to investigate and report, but nothing was heard from him. The Ministry stated (February 1987) that the matter was being pursued with the State Government.

### ***37.8. Central commodity assistance to States/Union Territories in the form of paper.***

**37.8.1** Under an agreement signed on 21st January 1980 between India and Sweden, the Swedish Government, through Swedish International Development Agency (SIDA) agreed to provide cash assistance to the tune of 75 million Swedish Kroners equivalent to Rs. 14 crores for the purchase of about 20,000 MT of paper during the period 1979-84 for supply to States/Union Territories in India for producing text books and other instructional materials required for Non-Formal Education Programme of Elementary Age Group Children as a part of the bigger programme of “Universalisation of Elementary Education”. A matching provision of Rs. 14 crores was also made in the Central Sector outlay for meeting expenditure on duties, handling, servicing, storage, etc. Task of procurement of paper was entrusted to the State Trading Corporation of India (STC).

From the inception of the agreement in 1980-81 to the close of 1985-86, a total quantity of 14,039 MT of 3 different varieties of paper was procured and distributed to 27 States/Union Territories and the NCERT as shown in the Table below :—

Year	Quantity ordered	Estimated value (including incidental charges) deposited with STC	Received and distributed	
			Quantity	Value (including incidental charges as reported by STC)
	(In MT)	(Rupees in lakhs)	(In MT)	(Rupees in lakhs)
1980-81	3200	420.00	—	—
1981-82	4000	380.00	3196.450	350.80
1982-83	5450	450.00	4033.286	355.52
1983-84	—	—	5439.419	442.70
1984-85	1369	117.99	—	—
1985-86	—	—	1369.587	170.83
<b>Total</b>	<b>14019</b>	<b>1367.99</b>	<b>14038.742</b>	<b>1319.85</b>

Total cash assistance received from SIDA till 1982-83 and expenditure incurred on the procurement of paper out of it and also expenditure on other incidental charges out of Central Sector outlay of Rs. 14 crores were as under :—

Year	Budget estimates	Estimates of expenditure submitted by the STC	Funds released to STC			Expenditure incurred by STC	Cumulative unspent with STC
			Out of Swedish assistance	Out of Government of India funds	Total		
			(Rupees in lakhs)				
1980-81	420.00	NA	210.00	210.00	420.00	—	420.00
1981-82	520.00	375.00	260.00	120.00	380.00	212.35	587.65
1982-83	565.00	442.44	380.00	70.00	450.00	495.69	541.96
1983-84	144.52	—	—	—	—	440.52	101.44
1984-85	450.00	178.00	—	117.99	117.99	0.46	218.97
1985-86	—	—	—	—	—	170.83	48.14
<b>Total</b>	<b>2099.52</b>	<b>995.44</b>	<b>850.00</b>	<b>517.99</b>	<b>1367.99</b>	<b>1319.85</b>	<b>48.14</b>

37.8.2 A test check of records in the Ministry of Education, State Trading Corporation of India and the NCERT revealed the following :

- (i) The amount of cash assistance received from Sweden and also amount required towards meeting expenses of incidental nature, were released to the STC by the Ministry in advance. But advance/deposit registers to watch their recovery/adjustment were not maintained in the Ministry. It was, therefore, not monitored by the Government as to how much amount was spent by the STC, and how much balance remained unspent with them at a particular period of time. The STC, of course, submitted statements of expenditure incurred out of advance/deposit available with them to the Ministry periodically, as per directions of the Ministry, but the Ministry did not maintain any consolidated records of expenditure so reported by the STC. As per information collected from the records of the Ministry, the unspent balance available with the STC at the end of 1985-86 worked out to Rs. 48.14 lakhs, but the STC had reported unspent deposit of Rs. 50.81 lakhs with them. The difference could not be reconciled as proper records had not been maintained by the Ministry. The Ministry informed (February 1987) that a check register had been drawn up to watch indents made with STC, allocations to the State Governments and balances outstanding with the STC.
- (ii) While huge amounts of the Governments funds were lying unspent with the STC, on which no interest was charged by the Government, the latter charged 0.5 *per cent* of the CI & F value of paper for meeting bank expenses towards opening of the letters of credit/authority in favour of the suppliers. The bank charges so paid to the STC worked out to Rs. 4.69 lakhs. It was noticed that in the case of one local purchase, where the bank charges, under the agreement, were to be borne by the supplier the STC charged the Ministry as usual (Rs. 0.38 lakhs) which resulted in loss to the Government.
- (iii) The STC in consultation with the Ministry appointed M/S Hindustan Paper Corporation, a Government of India Enterprise, to arrange clearance, warehousing and subsequent distribution of paper disembarked on various Indian ports to its destinations on an agreed agency commission of 7.5 *per cent* of the CI & F value of paper besides their own commission of 2 *per cent*. An agreement to this effect was signed between the two corporations on 9th July 1981 which, *inter alia*, provided that it would be the specific responsibility of the HPC to provide proper storage and custody of the goods

in HPC godowns and obtaining insurance cover during storage of goods. One consignment of Mechanically Glazed Newsprint weighing 903.298 MT was handled by the STC themselves for which they charged the Ministry at the same rate at which HPC was being paid. The STC charged this commission over and above their normal 2 *per cent* on the plea that the commission at this rate was liable to be paid to the HPC had the consignment been cleared through them (HPC). But scrutiny of accounts pertaining to this particular consignment by Audit revealed that the STC charged Rs. 3.81 lakhs on account of storage facility (Rs. 3.64 lakhs) and insurance (Rs. 0.17 lakhs) of the goods while in godowns which would not have been charged by the HPC had the consignment been cleared through them.

**37.8.3 Utilisation of paper :—** A review of accounts of receipts and consumption of this paper by States/Union Territories and NCERT revealed the following :—

- (i) Against 14019 MT of 3 different varieties of paper ordered, 14,038,740 MT paper was procured and despatched to the States/Union Territories and the NCERT by the STC. The receipt of paper by the States/Union Territories and NCERT, however, was reported as 13,293,019 MT. The paper supplied during 1985-86 by the STC was not taken on stock by the recipient States/Union Territories barring Madhya Pradesh, Punjab and the NCERT.
- (ii) Against 13,293.019 MT of different varieties of paper received by them, only 3837.595 MT of paper were issued for bringing out Non-Formal Education learning/teaching materials, of which further 3,832.172 MT (28.9 *per cent*) of the total receipt could be utilised for intended purposes. The balance of issued paper i.e. 5.423 MT was still lying unutilised (March 1986) with the printing presses/agencies in Punjab (0.236 MT) and Orissa (5.187 MT). State/Union Territory Governments of Jammu and Kashmir, Kerala, Sikkim, Tripura, Arunachal Pradesh, Delhi and Goa, Daman and Diu did not utilise any paper for NFE Programme.
- (iii) Of 27 States/Union Territories and the NCERT to whom the supplies of SIDA paper were made, only 17 States/Union Territories and the NCERT furnished information about the number of titles/modules developed by them and copies of each of the titles/modules brought out for use in NFE centres. A total of 242.43 lakh copies of the different teaching/learning materials were brought out, of which, 80.54 lakh copies were still lying in stock as on 31st March, 1986. The

utilisation of 44.98 lakh copies printed by the State Governments of Uttar Pradesh (31.46 lakhs) and Assam (13.52 lakhs) was not available. Twelve lakh copies of 5 titles printed by Rajasthan Government during 1985-86 were reported to have been issued to the District Education Officers in the State for further distribution in the centres. Test check of the records of 4 District Education Officers to whom 1.66 lakh copies were shown to have been issued, however, revealed that no such books were received by them during that year. In Punjab, all the 7.08 lakh books printed were stated to have been issued to the Project Officers directly by the printing presses and no records were kept at the State level as to their exact manner of utilisation.

- (iv) None of the State/Union Territory Governments fixed targets for number of titles/modules to be prepared and number of books to be brought out with SIDA paper. NCERT, however, fixed a target of developing 28 titles upto the end of December 1984 with SIDA paper supplied to them, against which they could develop only 10 modules upto 31st March, 1986 thus achieving target of 35.7 *per cent*. NCERT stated (August 1986) that the shortfall in target was mainly due to delay in printing of materials.
- (v) About 5,656.077 MT of paper (42.6 *per cent*) were used for purposes other than the programme of Non-Formal Education. Of this 1,484.382 MT were loaned by the State Governments of Jammu and Kashmir (15.00 MT), West Bengal (183.000 MT), Karnataka (1.200 MT), Madhya Pradesh (20.800 MT), Gujarat (276.620 MT), Rajasthan (45.193 MT), Andhra Pradesh (912.000 MT), Nagaland (2.555 MT) and NCERT (27.964 MT) to other institutions/agencies in the respective States. This paper was yet to be recovered from the concerned institutions/agencies. State Government of Karnataka sold 103.500 MT of SIDA paper to Adult Education Council, at a cost of Rs. 9.55 lakhs against which Rs. 3.36 lakhs had already been recovered.
- (vi) About 3,660.8+7 MT of paper i.e. 27.5 *per cent* were still lying unused with the State Governments of which 3,611.378 MT only were accountable in stock/stores accounts of the States/Union Territories (including NCERT) and the rest 49.469 MT in the case of Orissa were not reconcilable from stock/stores accounts.
- (vii) Damages/losses of paper in transit or in stores accounted for 138.500 MT (1 *per cent*) against which claims for the loss of 16.527 MT of paper were not lodged by the State Governments of Madhya

Pradesh (1.590 MT), Meghalaya (0.215 MT), Nagaland (0.021 MT), Orissa (9.921 MT) and Tamil Nadu (4.780 MT). Of the claims lodged for 121.973 MT, the settlement for 88.020 MT was still pending (August 1986) with the Insurers/carrying agencies. Government of Andhra Pradesh reported short delivery of 3.000 MT of paper to STC in September 1985 and the action taken by the latter was not known. Claim for the loss of 1.000 MT of paper was reported by the Director, NCERT, Gujarat as having been regularised by the NCERT. Claims for 29.888 MT of paper received short by Madhya Pradesh and for 0.065 MT by Arunachal Pradesh were settled for Rs. 2.14 lakhs and Rs. 600.00 respectively and the amounts realised were taken as receipts of the respective State Governments instead of treating them as receipt of the Central Government.

**37.9 *Recruitment and training of lady teachers for primary schools in the 9 educationally backward States.***

**37.9.1** One of the major problems concerning enrolment of girls was paucity of lady teachers. In 1978-79, according to the Fourth All India Educational Survey, out of 16 lakh teachers in the country, female teachers were only 4.38 lakhs (27 per cent). In the 9 educationally backward States, their number was 1.81 lakhs only. As these States were not in a position to recruit more lady teachers for want of funds, the Central Government introduced a scheme of "Central Support for the Recruitment and Training of Lady Teachers for Primary Schools" in these 9 educationally backward States with effect from 1st January, 1984 with the twin aims of increasing the enrolment of girls and passing on the benefits of employment to weaker section of the society.

**37.9.2 *Pattern of Assistance* :—** Eighty per cent of the expenditure on salary and training of lady teachers was to be borne by the Central Government and the remaining 20 per cent by the respective State Governments out of their own funds. For the purpose of Central assistance, an average monthly salary of Rs. 700.00 including allowances with an annual increment of Rs. 100 was taken as norms of assistance.

**37.9.3 *Release of Funds and their utilisation* :—** Government of India released Rs. 581.80 lakhs during the period from 1983-84 to 1985-86. State-wise breakup was as indicated below :—

Sl. No.	State	Budget allot- ment	Funds rele- ased by the Central Govern- ment	Grant report- ed as receiv- ed by the State Govern- ment	Expendi- ture reported by the State Accoun- tants	Unspent balance
(Rupees in lakhs)						
1. Andhra Pradesh			66.15	66.15	66.15	—
2. Assam			14.40	13.36	9.53	4.87
3. Bihar			70.14	41.16	18.62	51.52
4. Jammu and Kashmir			26.88	26.88	Nil	26.88
5. Madhya Pradesh	964.00	92.84	92.84	72.14	20.70	
6. Orissa		61.95	61.95	NA	NA	
7. Rajasthan		94.88	94.88	77.68	17.20	
8. Uttar Pradesh		104.16	84.84	—	104.16	
9. West Bengal		50.40	50.40	—	50.40	
Total	964.00	581.80	532.46	244.12	275.73	

In addition to Rs. 581.80 lakhs released to 9 States, Rs. 1.00 lakh was also released to Manipur in March 1985. No grant was to be provided to Manipur as it was not an educationally backward State. Report received from Manipur also did not indicate the receipt of Rs. 1.00 lakh by them. The Ministry, however, stated (August 1986) that the grant of Rs. 1.00 lakh to Manipur was released under the scheme of "Employment to Educated Unemployed" for which no provision existed in 1984-85 and the payment was

decided to be debited from the head of account of 80:20 pattern. Reports received from Bihar and Uttar Pradesh indicated that the Central grants of Rs. 28.98 and Rs. 19.32 lakhs respectively released to them in 1985-86 were not accounted for in the accounts of these States. The State Government of Assam had intimated the receipt of Rs. 1.60 lakhs during 1985-86 on account of Central grant against Rs. 2.64 lakhs released to them. The scheme was not implemented at all in Jammu and Kashmir State. Government of Orissa was reported to have released Rs. 67.66 lakhs i.e. Rs. 5.71 lakhs more than the amount of Central assistance, but details of expenditure were not available. In Uttar Pradesh, though 1293 teachers were reported to have been appointed by the end of 1985-86, the details of expenditure were stated to be under compilation. The report from West Bengal indicated that though all the sanctioned posts of teachers were filled in by the end of 1985-86, no amount was drawn from the Central Fund.

**37.9.4 Targets and Achievements.**—The scheme originally envisaged appointment of 8000 lady teachers in 1983-84 and 6000 more each year thereafter upto 1986-87. The Planning Commission, while according approval to the scheme of 'Recruitment of lady teachers for primary schools', reduced the targets to 8000 i.e. 2000 in 1983-84 and 6000 in 1984-85 as under :—

Sl. No.	State	Teachers to be appointed in			
		1983-84	1984-85	Total	Achieve- ment
(1)	(2)	(3)	(4)	(5)	(6)
1.	Andhra Pradesh	200	550	750	750
2.	Assam	200	550	750	570
3.	Bihar	200	550	750	NA
4.	Jammu and Kashmir	—	400	400	—
5.	Madhya Pradesh	300	850	1150	1150
6.	Orissa	200	550	750	750
7.	Rajasthan	300	850	1150	1150
8.	Uttar Pradesh	400	1150	1550	1293
9.	West Bengal	200	550	750	750
Total :		2000	6000	8000	6593

The scheme was approved for implementation upto 1984-85 only but was permitted to be continued during 1985-86 without contemplating any increase in the number of teachers. A test-check of the States' records revealed the following :—

- (i) State Government of Jammu and Kashmir did not recruit any teacher till 31st March 1986 although Government orders for the creation of required number of posts were issued in July 1985. The posts were not filled in as the recruitment matter was referred (July 1986) to the Subordinate Service Recruitment Board. Government of Uttar Pradesh reported appointment of 1550 teachers by January 1986 but in fact only 1293 teachers had been appointed by the end of 1985-86. Though some expenditure was reported to have been incurred on the appointment of teachers in Bihar, the number of teachers actually appointed was not known.
- (ii) The State Government of Orissa had directed the Inspectors of Schools in the State that 8 *per cent* of the posts of lady teachers were to be filled in single teacher primary schools and 20 *per cent* in multi-teacher primary schools, after teacher-student ratio justified such postings. But in test check of 2 districts, it was, however, noticed that all the 8 teachers in one district and 8 out of 16 in the other district, were posted to multi-teacher primary schools in contravention of the directions. Further, it was also found that though there were 1542 surplus teachers in 11 districts, 171 additional posts of lady teachers were filled up by the District Inspectors of Schools without obtaining approval of the competent authority.

#### **37.10. *Incentives/Awards to States for excellent performance in the field of girls' enrolment***

37.10.1 'To accelerate the programme of "Universalisation of Elementary Education" and to give recognition for excellence in performance for the spread of girls' education, a scheme of Incentives/Awards to States/Union Territories was framed in September 1983. The scheme provided for the following categories of awards :—

- (i) Best Panchayat : 410 Nos.
- (ii) Best Community Development Block : 150 Nos.
- (iii) Best Tribal Development Block : 50 Nos.
- (iv) Best Districts : 65 Nos. (Reduced to 31 in 1984-85).
- (v) Best States for Girls' Enrolment in Formal Education : 3 Nos.
- (vi) Best-States for Girls' Enrolment in Formal Education : 3 Nos.

A National Level Committee under the Chairmanship of Education Secretary was constituted in January 1984 for finalising the awards in various categories on the basis of proposals received from the State/Union Territory Governments. The awards amounting to Rs. 621.00 lakhs and Rs. 665.50 lakhs in 1983-84 and 1984-85 respectively were approved by the National Committee after evaluation of performance and sanctioned to selected State Governments/Union Territories as under :—

Performance Year	Year of Award	Allocation of funds	Amount of Incentives/ Awards approved by the Committee	Amount of Incentives/ Awards released	Savings (—) Excess (+)
(1)	(2)	(3)	(4)	(5)	(6)
Rs. in lakhs					
1982-83	1983-84	700.00	621.00	621.00	(—) 79.00
1983-84	1984-85	720.75	665.50	665.50	(—) 55.25
Total :		1420.75	1286.50	1286.50	(—) 134.25

37.10.2 *Utilisation of Awards* :— The award money given for the best Panchayat, best Community Development Block, best Tribal Development Block and best District was to be utilised for improvement of facilities e.g. buildings, provision of safe drinking water, construction of toilet blocks for girls, provision of lighting facilities, purchase of teaching aids, etc. in the elementary schools in the panchayat, community development blocks, tribal development block and in the selected district, as the case may be. Awards given for the best three States showing excellent performance in the enrolment of girls under Non-Formal Education Programme, were to be utilised for increasing the coverage of girls, particularly those belonging to economically weaker sections through NFE centres and those given for best three States in order of merit (Formal Education) were to be utilised in construction of primary school buildings, preferably in the backward districts of the State concerned.

Information about release/utilisation of awards was received from 26 States/Union Territories, barring Jammu and Kashmir from whom no report about utilisation of Rs. 7.25 lakhs was received. The position of release and utilisation of grants is indicated in the Annexure I.

The State/Union Territory Government's of Andhra Pradesh, Bihar, Meghalaya, Tripura and Dadra and Nagar Haveli to whom grants aggregating Rs. 68.25 lakhs were released did not sanction their further utilisation so far. The remaining 21 States/Union Territories to whom Rs. 1211.00 lakhs were released, sanctioned the utilisation of Rs. 1137.65 lakhs during the subsequent years of their release, but could utilise only Rs. 326.77 lakhs (about 27 *per cent*) upto 31st March 1986.

The Government of Punjab, with a view to show utilisation of Rs. 100 lakhs received by them as second best State in 1983-84, deposited the amount in the Personal Ledger Account of Deputy Director (Development Department) in March 1985, who refunded this amount into treasury in July 1985 under the receipt head of State Education Department. In Orissa, Rs. 25.00 lakhs out of Rs. 40.25 lakhs released to the State in 1984-85, were withdrawn by the Director (Education) and retained in the shape of Civil Deposits so as to show the expenditure as having been incurred.

*37.10.3 Diversion of funds for other purposes* :— About Rs. 181.23 lakhs were spent on items/programmes which were not covered under the scheme of "Incentives/Awards to States/Union Territories" as per details given in Annexure II. The Ministry stated (February 1987) that the utilisation of awards in contravention of the conditions was basically the concern of the State/Union Territory Governments and the Ministry on its part had taken up these cases with the defaulting State/Union Territory Governments concerned to get the irregular expenditure rectified.

#### *Summing up*

There was a backlog of 452 lakh non-enrolled children in the age group 6—14 at the end of 1977-78. The Ministry of Education estimated that at the end of March 1985, 1121 lakh children in this age group would be on roll against the estimated population of 1400 lakhs, thus leaving a gap of 279 lakh unenrolled children. According to the Ministry's assessment, even if the present pattern of development of education (in terms of enrolment and its retention) continues, only 1273 lakh children out of eligible 1740 lakhs would be expected on the roll at the end of 1989-90, leaving a gap of 467 lakh uncovered children—a gap wider in the terms of absolute numbers than in 1977-78. This would, therefore, confirm that the target of achieving universal elementary education by 1989-90 as laid down in the policy frame of the Sixth Plan is not attainable on present indications.

- Against the total budget allotment of Rs. 9,110.32 lakhs for the years 1979-80 to 1985-86, the Ministry released funds to the extent of

Rs. 7,768.86 lakhs to the States/Union Territories and voluntary agencies, etc. for implementation of the programmes.

- Grants-in-aid aggregating Rs. 209.27 lakhs were sanctioned in excess of the prescribed norms during the period from 1979-80 to 1985-86.
- Against the proposed target of opening of 1.70 lakh general NFE centres and coverage of 56.83 lakh children by the 9 educationally backward States during the years 1979-80 to 1985-86, 1.29 lakh centres with a coverage of 36.79 lakh children could be opened resulting in shortfall of 0.41 lakh centres and 20.04 lakh children in these centres.
- Training/orientation not exceeding 4 weeks was to be provided to the Instructors by the State Governments. But this component of the programme was not implemented fully.
- The norms for payment of remuneration to Instructors were not observed as a result of which less payments and delay in payments to them were reported.
- Adequate teaching/learning material as per norms was not provided and in some cases it was provided very late.
- A number of centres were closed down or abandoned in the States of Bihar, Orissa, Rajasthan, Uttar Pradesh and West Bengal because of unwillingness of instructors to work in them or the number of students being inadequate.
- Adequate supervision of centres was not carried out as a result of which correct information about the working of centres was not available.
- No proper system to monitor the progress of the programme was followed either at the Central or States level and the Ministry admitted that the system of gathering information from States was weak.
- Opening of centres exclusively for girls was a special plank of Non-Formal Education for which Rs. 595.83 lakhs were given as grants-in-aid by the Central Government to 9 States. These States, however, reported expenditure of Rs. 387.34 lakhs thus leaving an unspent balance of Rs. 208.49 lakhs with them. Enrolment of girls made in Jammu and Kashmir was not reported at all. In Orissa and Uttar Pradesh, boys were also found enrolled in centres set up exclusively for girls.

- A total grant of Rs. 66.72 lakhs was released to 70 voluntary organisations, academic institutions for setting up NFE centres and taking up innovative projects. A test check of records of 28 agencies out of 70 revealed that utilisation certificates along with the audited statements of accounts for grants aggregating Rs. 5.11 lakhs were awaited from 13 organisations.
- In the case of Central Commodity Assistance (SIDA paper) to States/Union Territories through the State Trading Corporation of India, no watch kept on actual utilisation of 14,039 MT of paper costing Rs. 1,319.85 lakhs supplied to the States/Union Territories. Only 38.32.172 MT of paper (28.9 *per cent*) out of total of 13293.019 MT received by States/Union Territories and the NCERT, were used for intended purposes. About 5656.077 MT of paper (42.6 *per cent*) were diverted or other purposes, while about 3660.847 MT (2.5 *per cent*) were lying with them in stock. About 138.500 MT were lost/damaged in transit.
- For recruitment and training of lady teachers in the 9 States, the Ministry released grants aggregating Rs. 581.80 lakhs against which expenditure of Rs. 244.12 lakhs (41.19 *per cent*) only was reported as having been incurred.
- Against release of Rs. 1,286.50 lakhs during 1983-84 and 1984-85 under the scheme of Incentives/Awards, no expenditure was sanctioned by the 5 States/Union Territories against the released amount of Rs. 68.25 lakhs to them. The actual utilisation till 31st March 1986 was reported only as Rs. 326.77 lakhs out of Rs. 1211.00 lakhs released. State Government of Jammu and Kashmir did not report any progress of utilisation (Rs. 7.25 lakhs).
- An expenditure of Rs. 181.23 lakhs was reported on items not covered under the scheme of Incentives/Awards.

**ANNEXURE I**  
**Statement of Central releases and actual utilisation under the Scheme  
of Incentives/Awards**

**Central Release**

Sl. No.	State/Union Territory	1983-84	1984-85	Total	Amount san- ctioned for util- isation by the State/ UT Govt.	Amo- unt repor- ted as utili- sed	Amo- unt remain- ing unutili- sed
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
(Rupees in lakhs)							
1.	Andhra Pradesh	13.75	14.50	28.25	—	—	28.25
2.	Assam	5.00	—	5.00	5.00	—	5.00
3.	Bihar	—	29.00	29.00	—	—	29.00
4.	Gujarat	9.75	13.75	23.50	23.50	—	23.50
5.	Haryana	5.50	7.50	13.00	13.00	10.50	2.50
6.	Himachal Pradesh	5.50	7.50	13.00	13.00	4.67	8.33
7.	Jammu and Kashmir	—	7.25	7.25	NA	NA	NA
8.	Karnataka	5.50	11.75	17.25	17.25	—	17.25
9.	Kerala	157.00	8.25	165.25	157.00	125.72	39.53
10.	Madhya Pradesh	82.25	56.25	138.50	138.50	—	138.50
11.	Maharashtra	98.75	67.00	165.75	165.50	94.45	71.10
12.	Meghalaya	—	3.50	3.50	—	—	3.50
13.	Nagaland	—	53.50	53.50	53.50	53.15	0.35
14.	Punjab	106.50	7.50	114.00	106.50	2.63	111.37
15.	Orissa	14.25	40.25	54.50	39.25	—	54.50
16.	Rajasthan	44.75	139.25	184.00	184.00	24.06	159.94
17.	Tamil Nadu	11.25	12.25	23.50	11.25	0.95	22.55
18.	Tripura	2.25	3.75	6.00	—	—	6.00
19.	Uttar Pradesh	41.75	28.25	70.00	41.75	—	70.00
20.	West Bengal	10.00	111.25	121.25	121.25	—	121.25
21.	Andaman and Nicobar Islands	1.00	3.50	4.50	4.50	4.50	—
22.	Arunachal Pradesh	—	31.00	31.00	31.00	—	31.00
23.	Chandigarh	1.25	3.25	4.50	4.50	2.50	2.00
24.	Dadra and Nagar Haveli	0.75	0.75	1.50	—	—	1.50
25.	Goa, Daman and Diu	—	4.25	4.25	4.25	0.52	3.73
26.	Mizoram	2.25	—	2.25	2.25	2.25	—
27.	Pondicherry	2.00	0.50	2.50	0.90	0.87	1.63
Total:		621.00	665.50	1286.50	1137.65	326.77	952.48

## ANNEXURE II

*Statements of cases of Incentives/Awards utilised for purposes other than those approved under the scheme*

Sl. No.	Name of State/Union Territory	Amount (Rupees in lakhs)	Items/programmes on which funds were spent
(1)	(2)	(3)	(4)
1.	Haryana	2.50	On publicity of the scheme of Non-Formal Education on radio.
2.	Nagaland 7 districts and 3 sub-divisions	3.53	Purchase of furniture for lower primary schools. Items of furniture not taken on stock nor their distribution available.
		1.00	Home Science material for distribution to 40 selected high schools in different districts. Complete records showing school-wise distribution were not maintained.
3.	Punjab		
	Ludhiana District	0.70	Purchase of school furniture.
	Jalandhar District	0.18	Purchase of school desks.
4.	Rajasthan		
	Sikar District	0.03	Purchase of 300 stock registers.
	Names of districts not mentioned	0.14	Purchase of reference and story books.
		26.00	On administrative expenses for construction of elementary school buildings under altogether a different scheme viz., Rural Landless Employment Guarantee Programme.
	Names of districts not mentioned	20.00	On construction of 200 rooms for NFE centres through Panchayat Samitis.
	Directorate of NFE	1.00	Purchase of one diesel jeep for use by the Joint Director, Non-Formal Education.
	Alwar District	0.20	
	Bikaner District	0.41	
	Jaipur District	0.48	Purchase of reference and story books.
5.	Kerala	124.81	Construction of urinals in 12 schools meant for boys and 1771 schools having mixed students.
6.	West Bengal		
	Purulia District	0.25	On repair of building of a high school.
	<b>Total :</b>	<b>181.23</b>	

## APPENDIX II

(*Vide Para 39*)

**[Details of Deficiencies in the implementation of the scheme]**

**(i) Orientation/training to Instructors**

One of the components of financial assistance for Non-formal Education programme was provision of orientation/training not exceeding 4 weeks to instructors, but the State Governments did not fully implement this component of the programme. Whereas the State Government of Jammu and Kashmir did not arrange any orientation programme for its instructors, the Assam Government conducted orientation course of five days for instructors in the plain areas only. Similarly, out of 1805 instructors working in 1851 centres in 15 Education districts test checked by Audit in Orissa, only 382 instructors were trained. In Rajasthan, about 67 per cent and in West Bengal about 62 per cent of the total instructors were given this orientation training up to the end of 1985-86.

The Department of Education has stated that "the responsibility of implementation is basically that of the State Governments and that it is reasonable to expect a faithful implementation on their part. In an experimental and large scheme like this, the likelihood of deviation from the norms and guidelines is possible due to operational problems". The Ministry also stated in Feb. 1987 that this component of the programme was not implemented fully as facilities for training had to be expanded to cover the number of instructors targeted. Some of the State Governments have also stated that training could not be imparted to the instructors due to lack of trainers and resources, shortage of accommodation in training institutions, etc. It was also further admitted during evidence that there is lack of good quality of teaching material & good teacher training institutions.

In this connection the Ministry of Human Resource Development also intimated the Committee that a National Council of Teachers Education (NCTE) was established in May 1973 by a resolution of the Central Government to perform the functions of maintenance of standards in teacher education. In 1978, it prepared a document entitled "Teacher Education Curriculum: A Framework," which laid down a framework for teacher education courses of various levels. This framework was recommended to all States/Union Territories for adoption. During evidence it was, however

conceded that the teacher training curriculum developed by NCTE, is very rarely followed by the teacher training institutions. Since the NCTE does not have statutory status, a Framework prescribed by it does not have legal sanction or enforceability. However, the National Policy on Education, 1986 envisages conferral of statutory status on the NCTE in order to enforce NCTE guidelines regarding teaching education curricular, necessary legislation should be enacted and in the meanwhile action should also be initiated to revise the Framework, developed by NCTE ten years ago, in the light of subsequent developments.

(ii) *Remuneration to Instructors :*

The Audit have pointed out that in some of the States remuneration to instructors engaged in the Non-formal Education centres was paid very late or paid at rate lower than the approved rate of Rs. 105 per month for a middle level centre which adversely affected the performance of the instructors and consequently of centres. There was delay of 4 to 7 months every year in the disbursement of remuneration due to delay in issuing Government sanction for continuation of posts in Andhra Pradesh and as such 266 out of 540 instructors resigned in 3 districts covered in test check during the period 1980-81 to 1984-85. In Madhya Pradesh, the remuneration was not paid monthly but was generally paid at the end of the year. In Uttar Pradesh, the delay in payment ranged from 3 to 15 months, in 6 districts test checked.

The reasons for delay in payments of remuneration to instructors should be thoroughly investigated and remedial action taken on an urgent basis. The remuneration paid to the instructors is meagre and needs to be increased suitably. The State Governments should be asked to give preference to the instructors engaged in NFE centres for filling up of regular vacancies of teachers in their respective States. Simultaneously, teaching for a year or so at NFE centres should be made compulsory for teacher trainees.

(iii) *Non-supply/late supply of teaching/learning material and equipment.*

Central grant at approved rates was provided to the State Governments for providing teaching/learning material and equipment to the centres set up in the States. In some of the States, test checked, it was found that teaching/learning material and equipment were either not provided or provided late and in insufficient quantities. In Jammu and Kashmir the issue of books and other learning material was not regulated according to the number of students in the centres. In this connection the Government of Jammu and Kashmir have stated that the amount of Rs. 3 per pupil per annum proved insufficient to meet the cost of teaching/learning material required and that the funds for the scheme were also released late in the year by the Central Government.

In 6 districts of West Bengal, 4.42 lakh text books worth Rs. 2.93 lakhs (got printed in 1983-84 and 1984-85) were not distributed among the district inspectors of schools and voluntary organisations and it was only after the Audit has pointed out that the Government distributed 4.31 lakh text books between June 1985 and January 1986. In Orissa, a test check of records of State Council for Educational Research and Training revealed that 762 centres were not supplied essential materials, during the years 1984-85 and 1985-86, though a sum of Rs. 5.72 lakhs was released by the State Government. 1735 centres functioning between 1980-81 and 1985-86 in 13 education districts, had no equipment at all. Similarly, in Rajasthan out of 5 titles developed for the first phase, only one was made available to the centres in the first 2 years and the rest were supplied in the subsequent years. Other teaching/learning material and equipments were supplied late by 2 months to 2 years and that also in insufficient quantities. Out of 687 centres in 5 districts, 116 centres were not provided any equipment and 78 centres were not provided any reading material. Equipment was supplied late by 1 to over 10 months in the remaining centres. Syllabus for opening of middle level centres, though completed in June 1983, was not approved by the State Directorate of Education till January 1984 which resulted in delay in printing of teaching material. 70 Centres in 4 district of Uttar Pradesh were not supplied text books, exercise books etc. and in Bihar, stock books of 18 NFE centres in 2 districts showed that the teaching material was sent to the centres much after their start and that too in insufficient quantities and there was delay ranging from 6 to 30 months. A number of States have taken remedial action in this regard.

The teaching/learning materials and equipment should be supplied to these NFE centres through Panchayats to avoid unnecessary delay. The text books for non-formal education should be prescribed on the basis of study by experts and it should not be left to the State Governments to prescribe their own text books. Uniformity and improvement in text books/teaching material is necessary for successful implementation of the programme.

*(iv) Abondonment closing and shifting of Non-Formal Education Centres :*

The Audit has pointed out that a number of centres were closed down or abandoned in the States of Bihar, Orissa, Rajasthan, Uttar Pradesh and West Bengal because of unwillingness of instructors to work in them or the number of students being inadequate. In Orissa, out of 1600 middle level centres set up by the end of 1982-83, 1300 centres were closed down due to dearth of students and these centres were converted into primary centres. In Rajasthan, 174 centres in two districts were either closed or shifted without imparting full course of studies on recommendations of Supervisors/Assistant Project Officers upto 1984-85. In 1985-86 also, another 125 centres were shifted/closed mainly due to the instructors leaving them for one reason or the other.

The defunct centres have since been replaced by the new ones and that the inspection of centres has also been streamlined to ensure that closure of centres does not take place. The centres should be shifted only after getting the prior permission of the District Education Officer for which necessary intimation must be furnished to the central Government.

(v) *Inspection of centres not done due to non-filling up of posts :*

The Government of India provided from 1st April, 1982 financial assistance at the rate of Rs. 180 per centre per annum for meeting the cost of Supervisors-one each for 40 centres. During test check of the records of the States, the Audit has found that in West Bengal, no Supervisor was posted in any of the six districts till 1984-85. However, 40 Assistant Inspectors of schools were appointed in 1985-86 for all the 16 districts of the State. Similarly in Madhya Pradesh, no post of Supervisors was created and filled up till 1983-84. In Uttar Pradesh against requirement of 560 Supervisors, only 336 posts were sanctioned and out of this, only 112 posts were filled up. Similarly out of 175 posts sanctioned by the Government of Orissa between February-May 1984 for supervising 6,720 centres in the State, actual number of Supervisors appointed was not available. In Rajasthan, though the grant for Supervisors was provided from 1982-83, an expenditure of Rs. 4.25 lakhs incurred by the State during 1980-81 and 1981-82 was adjusted against it. Supervision was also not conducted to the extent required as in 5 districts, it was found that 11 to 41 per cent centres were not inspected by the supervisors during the period from 1980-81 to 1985-86.

In Madhya Pradesh and Orissa all the posts of Supervisors have been filled up according to the prescribed ratio of one Supervisor for 40 centres. Necessary action has also been taken in Uttar Pradesh to provide Supervisors as per the norms of the scheme. In West Bengal appointment of all Asstt. Inspectors of schools were made prior to 1985-86 and their inspection reports are now being received and collected from the officers at the District level. These reports are also being scrutinised at the State level. Correct information about the working of the centres could only be obtained through the inspection Reports. The main thrust of the programme should be on strengthening the supervisory component and on obtaining the correct data. The Government should ask the State Government to evolve a system by which the village level community may be involved in these supervisory activities.

### APPENDIX III

#### *Statement of Recommendations/observations*

S. Para No.	Ministry/ No.	Dept/ Dept. concerned	Recommendation/ observation
1	2	3	4
1	9	Deptt of Education	<p>Explaining the magnitude of the problem, the Secretary, Education, had stated during evidence that as per the exercise done jointly by the Registrar General of Census Operations and the Planning Commission, the estimated population in the 6-10 age group, was 9.14 crores in 1984-85 and the children enrolled were 8.39 crores. After doing detailed extrapolation in respect of the coming years, it has been estimated that the population in the age group of 6-10 years would be about 9.73 crores by 1989-90 and after adding 10% to this figure in order to accommodate underage and over-age children who may also enroll themselves in primary schools, the figure of such children comes to 10.70 crores against which 9.92 crores of children would be in the schools. Thus there would be a gap of about 78 lakh children to be covered by non-formal education by 1990. The New Education Policy envisages to provide education comparable in quality to the formal system through the non-formal stream to all children in the age group 6-10 years by 1989-90.</p>
2	10	—do—	<p>The number of children enrolled in Classes-I—VIII (age group 6-14) were 11 crores against their estimated population of 14.56 crores in 1984-85. According to the Planning Commission estimates, the population in this age group would be 15.17 crores by the year 1989-90. After adding 10 per cent to these figures in order to cover under-age and over-age children, the number of children to be enrolled by 1989-90 will work out to 16.69 crores against which it would be possible</p>

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to enroll 13.50 crore children in schools by 1989-90. However, according to the Ministry of Human Resource Development, the target for universalisation of elementary education in the age group 6-14 is to be achieved by 1995 and by then the estimated population in this age group would be 16.03 crores. Increasing this figure by 10% to arrive at the estimated enrolment population "we would have 17.63 crores of children to reckon with."

3 11 Deptt of Education/ Planing Commiss- sions

The Committee hope that the Government would take up the implementation of the policy, plan and programme for universal primary education as a challenge and take to ensure that all the States take up this scheme with enthusiasm in order to achieve the prescribed targets within the time bound programme. The Government should also ensure that necessary funds are provided to the State Government expeditiously so that the implementation of the scheme is not affected and the objective of the provisions of constitutional directive for ensuring free and compulsory education for all children till they attain the age of 14 is achieved. It is imperative that the implementation of the scheme is ensured through annual planning starting from the year 1988-89 itself so that the estimated population of 17.63 crore children in the age group 6-14 is covered by 1995. To achieve this, sustained and sincere efforts and regular monitoring at an appropriately higher level is required both at the level of the States and Centre. The Committee would like to be apprised of steps taken in this direction.

4 15 Deptt. of Education

The main educational problem relates to drop-outs and unless the Government policy in this regard takes into account the social and economic problems which compel children to discontinue their studies at an early stage or deny them access to school facilities, the present appalling situation in regard will not improve. It is imperative that intensive efforts are made to analyse the main causes of drop outs

which varies from region to region, State to State and even block to block and to solve them on war footing by adopting cause oriented approach in place of uniform measures so as to ensure that elementary education is imparted to the millions of educationally deprived children in the country.

The integral feature of the non-formal education programme should be to help students to improve living conditions by acquiring technical skill and education in community living. It is desirable to improve the relevance of the contents of courses to existing realities of life, the methodology and the organisation of the education programme so that on the one hand the children do not get alienated from the socio-economic entity of the family and the community and on the other hand, those who want to revert to their family occupation are helped to do so with better knowledge and improved skills relating to their occupation. It is absolutely necessary that quantitative expansion of the education programme is accompanied with a similar improvement of quality. In the opinion of the Committee, there should be decentralised curriculum which should be made interesting and relevant to the needs and environment of children. Appropriate non-formal education facilities should be introduced at places where high drop outs incidence rate is observed.

5 16 Deptt. of Education Simultaneously, steps should be taken to improve physical conditions of schools and they should be located in reasonable modest buildings. As far as possible the schools should also be within the walking distance of the students. It would be desirable to attract more and more students by giving various types of incentives. The Committee, in this connection appreciate the incentives of the uniforms, mid-day meals, shoes, books etc. provided by certain States and would like the Government to initiate

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introduction of similar measures all over the country.

6 17 Deptt. of Education The Committee hope that the Government would examine the findings of the Fifth All India Education Survey in depth so that all socio-economic factors retarding the progress of elementary education are analysed critically and appropriate follow up action taken promptly. The problem of parental attitude occur mostly in regard to rural children. The Committee is of the opinion that the safest way to attract and retain children in schools is to reduce the burden of the school going children on the parents by provision of mid day meals, school uniforms, books, etc. In addition, and more importantly, a changeover from the knowledge oriented bookish curriculum by an activity centred work oriented curriculum is essential both to help the child acquire interest in school and in addition as well as to show the parents that the children are being equipped for earning a living. In the absence of these much needed changes both in the attitude of children and parents the programme of universal elementary education will remain a distant dream.

7 19 —do— From the nation wide survey on Working Children conducted in 1980-81 by the Operation Research Group, the Committee find that out of 440 lakh working children about two-third were between the ages 12-15. Presumably the remaining 1/3 were in the age group 6-11. The Committee would like to know as to how many of these were in the age group 6-9 and how many of them were actually earning for wage employment. The Committee apprehend that a substantial number of children in this age group may not be working for wage employment and consequently, there may be other reasons for children of this age group not going to schools. The Government should investigate the reasons for this state of affairs and take appropriate remedial measures.

The Committee also note that the Secretary Education had informed them that the number of children who were working for wage employment might be approximately 190 lakhs whereas the survey on working children conducted by Operation Research Group indicated their number as 23 lakhs. The Committee would like the Government to look into these variations with a view to find out the actual number of such children so that the exact magnitude of the problem could be assessed. The Committee may be apprised of the further outcome of these developments.

8 23 Deptt. of Education Ministry of Labour/ Ministry of Law

The Committee express deep concern over the appalling conditions of exploitation of children in the country and recommend that effective measures should be taken by the Government to provide education to these children in easily accessible schools and at such time when they can attend school. There could be an enormous motivation among these children to study provided learning can be an exciting adventure. Simultaneously, it will also be necessary to bring about a change in their parental attitude apart from taking suitable steps to reduce the incidence of drop-outs among these children as a large number of them opt for odd jobs in the absence of any proper guidance. The Ministry of Labour should also enforce the Acts to safeguard the rights and welfare of Working children strictly and exemplary punishment should be imposed on persons violating the relevant laws. The Ministry should examine the matter in greater depth with a view to ensure their effective implementation, and if the provisions require amendment to make their enforcement effective and practical, the Government should take necessary steps in the matter with due promptitude after taking the advice of experts so that the exploitation of the children in the country is brought to an end within a time frame. The Committee would like to be apprised of further development in this regard.

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9	24	Dept. of Education	<p>Apart from teachers absenteeism the problem of teachers not teaching satisfactorily or not teaching at all was also brought out during evidence. The Committee are surprised to note the reply of the Government that "no specific step at the level of the Central Government appears to be warranted as this is essentially an operational problem to be managed by State Governments". The Committee feel that the problem of teacher absenteeism is a problem of significance to the nation and urge the Government of India to consider this problem with greater care and depth and take effective remedial measures with due promptitude so that the problems of absenteeism of teachers and those of incompetent, inadequate and ineffective teaching are sorted out. The Committee were informed during evidence that the National Institute of Educational Planning and Administration has been asked to work out how educational institutions can be really made accountable to the local community as simple solutions do not work in this regard. The Committee was also informed that there was no detailed guidelines regarding what kind of local accountability should be created. The Committee hope that the aspects of absenteeism and incompetence, inadequacy and ineffectiveness of teachers would also be given due consideration by the above Institute in consultation with the State Governments and necessary guidelines will be issued to them so that the accountability of the basic education system to the local community is ensured. The Committee would also like the Government to consider the efficacy of training of teachers after recruitment in consultation with experts in the field. The Committee would like to be apprised of further Developments in this regard.</p>
10	29	do	<p>The Committee find a number of discrepancies in the figures reported by State Accountants General and those in Ministry's records under the Head 'Amount Spent'. The Committee desire that these discrepancies</p>

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should be reconciled/settled on a priority basis under intimation to them.

11 30 do The Committee hope that with the increased financial outlay for the programme, the Government would be able to cover by 1990 all the children in the age group 6-10 either under formal system of Education or under the scheme of Non-formal Education as envisaged in the New Education Policy. The Committee hope that the implementation of this scheme would be monitored by the Ministry periodically and all implements are attended to promptly.

12 32 Deptt. of Education/  
Planning Commission Not only the pattern of finance has been changing during all these years but at the same time States were also not told about the continuance of the Central assistance beyond Five Year Plan. Thus the States were uncertain about the continuance of the Central assistance. The Education Secretary has also admitted during evidence that the States are reluctant to utilise the funds provided by the Centre because they are not sure about the duration for which Central assistance would be available.

13 33 do It is disquieting to note that neither the Ministry nor the Planning Commission over thought of preparing a perspective plan for education. Universal elementary education being a subject of national importance, it is imperative that long term understanding should be available to the States and the Central Government as to the sharing of funding responsibility for this gigantic task and it should have been possible to have a planning on a fairly long term basis. Since the New Education Policy envisages to provide free and compulsory education to all children upto 14 years of age by the year 1995, the Committee recommended that while assuring the States/Union Territories regarding continuance of the Central assistance for Non-Formal Education Programme, the

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Government should formulate a long term plan with a view to achieving this objective within the stipulated time.

14 34 Deptt. of Education As the procedure being followed now results in unnecessary delay in releasing grants to the States, the Committee recommend that Government should release 50 per cent of the grants sanctioned during previous year in the beginning of the year and the funds so released may be adjusted against final allocations as it is all the more necessary to ensure continuous flow of funds to the States for their educational schemes.

15 36 do The Committee is of the opinion that every care should be taken by the Government to prescribe realistic norms which should also take into account continuous inflation so that the norms fixed are adhered to and there are no occasions to deviate from the prescribed norms. They hope that in future Government would be careful in this regard.

16 38 do The Committee are concerned to note that against the proposed target of opening of 1.70 lakh general Non-Formal Education Centres and coverage of 56.83 lakh children by 9 educationally backward States during the years 1979-80 to 1985-86, 1.29 lakh centres with a coverage of 36.79 lakh children only could be opened resulting in an average shortfall of 24.4% in establishing non-formal Education centres and of 35.3% in coverage of non-enrolled children. The reply of the Government that 'the State Governments concerned, after the receipt of grant, had to decide on the location and number of centres and to make arrangements for instructors and materials, which took time and thus resulted in shortfall in their achievement, is totally unacceptable. In the opinion of the Committee, State Governments should have, before sending proposals to the Department of Education, decided about the location and number of centres. Lamentably no

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advance action i.e. making arrangements for instructors and teaching material etc. was taken by the State Government thereby indicating that the matter did not receive the attention it deserved. At this stage, the Committee can only express the hope that the Government would be careful in future in ensuring that the State Governments implement the scheme in a business like manner and will ensure that the instructions issued in this regard are scrupulously observed so that all slippages are attended to with efficiency and promptitude. The Committee would like to be apprised of further developments and remedial measures initiated in this regard.

17 4 —do—

The Committee desire that the Ministry should vigorously pursue all the cases of deficiencies referred above to their logical finalities. The Ministry should ask the State Governments to thoroughly inquire into the departmental failures/lapses which eventually had resulted in the occurrence of these deficiencies and establish a system of close and periodical monitoring and take suitable action against the officers held responsible for various deficiencies. The Committee would like to have a detailed report on the follow up action taken in respect of system improvement as well as in regard to individual cases and would like to be apprised of further developments in this regard.

18 44 do

The success of any Central Sponsored Scheme depends on the efficiency of its monitoring system. Disappointingly, the fact that in the Ministry only a desk officer was appointed to look after this important programme of huge dimension is clearly indicative of the lackadisical approach of the Government to monitor the progress of the programme. The States too acted in a casual fashion with the result that the data prepared by them and subsequently submitted to the Centre was totally inadequate thereby rendering the future process of monitoring totally obsolete. The Committee find that the proforma seeking sub-

head-wise progress of various components of the scheme was drawn up in May 1984 for the receipt of proposals for the year 1984-85 although the scheme was in operation since 1979. The Committee note that although the new Education Policy envisaged a substantially detailed format primarily for the purpose of supervision and monitoring yet the same could not be put to use so far. Although the weaknesses in the monitoring system was brought to the notice of the Ministry by Audit in January 1986, they had taken more than 2 years in initiating effective steps to tighten the monitoring system. When this point was raised during evidence, the representatives of the Ministry could not explain the reasons for this state of animated suspension. Some of the states have stated that the programme could not be monitored due to shortage of staff for the purpose. During evidence the representatives of the Ministry have stated that "the pattern of staff provided for new scheme will be able to take care of the work involved". It is also proposed to have a Seminar in which people concerned from the State Governments will have also a look at the scheme and comment on it, before it is given a final shape. With all these formalities, yet to be completed, the Committee apprehend that another precious year may unnecessarily be wasted though the Government are confident of achieving their objective of free and compulsory education for all children in the age group 6-14 by 1995. Not only the data should be received in time but it should also be ensured that the data supplied by various State Governments is accurate. It is imperative that a system is devised by which the data furnished by these States could be cross-checked. In the opinion of the Committee concurrent evaluation of the programme by an outside expert agency which may obtain the information directly and therefore not suffering from the bias of functionaries in the system, is an appropriate method to cross-check the data supplied by State Govern-

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ments. The Committee hope that the new format for supervision and proper monitoring would be put to use from the year 1988-89 as promised and that the data so obtained would be cross-checked by introducing concurrent evaluation of the programme by an outside agency. The Committee would like to be apprised of further developments in this regard.

19 47 do The Committee find a number of discrepancies in the figures reported by the State Accountants General and those in Ministry's record under the heads "Expenditure Incurred" and "Unspent Balances". The Committee desire that these discrepancies may be reconciled/settled with State Accountants General on a priority basis and the results thereof may be intimated to them.

20 48 do It is also seen from the Audit Paragraph that the grants released by the Ministry at the fag end of the financial year could not be spent by these State Governments except West Bengal. In this connection, the Ministry of Human Resource Development have informed the Committee that in order to control the situation under the revised scheme, grants would be released to the State Governments in two instalments and it will be ascertained twice in a year as to how much the State Governments have been able to spend during the previous six months. The Committee would watch the results of the implementation of the scheme from the annual reports of the Ministry.

21 52 do The Committee find that against allocation of funds of Rs. 1286.50 lakhs during 1983-84 and 1984-85 under the scheme of incentives/awards, no expenditure was sanctioned by the 5 States/Union Territories against the released amount of Rs. 68.25 lakhs to them. The Government of Jammu & Kashmir also did not report any progress of utilisation of Rs. 7.25 lakhs released to them. The Committee are concerned to note that the actual utilisation till 31 March, 1986 was to the extent of only Rs. 326.77 lakhs out of

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Rs. 1211 lakhs released to various State Governments and as such 73% of the award moneys remained unutilised. The Committee would like to know whether the Ministry have investigated the reasons for not utilising Rs. 884.23 lakhs lying with the States/Union Territory Governments. The non-utilisation of award designed for increasing the coverage of girls also resulted in the denial of the benefit to those girls who have crossed the particular age for admission in NFE centres. As these delays result in escalation cost of intended improvements in facilities, the Committee recommend that the Government should take appropriate measures to ensure proper and timely utilisation of these funds.

22 53 do Audit have also pointed out that an expenditure of Rs. 181.23 lakhs was incurred on items not covered under the scheme of incentives/awards. The Committee are surprised to note from the reply of the Government that the utilisation of awards in contravention of the conditions was basically the concern of the respective State Governments. The Committee recommend that the cases pointed out by Audit should be taken up with the defaulting States/Union Territory Governments to their logical conclusions and Committee apprised of further developments. The Govt. should coordinate in getting the matter finalised in consultation with States/UT Govts. and Audit.

23 56 do For recruitment and training of lady teachers in these 9 educationally backward states, the Ministry released during the period from 1983-84 to 1985-86 grants aggregating Rs. 581.80 lakhs against the budget allocation of Rs. 964 lakhs and the expenditure incurred was Rs. 244.12 lakhs. The Committee deprecate that only 41.19 percent of funds released to various states were utilised for the purpose. They would like to know the reasons for not utilising the funds released by the Central Government and the steps taken to

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ensure that such a situation does not recur in future.

24 58 do The Committee would like to know the actual number of lady teachers recruited in various States so far. The State-wise details regarding number of lady teachers given training and the expenditure incurred on them in 1983-84 onwards may also be furnished to the Committee.

25 59 do The Committee would like the Government to analyse in detail the reasons for delay in the issue of sanction/release of grants and the question of non-receipt of utilisation certificates. It is imperative that all the prescribed conditions for the release and utilisation of grants are scrupulously adhered to and the Government should take necessary steps in the direction. Centres opened by other 41 voluntary agencies should also be got test checked and Committee apprised of the results of these test checks.

26 62 do The Committee desire that the Work Experience programmes should aim at participation in well-designed production and service oriented projects for more intensive skill development and pre-vocational preparation at middle stage and linear extension of these activities at the secondary stage.

27 64 do Although SUPW/Work Experience forms an integral part of curriculum in many States at the primary stage of education, yet the Committee feel the actual implementation both in coverage and quality leaves much to be desired. At the middle school stage, SUPW/Work Experience programmes should aim at developing confidence and skills to students to enter the world of work directly or through certain occupational training courses. The Committee are unhappy to note that the NCERT has not yet evolved a suitable programme of work experience in schools. While primary responsibility in implementation of the guidelines laid down in the National

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Policy on Education is that of State Governments. It is desirable that Central Government should explore the possibility of evolving a centrally sponsored scheme. The Committee are of the firm opinion that the Central Government should at least take responsibility for introducing work experience programme in non-formal education and provide for adequate financial assistance to all the States.

28 68 do The Committee find that Vocational Education has suffered in the past because the programme remained marginal and weak and therefore, did not inspire confidence. The resources and facilities required in schools were not provided and the management/professional input at planning and implementation stage remained inadequate. Because of these factors, Vocational Education did not acquire the level of skills expected of them. Also the recruitment policy was not changed to favour recruitment of vocationally trained persons and the resultant unemployment of vocational students created a negative environment. Vocational Education will become attractive only if jobs are also assured for persons who are trained vocationally. The Government should draw up a long term policy also involving those in the Industry and there should be an interaction between the Industry and Education authorities so that vocational education becomes really useful and the parents and children are equally made aware of this. Accordingly, apart from taking care of those problems in the implementation, Government should involve the mass media to obtain full awareness and acceptance of the community for Vocational Education. As three years of the Seventh Plan have already elapsed, the Committee can not but emphasise the need for speedily implementation of this socio-economic programme.

29 69 do The Committee would like to know in detail the incidental charges estimated and actually incurred/ booked under each of the above heads.

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30	70	do	The Committee observe that a total quantity of 14039 MT of 3 different varieties of paper was procured and distributed to 27 States/Union Territories and the NCERT since the inception of the agreement in 1980-81 to the close of 1985-86. The Committee are concerned to note that against the budget estimates of Rs. 2099.52 lakhs, Rs. 1367.99 lakhs (850 lakhs—Swedish assistance and Rs. 517.99 lakhs—Government of India funds) were released upto the year 1984-85, & the STC could utilise Rs. 1319.85 lakhs only upto 1985-86.
31	72	do	It is interesting to note that the unspent balance available with STC at the end of 1985-86, as per records of the Ministry, comes to Rs. 48.14 lakhs whereas the STC had reported unspent deposit of Rs. 50.81 lakhs with them. Although draft Audit Para was sent to the Ministry in January, 1986, no action was taken to reconcile the accounts till February 1987 when the Ministry informed that a check register had been drawn up to watch indent's made with STC, allocations made to the States Governments and balances outstanding with the STC. The Committee deplore this state of affairs in the Ministry and recommend that responsibility should be fixed for not following the proper accounting procedure. They also urge that these figures should immediately be checked and reconciled with STC and Committee apprised accordingly.
32	73	do	While huge amounts of the Government funds were lying unspent with the STC on which no interest was charged by the Government, the latter charged 0.5% of CI&F value of paper amounting to Rs. 4.69 lakhs for meeting the bank expenses towards opening of the letters of credit/authority in the suppliers. The Committee would like to know the reasons due to which interest on the Government fund lying unspent with the STC was not charged.

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33	74	do	The Committee also note from the Audit Para that against the cash assistance of Rs. 14 crores agreed to by Swedish Government, an amount of Rs. 8.50 crores was released by the Government to the State Trading Corporation upto the year 1982-83. However, no Swedish assistance was released after that year. The Committee would like to know as to how the remaining assistance was utilised. In case, this assistance was cancelled due to non-utilisation of funds, the Committee recommend that strict action should be taken against the officials responsible for this lapse.
34	39	do	Since the NCTE does not have statutory status, a Framework prescribed by it does not have legal sanction or enforceability. However, the National Policy on Education, 1986 envisages conferral of statutory status on the NCTE. In order to enforce NCTE guidelines regarding teaching education curricular, necessary legislation should be enacted and in the meanwhile action should also be initiated to revise the Framework, developed by NCTE ten years ago, in the light of subsequent developments.
35	39	do	The reasons for delay in payments of remuneration to instructors should be thoroughly investigated and remedial action taken on an urgent basis. The remuneration paid to the instructors is meagre and needs to be increased suitably. The State Governments should be asked to give preference to the instructors engaged in NFE centres for filling up of regular vacancies of teachers in their respective States. Simultaneously, teaching for a year or so at NFE centres should be made compulsory for teacher trainees.
36	39	do	The teaching/learning materials and equipment should be supplied to these NFE centres through Panchayats to avoid unnecessary delay. The text books for non-formal education should be prescribed on the basis

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of study by experts and it should not be left to the State Governments to prescribe their own text books. Uniformity and improvement in text books/teaching material is necessary for successful implementation of the programme.

37      39      do      The defunct centres have since been replaced by the new ones and that the inspection of centres has also been streamlined to ensure that closure of centres does not take place. The centres should be shifted only after getting the prior permission of the District Education Officer for which necessary intimation must be furnished to the Central Government.

38      39      do      Correct information about the working of the centres could only be obtained through the inspection Reports. The main thrust of the programme should be on strengthening the supervisory component and on obtaining the correct data. The Government should ask the State Governments to evolve a system by which the village level community may be involved in these supervisory activities.

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