

**ELEVENTH REPORT
PUBLIC ACCOUNTS COMMITTEE
(1991-92)**

**(TENTH LOK SABHA)
UNIVERSAL ELEMENTARY EDUCATION
IN THE AGE GROUP 6—14**

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

**[Action Taken on 134th Report of the
Public Accounts Committee (8th Lok Sabha)]**



*Presented to Lok Sabha on 18 March, 1992
Laid in Rajya Sabha on 18 March, 1992*

**LOK SABHA SECRETARIAT
NEW DELHI**

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PUBLIC ACCOUNTS COMMITTEE (1991-92)
(TENTH LOK SABHA)

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PUBLIC ACCOUNTS COMMITTEE

(1991-92)

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INTRODUCTION

I, the Chairman of Public Accounts Committee as authorised by the Committee, do present on their behalf this Eleventh Report on action taken by Government on the recommendations of the Public Accounts Committee contained in their Hundred and Thirty Fourth Report (Eighth Lok Sabha) on Universal Elementary Education in the Age group 6—14.

2. In their earlier Report the Committee had recommended the Government to take up the implementation of the policies, plans and programme for universal primary education in such a way so as to ensure that all the States take effective steps to adhere to the prescribed targets. In this Report the Committee have taken a serious view that the Government have failed to implement most of the recommendations. The Committee have emphasised the need to take concrete and immediate steps towards achieving the target of covering 17.63 crore children by 1995 and ensure retention and attainment of minimum levels of learning to cover both formal and non-formal streams.

3. The Committee have expressed disappointment over the failure of the Government to implement their earlier recommendation that suitable non-formal educational facilities with an interesting curriculum relevant to the needs and environment of children should be made available and steps should also be taken to improve physical conditions of schools. The Committee have reiterated that tangible steps be taken to implement these recommendations and a report supported by relevant statewide data be furnished to them within six months.

4. The Committee have also expressed disappointment over the tone of helplessness expressed by the Government in tackling the problem of child labour and their attitude of preferring to wait till the socio-economic conditions in the country markedly improve. The Committee have desired the Government to ensure that necessary measures are taken to eliminate child labour within a specific time frame.

5. In their earlier report the Committee had desired that the Government and the Planning Commission should formulate a long-term perspective plan for education. In this Report the Committee have desired to know the steps taken so far to evolve a perspective plan for education and the time frame by which it would be implemented in the States.

6. The Report was considered and adopted by the Public Accounts Committee at their sitting held on 24 January, 1992. Minutes of sitting form Part II of the Report.

7. For facility of reference and convenience the 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 in Appendix to the Report

8. 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.

NEW DELHI;

February 21, 1992

Phalguna 2, 1913 (Saka)

ATAL BIHARI VAJPAYEE,

Chairman,

Public Accounts Committee.

CHAPTER I

REPORT

1.1 This Report of the Committee deals with the action taken by Government on the recommendations and observations contained in their 134th Report (8th Lok Sabha) on Universal Elementary Education as contained in Paragraph 37 of Report No. 1 of the Comptroller and Auditor General of India for the year ended 1985-86.

1.2 The Committee's 134th Report (8th Lok Sabha) was presented to Lok Sabha on 29 April, 1988. It contained 38 recommendations and observations. Action taken notes in respect of all the recommendations have been received from the Government. These have been broadly categorised as follows:

- (i) Recommendations/observations that have been noted or accepted by Government:
Sl. Nos. 4, 5, 6, 11, 13, 14, 15, 16, 20, 21, 25, 26, 28, 29, 30, 31 and 38.
- (ii) Recommendations/observations which the Committee do not desire to pursue in the light of the replies received from Government:
Sl. Nos. 7, 23, 24, 32, 33, 36 and 37.
- (iii) Recommendations/observations replies to which have not been accepted by the Committee and which require reiteration:
Sl. Nos. 1, 2, 3, 8, 18 and 27.
- (iv) Recommendations/observations in respect of which Government have furnished interim replies:
Sl. Nos. 9, 10, 12, 17, 19, 22, 34 and 35.

1.3 The Committee expect that final replies to the recommendations and observations in respect of which only interim replies have been furnished so far will be made available to the Committee expeditiously after getting them vetted by audit.

The Committee will now deal with action taken by the Government on some of their recommendations:

Evaluation of Universal Elementary Education, Child Labour, Monitoring of Non Formal Education etc.

(S. No. 1, 2, & 3—Paragraph No. 9, 10, 11)

1.4 Taking note of the casual approach followed by the Government for monitoring and evaluation of the education programme, the

Committee had observed as follows:

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 enrol 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.

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 enrol 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."

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 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.

1.5 In their action taken reply the Government have stated as follows:

“The question of monitoring progress towards universalisation of Primary Education and Elementary Education was, subsequent to the observation of the PAC, considered in great detail at the Conference of Education Secretaries and Directors of Education held on 17-18 June, 1988. The following recommendations were made:—

- that the existing machinery be strengthened to collect age-specific and class-specific data annually.
- development of a monitoring system for both formal and non-formal systems as part of micro-level planning.
- measurement of achievement to be ascertained by completion of five or eight years of schooling of primary and elementary levels and to be related to attainment of minimum levels of learning.
- work out modalities of a suitable system for monitoring progress towards UPE and UEE.

The matter was further considered by Central Advisory Board of Education on 13-14 September, 1988 and the Board recommended that there should be a shift in emphasis from mere collection of enrolment data to information concerning retention and attainment of minimum levels of learning to cover both formal and non-formal streams.

1.6 The Committee had recommended the Government to take up the implementation of the policies, plans and programme for universal primary education in such a way so as to ensure that all the States take effective steps to adhere to the prescribed targets. The Committee desired that the Government would take action to ensure that funds to the State Governments are provided expeditiously and the schemes are implemented from 1988-89 through annual planning. The Committee take a serious view that the Government have failed to implement most of the recommendations. The Committee cannot but emphasise the need to take concrete and immediate steps towards achieving the target of covering 17.63 crore children by 1995 and ensure retention and attainment of minimum levels of learning to cover both formal and non-formal streams. The Government may apprise the Committee with state-wise data of the present coverage and the target proposed to be achieved by 1995.

Incidence of school drop outs and plan for Universalisation of education

(S.No. 4 & 5—Paragraph No. 15 & 16)

1.7 Taking note of the number of drop-outs from schools and non-fulfilment of the principles laid down under the Programme, the Committee had made the following recommendations:

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 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. 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 or similar measures all over the country.

1.8 In their action taken reply the Government have stated as follows:

The Committee's recommendations have been noted. A strategy for micro-planning has been evolved, involving (1) Formation of school complexes, (2) Identification of catchment areas, (3) Training and reorientation of Educational personnel, (4) Annual house-to house, village-wise surveys of school age children and (5) Planning for enrolment and retention of children in Primary schools and Non-Formal Education Centres. The CABE has recommended in its meeting held on 13-14 September, 1988 that State Governments should begin this exercise for Micro-level Planning immediately so that they are in readiness for the preparation of State Plans in the 8th Five Year Plan on this basis.

1.9 The Committee had desired that suitable non-formal educational facilities with an interesting curriculum that is relevant to the needs and environment of children should be made available in areas of high incidence of drop-outs from schools. Further, steps were to be taken to improve physical conditions of schools. However, the Government is conspicuously silent in their action taken note on these aspects. The Committee are disappointed to note that the Government have failed to implement their recommendations and reiterate that tangible steps be taken to implement the recommendations and a report supported by relevant state-wise data be furnished to the Committee within six months.

Position of incidence of child labour in the country

(S.No. 8—Paragraph No. 23)

1.10 Taking note of the appalling condition of exploitation of children in age group 0-16, the Committee recommended as follows:

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 expert 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.

1.11 In their action taken notes the Government have stated as follows:

The Child Labour Policy, 1987 envisaged setting up of projects that give a package of benefits in areas of concentration of child labour. Under this project based plan of action, projects will be taken up in selected areas of child labour concentration. These projects, among other things, envisage the setting up of special schools for child workers. These schools will provide education, vocational training, supplementary nutrition, health care, etc. Besides, Non-Formal Education Centres (NFE Centres) will also be set up in the project areas under the Scheme of the Department of Education.

The Policy also emphasises the stringent implementation of all Acts and legal provisions relating to child labour. All the State Governments and Union Territories have been addressed to strictly enforce all Acts and legal provisions relating to child labour and to send quarterly reports regarding the number of inspections made, the number of violations detected, the number of prosecutions launched etc.

While the Government is making all out efforts to reduce and eliminate child labour, it is not practicable to lay down a time frame within which the problem will be totally eliminated. The problem of child labour is very closely linked with the socio-economic conditions prevailing in the country, and can be removed only when the overall socio-economic conditions markedly improve.

In their action taken note the Ministry of Labour have stated that under the project based-plan of action of the National Policy on child Labour projects will be taken up in selected areas of child labour concentration. These projects, among other things envisage the setting up of special schools for the child workers for providing education, vocational training, supplementary nutrition, health care etc. Besides, Non-Formal Education Centres (NFE Centres) will also be set up in the project areas under the scheme of the Department of Education. For the present the schools will continue upto the end of the Seventh Plan period. However, it is proposed to continue the National Child Labour Policy in the Eighth Plan also and if this is agreed to by the Planning Commission, the Special Schools will also continue during the Eighth Plan.

1.12 The Government in their reply while emphasising stringent implementation of all Acts and their legal provisions relating to child labour

have indicated that project based plan of action will be taken up in selected areas of child labour concentration through setting up of special schools and non-formal education centres. The Committee, however, desire the Government to ensure that the measures taken eliminate child labour within a specific time frame and in the meantime indicate the progress achieved. The Committee are disappointed to note the tone of helplessness expressed by the Government in tackling the problem of child labour and their attitude of preferring to wait till the socio-economic conditions in the country markedly improve.

Release of funds and expenditure incurred for Non-Formal Education Centres

(S.Nos. 10,19,20, Paragraph No. 29,47,48)

1.13 Observing that the matter of shortfall in the coverage of NFE programme and the high unspent balance was taken up with the State Governments, the Committee had made the following recommendations:

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.

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.

1.14 The Ministry have stated in their reply as follows:

The Committee's observations were brought to the notice of state Governments and the State Accountants General. On analysing the replies received from a few State Governments and State Accountants General it is seen that discrepancies in the figures reported by the State Accountants General and those in Ministry's record under the head 'Amount Spent' is due to the fact that figures available in the Ministry records are based upon the tentative figures furnished by the State Governments to the Ministry at the time of submitting their proposals for the NFE programme for the next year. In most of the cases, these figures happen to be only the estimated amount spent during the year since the final figures do not become available to them at the time of sending these proposals. Most of the time the State Governments will not receive exact details of the amount spent from their respective districts/projects, and to avoid delay in the submission of the proposals for the next year they will generally furnish the estimated figures based on the partial information available with them. The figures of 'Amount Spent' available with

the Ministry are nothing but based upon such information received from the State Government. Hence the discrepancy is bound to be there between these figures and the final figures of 'Amount Spent' as reported by the State Accountants General.

In the above circumstances, the Ministry has directed the State Governments to re-council their final figures of 'Amount Spent' with their respective Accountants General and send a certificate to the Ministry in this regard along with the reasons for the discrepancies between their final figures and figures originally submitted by them to the Ministry. As and when the complete replies are received from the concerned State Governments and State Accountants General, PAC will be informed accordingly.

1.15 Regarding the release of funds and expenditure incurred in NFE Centres, the Committee recommended as follows:

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.

1.16 The Ministry in their reply have stated that the Committee's observation have been noted.

1.17 The Committee regret to observe that even after a lapse of more than two years since the presentation of their 134th Report (8th Lok Sabha) to the House in April 1988, final action still remains to be taken by Government on the above recommendations. The Committee need hardly emphasise that it should be the endeavour of the Ministry to see that all action is completed and compliance reported.

Long-term perspective plan for Universalisation of education

(Sl. No. 13 Paragraph No. 33)

1.18 Taking note of the difficulties involved in sharing funding responsibilities between Centre and the State and the complexities involved in the implementation of the Universal Elementary Education Programme, the Committee made the following recommendation:

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 this objective within the stipulated time.

1.19 In their action taken reply the Government have stated as follows:

The Committee's valuable recommendations have been noted.

1.20 The Committee had desired in their report that the Ministry and the Planning Commission should formulate a long-term perspective plan for education. However, in their reply the Government has simply stated that the recommendations have been noted. The Committee would like to know the steps taken so far to evolve a perspective plan for education and the time frame by which it would be implemented in the States.

Inadequate provisions for monitoring Centrally Sponsored Schemes

(S.No. 18—Paragraph No. 44)

1.21 Taking note of the lackadaisical approach of the Government to monitor the progress made by the Centrally Sponsored Schemes such as the Non-Formal Education Scheme, the Committee had observed as follows:

The success of any Centrally 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.

1.22 In their action taken reply the Government have stated as follows:

In order to monitor effectively the progress of implementation of the programme, detailed QPRS were devised by the Ministry. States are required to send information in these forms every quarter. In addition, the Ministry has also designed a computerised Management Information System (MIS) in consultation with NIEPA and Department of Electronics. The original proforma were field tested and modified on the basis on the results of the field tests. This is now being introduced in the 10 pilot districts and thereafter will be introduced to cover the whole programme.

1.23 The Committee had recommended that an outside expert agency should also be appointed to handle information directly so that data received from the State Governments/Departments is cross checked and the evaluation of the programme does not suffer from the bias of functionaries. From the action taken note it appears that the Government have failed to appoint such an agency. The Committee are not satisfied only by the introduction of computerised management information system by the

Government. The Committee reiterate their earlier recommendation and desire that a suitable expert agency be appointed to concurrently evaluate the statewise data. The results of monitoring after introduction of progress reports should be made available to the Committee expeditiously but not later than a period of six months.

Inadequate provisions for implementation of SUPW or Work Experience programme

(S.No. 27—Paragraph No. 64)

1.24 Taking note of the importance of the work experience programmes and socially useful and productive work programmes, the Committee had recommended as follows:

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.

1.25 In their action taken reply the Government have stated as follows:

- The observations made by the Committee regarding Work Experience Programme have been noted. Similar views have been expressed in the reports of the Kulandaiswamy Working Groups of Vocationalisation of Education and Programme of Action prepared for implementation. It was however decided to first start the vocational education programme at +2 stage. Accordingly a Centrally sponsored scheme of vocationalisation of Secondary Education has been started from 1987-88. An exercise to formulate a Centrally sponsored scheme on the work experience programmes has also been initiated. However, there are, at present no funds available to start the programme of work Experience, throughout the country. The importance of this programme is, however, fully shared and it is intended to take it up at the earliest.

1.26 The Committee had recommended that the Government must formulate a Centrally Sponsored Work Experience programme for all the States at least in non-formal education and provide them with adequate financial assistance for the purpose. In their written reply the Government have indicated that similar views were expressed by the Kulandaiswamy Working Groups on Vocationalisation of education. The Committee are interested to know whether any new Centrally Sponsored Work Experience schemes have since been finalised by the Government. Regarding the availability of funds for implementation of the work experience programme the Committee feel that concrete efforts should be made to provide funds for this important aspect of the programme. The Committee desire that the Government will review the position and assure regular funds to the States to carry out the Work Experience Programmes.

Teaching faculty in NFE Centres

(S.No. 35—Paragraph No. 39)

1.27 Highlighting the delay in payment of remuneration to the instructors the Committee recommended as follows:

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.

1.28 The Ministry of Human Resource Development have stated as follows in their action taken reply:

It was seen that delays in payments of remuneration to instructors occurred generally in the first few months of a financial year because the State Governments' Finance Departments did not make arrangements for payment in advance till their sanction to expenditure under the scheme in the next financial year, unlike salaries for other Government employees. The Ministry has instructed State Governments to ensure that orders are issued treating remuneration to instructors in the same manner as salaries to regular Government employees so that breaks in payments do not occur. In addition, the Ministry now releases advances of funds to avoid any hardships to the instructors.

As regards the amount of remuneration etc. to instructors, at present the matter has been placed before the Working Group on Early Childhood Education and Elementary Education constituted for formulation of the Eighth Five Year Plan.

1.29 The Committee had recommended that 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. It was also recommended that teaching for a year or so at NFE Centre should be made compulsory for teacher trainees. The Ministry in their action taken note have not mentioned the action taken on these recommendations. Apparently the Government has placed these recommendations before the Working Group on Early Childhood Education and Elementary Education constituted in connection with the formulation of the Eighth Five Year Plan. The Committee desires to have a note on the recommendations made by the Working Group and the plan of action of the Ministry in this regard.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS THAT HAVE BEEN NOTED OR ACCEPTED BY GOVERNMENT

Recommendation

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.

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.

[Sl. Nos. 4 & 5, Appendix III, Paras 15 & 16 of 134th Report of PAC
(Eighth Lok Sabha)]

Action Taken

The Committee's recommendations have been noted. A strategy for micro-planning has been evolved, involving (1) Formation of school complexes, (2) Identification of catchment areas, (3) Training and reorientation of educational personnel, (4) Annual house-to-house, village-wise surveys of school age children, and (5) Planning for enrolment and retention of children in primary schools and Non-Formal Education Centres. The CABE has recommended in its meeting held on 13-14 September, 1988 that State Governments should begin this exercise for Micro-level Planning immediately so that they are in readiness for the preparation of State Plans in the 8th Five Year Plan on this basis.

[Ministry of Human Resource Development, Department of Education
O.M. No. 2/4/88-NFE.1 dated 28th December, 1988.]

Recommendation

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.

[Sl. No. 6, Appendix III, Para 17 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The recommendations of the Committee are noted.

[Ministry of Human Resource Development, Department of Education
O.M. No. 2/4/88-NFE.1 dated 28th December, 1988]

Recommendation

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.

[Sl. No. 11, Appendix III, Para 30 of 134th Report of PAC (Eighth Lok Sabha)].

Action Taken

The Committee's observations have been noted.

[Ministry of Human Resource Development, Department of Education, O.M. No. 2/4/88-NFE.1 dated 28th December, 1988.]

Recommendation

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 recommended 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 this objective within the stipulated time.

[Sl. No. 13, Appendix III, Para 33 of 134th Report of PAC (Eighth Lok Sabha)].

Action Taken

The Committee's valuable recommendations have been noted.

(Ministry of Human Resource Development, Department of Education O.M. NO. 2/4/88-NFE. 1, dated 28th December, 1988.)

Recommendation

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.

[Sl. No. 14, Appendix III, Para 34 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

It has been decided that 20% of the previous year's grant would be released in the beginning of the financial year to allow the centres to run without difficulty; another 50% on receipt and sanction of the proposal and the rest when the State Govt. is able to report that 75% of the grant for the year has been utilised.

[Ministry of Human Resource Development, Department of Education, O.M. NO. 2/4/88-NFE I dated 28th December, 1988].

Recommendation

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.

[Sl. No. 15, Appendix III, Para 36 of 134th Report of PAC (Eighth Lok Sabha)].

Action Taken

The observations of the PAC have been noted.

[Ministry of Human Resource Development, Department of Education, O.M. NO. 2/4/88-NFE I, dated 26th December, 1988].

Recommendation

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 56.3 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 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. 16, Appendix III, Para 38 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The observations of the PAC have been communicated to the State Governments/Union Territories for their guidance in connection with the scheme and the need to first identify the location and number of centres on the ground before formulating a proposal has been emphasised. The Ministry have introduced quarterly monitoring of the scheme, as well as a computerised Monitoring Information System (which is currently being introduced on a pilot basis in ten districts). Funds are also being released in instalments linked to the progress of expenditure, under the revised scheme.

[Ministry of Human Resource Development, Department of Education, O.M. NO. 2/4/88-NFE. 1 dated 28th December, 1988.]

Recommendation

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.

[Sl. No. 20, Appendix III, Para 48 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The Committee's observations have been noted.

[Ministry of Human Resource Development, Department of Education
O.M. No. 2/4/88 NFE. I dated 28th December, 1988]

Recommendation

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.

[Sl. No. 21, Appendix III, Para 52 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The State Governments were addressed regarding the reasons for non-utilisation of funds released under the Incentive Awards Scheme and the various replies received have been analysed in the Ministry. The main reasons for non-utilisation appear to be—

- State Governments' Finance Department take some time to issue sanction orders releasing the amount to the Education Departments for utilisation; this delay may be attributable to their ways and means position;
- Utilisation Certificate from the concerned officials are not received in time delaying the release of subsequent instalment;
- Bills are cleared by concerned authorities through a time-consuming procedure delaying utilisation to the end of the financial year;
- State Governments fail to make a provision in the State Budget for the scheme till funds are actually released by the Centre and proposal for the year accepted by Government of India.

In order to ensure proper utilisation of these funds, it has been decided with the approval of the Finance Division to permit the State/Union Territories to carry forward the unspent balance lying with them for utilisation during the current year for the purposes for which it was sanctioned and to give advance releases of 20% of the grant given in the previous year.

[Ministry of Human Resource Development, Department of Education
O.M. No. 2/4/88-NFE.I dated 28th December, 1988].

Recommendation

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.

[Sl. No. 25, Appendix III, Para 59 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The position has been examined in detail and it is seen that the delays are caused generally due to detailed procedural requirements—the recommendations of the State Government take considerable time, the agencies do not send their PSR, Bond, etc. promptly, statements of expenditure and QPRs are generally not received alongwith the request for subsequent instalments, etc. As regards the release of UCs, the position in respect of all 'Voluntary Agencies' to whom grants were released during 1980-81 to 1985-86 has been checked and it is seen that utilisation certificates have not been issued in 12 cases because the unutilised balance is not yet refunded and in 6 cases the reasons for non-receipt of UCs is still being investigated.

Under the revised scheme, some of the procedures have been simplified to keep delays to the minimum—State recommendation is required only once at the time of application and not thereafter, demand drafts are sent directly to the agencies, the systems are being computerised, and the prescribed conditions for the release and utilisation of grants are being strictly adhered to.

[Ministry of Human Resource Development, Department of Education
O.M.No. 2/488-NFE. I dated 28th December, 1988]

Recommendation

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 prevocational preparation at middle stage and linear extension of these activities at the secondary stage.

[Sl. No. 26, Appendix-III, Para 62 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The observations made by the PAC have been noted for guidance.

[Ministry of Human Resource Development, Department of Education
O.M.No. 2/4/88-NFE. I dated 28th December, 1988]

Recommendation

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 these 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 Seventh Plan have already elapsed, the Committee can not but emphasise the need for speedy implementation of this socio-economic programme.

[Sl. No. 28, Appendix-III, Para 68 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The weaknesses in the earlier scheme of vocational education have been kept in view while formulating the new Centrally Sponsored Scheme of Vocationalisation of Secondary Education. The new scheme provides for an elaborate management structure at the central, state, district and institutional levels and strengthening of R&D institution to provide adequate resource support to the programme. The Scheme also provides for modification of recruitment rules and employment policies in Government, quasi-government, public and public sector to provide a clear preference for the graduates of the vocational stream. Involvement of the Industry and other employer sector in the programme is an important feature of the Scheme. The Scheme provides for collaboration between the institutions and the employers at various stages, like selection of courses, development of curricula and instructional materials, appointment of part-time teachers, provision of practical training/work-bench to students, apprenticeship and placement after completion of training, etc. The NCERT has prepared comprehensive guidelines on establishing school-industry linkages for implementation of the vocational education programme. Besides their participation in implementation of the programme, employers have also been given adequate representation in the policy-making bodies. The scheme provides for setting up a Joint Council of Vocational Education at the national level, State Council of Vocational Education at the State level and the District Vocational Education Committees at the District level. It is hoped that such close collaboration between the educational institutions and employers will help in successful implementation of the Scheme.

The Scheme provides for the use of mass media for creation of a conducive environment in favour of vocational education. It is hoped that the State Governments who are the actual implementing agencies for this scheme will take necessary action in this regard.

The Centrally Sponsored Scheme was finalised during 1987-88 and after completion of all formalities the scheme was circulated to all States/Union Territories on 1.2.1988. Despite shortage of time the response of the State Governments was quite encouraging. During the short period of two months, proposals from various States/Union Territories were received and grants amounting to Rs. 32.26 crores were sanctioned to 18 States/UTs providing for vocational courses at +2 level in over 1000 schools.

[Ministry of Human Resource Development, Department of Education
O.M. No. 2/4/88-NFE. I dated 28th December, 1988]

Recommendation

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

[Sl. No. 29, Appendix III, Para 69 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The details of the incidental charges estimated and actually incurred under the heads—customs duty, handling, servicing, etc. are placed below in the attached statement (Annexure-A)

[Ministry of Human Resource Development, Department of Education
O.M. No. 2/4/88 NFE. I dated 28th December, 1988]

Recommendation

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.

[Sl. No. 30, Appendix III, Para 70 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The observations of the PAC have been noted. As regards the exact figures, STC officers have intimated that by the end of 1985-86, against the

release of Rs. 1367.99 lakhs, the STC had utilised Rs. 1365.00 lakhs. The balance amount of Rs. 2.99 lakhs was refunded to the Ministry by the STC.

[Ministry of Human Resource Development, Department of Education
O.M. No. 2/4/88 NFE. I dated 28th December, 1988]

Recommendation

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 balance 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.

[Sl. No. 31, Appendix III, Para 72 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The matter was reviewed in meetings with the officials of the STC. The difference in the figure of unspent balance of Rs. 48.14 lakhs as per the Ministry records and Rs. 50.81 lakhs as per the STC records were due to the fact that the figure of 50.81 lakhs in the records of the STC erroneously reflected a debit amount of Rs. 3.13 lakhs on towards customs duty, Rs. 0.17 lakhs on account of Godown rent and a creditable amount of Rs. 0.62 lakhs towards recovery of insurance claim. The entries have now been corrected and tally with the figure of Rs. 48.14 lakhs (50.81 (-) 3.13 (-) 0.17 (+) 0.62 = 48.13 rounded to 48.14) of the Ministry.

[Ministry of Human Resource Development, Department of Education
O.M. No. 2/4/88 NFE. I dated 28th December, 1988]

Recommendation

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.

[Sl. No. 38, Appendix III, Para 39 of 134th Report of PAC (Eighth Lok Sabha)]

Action taken

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

The supervisory component has already been strengthened in the revised scheme being implemented from 1987-88. It is hoped that this strengthening together with a Management Information System now being introduced in the State Governments, and periodic review meetings with the State Governments will ensure that reliable data is reported to the Ministry.

As regards the involvement of village community in supervisory activities, the Central Advisory Board of Education (CABE) Committee on Management of Education has finalised the guidelines for the setting up of Village Education Committees, which *inter-alia* will have the task of supervising the functioning of the NFE centres.

[Ministry of Human Resource Development, Department of Education
O.M. No. 2/4/88 NFE. I dated 16th March, 1989]

ANNEXURE A

(Figures in Rupees)

Year	Customs Duty		Handling Charges		STC's Service Charges	
	Estimated	Actual	Estimated	Actual	Estimated	Actual
1979-81	*	11977275.93	*	1878321.60	*	416382.00
1981-82	£	2392227.04	£	1905133.80	£	552790.52
1982-83	3300000	3285672.59	2200000	2266239.54	800000	716520.97
1984-85	&	&	&	&	331974.56	334953.70
1985-86	&	&	&	&	@	71722.12

* A provision of Rs. 4.20 crores was made by the Ministry which included an amount of Rs. 2.10 crores calculated at 100% of the CIF value, for expenses like customs duty, etc. The total expenses on customs duty, handling charges and servicing have, however, been of the order of Rs. 1.43 crores.

£ An estimate of Rs. 1.71 crores was made by STC towards customs duty, handling charges, handling commission and STC service charges to cover the total quantity of 4000 MT (2875 MGN, 725 MT off-set printing paper and 400 art card.)

& For the years 1984-85 and 1985-86, local purchases were made and there was no expenditure on customs duty and handling charges

@ No estimates were given by the STC as the paper was bought from out of the unspent balance lying with STC.

NOTE: There was no expenditure on account of storage as the entire amount of Rs. 0.17 lakhs which was given to the STC to cover godown rent was later refunded in full by the STC to the Ministry.

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN THE LIGHT OF REPLIES RECEIVED FROM GOVERNMENT

Recommendation

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.

[Sl. No. 7, Appendix III, Para 19 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

Different estimates have been made about the magnitude of child workers in India varying from as low as 10.74 million (1971 Census) to much higher figures, depending largely on the criteria for identification of child workers that are adopted.

— The NSS 32nd Round (1977-78) estimated child workers in the age-group 5-14 at 16.25 million in 1978.

- According to 1981 Census 13.6 million children are in the labour force (11.2 million as main workers and 2.4 million as marginal workers).
- In 1983, the Planning Commission had projected the number of child workers at 17.36 million.
- According to the projections made by the Planning Commission on the basis of the National Sample Survey (32nd round) the labour force in the age-group 5-14 years as on 1st March, 1985 was 17.58 million. These figures are consistent with figures relating to child labour reported in earlier surveys.
- The findings of the Operations Research Group, Baroda, (published in 1983) came up with an estimate of 44 million working children in India. This figure is based on All India Child Labour Sample survey conducted by the Operations Research Group in 1980-81.

It is very likely that every estimate of child labour falls short of the actual. There are such general limitations of multiplicity of concepts, methods of estimation and the sources of data, among others, in the context of the large unorganised, informal and unregulated sector of economy.

[Ministry of Human Resource Development, Department of Education O.M.No. 2/4/88 NFE. I dated 28th December, 1988]

Action Taken

Although the survey conducted by the Operation Research Group (ORG), Baroda, had been taken up by the organisation with financial assistance from the Ministry of Labour the findings of the study have not been accepted by the Government on account of the following reasons:—

- (i) The questionnaire framed by the organisation to elicit information from various sources was designed for a general survey on households, family planning etc. and only 3 questions out of 88 in the questionnaire related to child labour. As such the survey was not considered a correct (comprehensive) survey on child labour.
- (ii) The sample in the ORG survey was very small—40,000 as compared to 1.59 lakhs households taken by the N.S.S. in its 32nd round survey on employment/unemployment.
- (iii) The survey during 1980 did not cover the north eastern region.
- (iv) The survey differentiates between “working children” and “earning children”, but these two categories are not clearly defined. The

figures reported e.g., 2.3 million "earning children" and 44 million "Working children" appear to be far less and far more respectively than those contained in either the census figures or the National Sample Survey figures, so far.

- (v) The figures of the census report, the Central Statistical Organisation's estimates, the estimates of the NSSO and the estimates of the Planning Commission are always treated as official and are used by all concerned Ministries/Depts. of the Government as well as agencies concerned with child labour.
- (vi) The surveys of the National Sample Survey Organisation etc. are based on a more elaborate sample design and are therefore more acceptable.

According to the projections made by the Planning Commission on the basis of the National Sample Survey (32nd round) the labour force in the age group 5-14 years as on 1st March, 1985, was 17.58 million. Based on the NSS (38th round), the number of usual status "work force" in India in the age group 5-9 years was 1.570 million as on 1st July, 1983. These figures are consistent with figures relating to child labour reported in earlier surveys. The basis on which Secretary, Education had quoted that 190 lakh (19 million) children were in wage employment is not known to this Ministry. Also, as far as figures mentioned in the ORG study are concerned, the reasons why Government have found the findings of the study unacceptable have already been indicated above.

(Ministry of Labour O.M.No.S-27025/53/88-CL)

Recommendation

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. 224.12 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.

[Sl.No. 23 Appendix-III Para 56 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

Two main reasons emerged for the non-utilisation of funds—first the State Governments did not take advance action to make a budget provision for the scheme for the year and waited till the funds from Central Government were first released, after which additional budget provision had to be made. Secondly, in many cases it was observed that actual appointment of teachers took place quite late because of the procedural formalities involved in their selection.

The scheme has now been merged with Operation Blackboard.

(Ministry of Human Resource Development, Department of education O.M.No.2/4/88-NFE-1, dated 16.3.1989)

Recommendation

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.

[Sl. No. 24, Appendix-III, Para 58 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

Under this scheme, 8000 lady teachers were appointed in various States as per the following details:

	Name of State	No. of Posts
1.	Andhra Pradesh	750
2.	Assam	750
3.	Bihar	750
4.	Jammu & Kashmir	400
5.	Madhya Pradesh	1150
6.	Orissa	750
7.	Rajasthan	1150
8.	Uttar Pradesh	1550
9.	West Bengal	750
	Total	8000

As regards their training, no separate funds were released for this component under this scheme.

[(Ministry of Human Resource Development—Department of Education O.M.No. 2/4/88—NFE-1, dated 16.3.1989)]

Recommendation

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 funds lying unspent with the STC was not charged.

[Sl. No. 32 Appendix-III para 73 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The Ministry released money to the STC at an advance and the Government does not charge any interest on advances.

(Ministry of Human Resource Development, Department of Education O.M.No. 2/4/88—NFE-I, dated 28th December, 1988)

Recommendation

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.

[Sl. No. 33, Appendix III, Para 74 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The remaining amount of Swedish assistance was taken for financing Central Government's share for opening and running 10,000 girls' centres under the Non Formal Education programme and for procuring paper for Comprehensive Access to Primary Education (CAPE) project.

[Ministry of Human Resource Development, Department of Education
O.M. No. 2/4/88 NFE-1, dated 28th December, 1988]

Recommendation

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.

[Sl. No. 36 Appendix III, Para 39 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

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

The observations of the Public Accounts Committee have been brought to the notice of the State Governments.

The scheme envisages great *local flexibility* and relevance to local circumstances. This flexibility is essential to the scheme. The Programme of Action states that the "essential/characteristics of NFE are *organisational flexibility*, relevance of curriculum, diversity in learning activities to relate them to the learners' needs," and envisages that "efforts will be made to evolve different models of non-formal education programmes and agencies implementing the programme will be encouraged to evolve and adopt the most suitable model depending upon the requirements of target groups."

[Ministry of Human Resource Development, Department of Education,
O.M. No. 2/4/8-NFE. 1, dated 16th March, 1989.)]

Recommendation

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.

[Sl. No. 37, Appendix III, Para 39 of 134th Report of PAC, (Eighth Lok Sabha)]

Action Taken

(iv) Abandonment, closing and shifting of Non-formal Education Centres

Under the revised scheme a project approach has been adopted and the supervisory and management structure of the programme considerably strengthened. The strengthening of the supervisory component at Project and District levels in the revised scheme as well as the introduction of the management information system should safeguard against unnecessary closure/shifting of centres. State Governments have also been advised to identify the location of centres before formulating a proposal for opening new centres and requesting for funds.

[Ministry of Human Resource Development, Department of Education,
O.M. No. 2/4/88-NFE. 1, dated 16th March, 1989]

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS REPLIES TO WHICH HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

Recommendation

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 enrol 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.

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 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 enrol 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."

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 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.

[(Sl. No. 1, 2, & 3 Appendix III, Para 9, 10 & 11 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The question of monitoring progress towards universalisation of primary Education and Elementary Education was, subsequent to the observation of the PAC, considered in great detail at the Conference of Education Secretaries and Directors Education held on 17-18 June, 1988. The following recommendations were made:—

- that the existing machinery be strengthened to collect age-specific and class-specific data annually
- development of a monitoring system for both formal and non-formal systems as a part of micro-level planning
- measurement of achievement to be ascertained by completion of five or eight years of schooling of primary and elementary levels and to be related to attainment of minimum levels of learning,
- work out modalities of a suitable system for monitoring progress towards UPE and UEE.

The matter was further considered by Central Advisory Board of Education on 13-14 September, 1988 and the Board recommended that there should be a shift in emphasis from mere collection of enrolment data to information concerning retention and attainment of minimum levels of learning to cover both formal and non-formal streams.

[Ministry of Human Resource Development, Department of Education
O.M. No. 2/4/88-NFE-1, dated 28th December, 1988]

Recommendation

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.

[Sl. No. 8 Appendix III, Para 23 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The Ministry of Labour has stated that the Child Labour Policy, 1987 envisaged setting up of projects that give a package of benefits in areas of concentration of child labour. Under this project-based plan of action, projects will be taken up in selected areas of child labour concentration. These projects, among other things, envisage the setting up of special schools for child workers. These schools will provide education, vocational training, supplementary nutrition, health care, etc. Besides, Non-Formal Education Centres (NFE Centres) will also be set up in the project areas under the Scheme of the Department of Education.

The Policy also emphasises the stringent implementation of all Acts and legal provisions relating to child labour. All the State Governments and Union Territories have been addressed to strictly enforce all Acts and legal provisions relating to child labour and to send quarterly reports regarding the number of inspections made, the number of violations detected, the number of prosecutions launched etc.

While the Government is making all out efforts to reduce and eliminate child labour, it is not practicable to lay down a time frame within which the problem will be totally eliminated. The problem of child labour is very closely linked with the socio-economic conditions prevailing in the country,

and can be removed only when the overall socio-economic conditions markedly improve.

[Ministry of Human Resource Development, Department of Education
O.M. No. 2/4/88-NFE. 1, dated 28th December, 1988]

Action Taken

Under the project-based plan of action of the National Policy on Child Labour projects will be taken up in selected areas of child labour concentration. These projects, among other things envisage the setting up of special schools for the child workers. These schools will provide education, vocational training, supplementary nutrition, health care, etc. Besides, Non-Formal Education Centres (NFE Centres) will also be set up in the project areas under the scheme of the Department of Education. For the present, the schools will continue upto the end of the Seventh Plan period. However, it is proposed to continue the National Child Labour Policy in the Eighth Plan also and if this is agreed to by the Planning Commission, the Special Schools will also continue during the Eighth Plan.

The Policy also emphasises the stringent implementation of all Acts and legal provisions relating to child labour. All the State Governments and Union Territories have been addressed to strictly enforce all Acts and legal provisions relating to child labour and to send quarterly reports regarding the number of inspections made, the number of violations detected, the number of prosecutions launched etc.

While the Government is making all out efforts to reduce and eliminate child labour, whether there has been a reduction in child labour will be apparent only when the next round of statistics on child labour in the country are available. This will be only when the next round of the National Sample Survey is held (since the Government depends more on National Sample Survey data than on those of the Census). This will be intimated to the PAC.

It is however, not practicable to lay down a time frame within which child labour will be totally eliminated. The problem of child labour does not exist in isolation but is very closely linked with the socio-economic conditions prevailing in the country, and can be removed only when the overall socio-economic conditions markedly improve. It is therefore not possible to indicate even a tentative date by which child labour will be eliminated.

[Ministry of Labour O.M.No. S—27025/53/88—CL dated the 1989]

Recommendation

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 lackadmisical 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 provide 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.

[Sl. No. 18 Appendix III, Para 44 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

In order to monitor effectively the progress of implementation of the programme, detailed OPRs were devised by the Ministry. States are required to send information in these forms every quarter. In addition, the Ministry has also designed a computerised management information system (MIS) in consultation with NIEPA and Department of Electronics. The original proforma were field tested and modified on the basis of the results of the field tests. This is now being introduced in 10 pilot districts and thereafter will be introduced to cover the whole programme.

[Ministry of Human Resource Development, Department of Education, O.M. No. 2/4/88—NFE. I dated 28th December, 1988].

Recommendation

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.

[Sl. No. 27 Appendix-III Para 64 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The observations made by the Committee regarding Work Experience Programmes have been noted. Similar views have been expressed in the reports of the Kulandaiswamy Working Groups of Vocationalisation of Education and Programme of Action prepared for implementation. It was however decided to first start the vocational education programme at +2 stage. Accordingly a Centrally sponsored scheme of vocationalisation of Secondary Education has been started from 1987-88. An exercise to formulate a centrally sponsored scheme on the work experience programmes has also been initiated. However, there are, at present, no funds available to start the programme of Work Experience, throughout the country. The importance of this programme is, however, fully shared and it is intended to take it up at the earliest.

[Ministry of Human Resource Development, Department of Education, O.M.No. 2/4/88 N.F.E.I dated 28th December, 1988]

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH GOVERNMENT HAVE FURNISHED INTERIM REPLIES

Recommendation

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 were not detailed guidelines regarding what kind of local accountability should be created. The Committee hope that 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 teacher after recruitment in consultation with experts in the field. The Committee would like to be apprised of further developments in this regard.

[Sl. No. 9 Appendix III, Pare 24 of 134th Report of PAC
(Eighth Lok Sabha)]

Action Taken

A Committee of the Central Advisory Board on Education (CABE) on Management of Education has been constituted under the chairmanship of the Minister for Human resource Development and is looking into aspects regarding involvement of teachers in the planning and management of education and the accountability of teachers to village level committees.

The observations of the PAC have been brought to the notice of the Member-Secretary of the CAGE Committee.

(Ministry of Human Resource Development, Department of Education,
O.M. No. 2/4/88-NFE-I dated 28th December, 1988)

Recommendation

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.

[S.NO. 10, Appendix III, para 29 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

The Committee's observations were brought to the notice of State Governments and the State Accountants General. On analysing the replies received from a few State Governments and State Accountants General it is seen that discrepancies in the figures reported by the State Accountants General and those in Ministry's record under the head 'Amount Spent' is due to the fact that figures available in the Ministry records are based upon the tentative figures furnished by the State Governments to the Ministry at the time of submitting their proposals for the NFE programme for the next year. In most of the cases, these figures happen to be only the estimated amount spent during the year since the final figures do not become available to them at the time of sending these proposals. Most of the time the State Governments will not receive exact details of the amount spent from their respective districts/projects, and to avoid delay in the submission of the proposals for the next year they will generally furnish the estimated figures based on the partial information available with them. The figures of 'Amount spent' available with the Ministry are nothing but based upon such information received from the State Government. Hence the discrepancy is bound to be there between these figures and the final figures of 'Amount spent' as reported by the State Accountants General.

In the above circumstances, the Ministry has directed the State Governments to re-concile their final figures of 'Amount spent' with their respective Accountants General and send a certificate to the Ministry in this regard along with the reasons for the discrepancies between their final figures and figures originally submitted by them to the Ministry. As and when the complete replies are received from the concerned State Governments and State Accountants General, PAC will be informed accordingly.

(Ministry of Human Resource Development, Department of Education,
O.M. No. 2/4/88-NFE-I dated 26th April, 1991)

Recommendation

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.

[Sl. No.12 Appendix III, Pare 32 of 134th Report of PAC
(Eighth Lok Sabha)]

Action Taken

The level of expenditure reached at the end of a plan period is generally transferred to non-plan and in the case of centrally sponsored schemes, it is borne by the State Governments. However, the Ministry will formulate its proposals for the Eight Plan keeping in view the PAC's observations regarding the continuation of schemes.

(Ministry of Human Resource Development, Department of Education,
O.M.NO. 2/4/88-NFE.I, dated 28th December, 1988).

Recommendation

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.

[Sl. No.17 Appendix III, Pare 40 of 134th Report of PAC (Eighth Lok
Sabha)]

Action Taken

The Committee's observations regarding the deficiencies noticed in implementation were brought to the notice of the State Governments and compliance reports are awaited.

The following steps have been taken to bring about system improvement—

- the scheme has been revised to provide for a decentralised management structure in which a project cell is provided over approx. 100 centres located in a compact and contiguous area

- the supervisory structure has been strengthened and 8-12 part time supervisors to projects over 10-12 centres each have been provided.
- 30 days initial training and 20 days subsequent training for instructors has been incorporated in the revised scheme alongwith funds for this component
- a computerised monitoring system (MIS) for the programme has been designed and is being introduced in 10 pilot districts. In addition, States are also required to submit reports every quarter in the prescribed formats.

The revised pattern of the scheme was introduced in 87-88. So far of the 184716 centres sanctioned to 15 States/UTs, 107832 (58.38%) were expected to be projectised in 1004 projects.

(Ministry of Human Resource Development, Department of Education, O.M.NO. 2/4/88-NFE.I, dated 28th December, 1988).

Recommendation

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 Balance'. 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.

[Sl. No.19 Appendix III, Para 47 of 134th Report of PAC
(Eighth Lok Sabha)]

Action Taken

The Committee's observations were brought to the notice of State Governments and the State Accountants General. On analysing the replies received from a few State Governments and State Accountants General it is seen that discrepancies in the figures reported by the State Accountants General and those in Ministry's record under the head 'Expenditure Incurred' and 'Unspent Balance' is due to the fact that figures available in the Ministry records are based upon the tentative figures furnished by the State Governments to the Ministry at the time of submitting their proposals for the NFE programme for the next year. In most of the cases these figures happen to be only the estimated 'Expenditure Incurred' during the year and unspent balance at the beginning of the year since the final figures do not become available to them at the time of sending these proposals. Most of the time the State Governments will not receive exact details of the 'Expenditure Incurred' and 'Unspent Balance' from their respective districts/projects and to avoid delay in the submission of the proposals for the next year they will generally furnish the estimated figures based on the partial information available with them. The figures of 'Expenditure Incurred' and 'Unspent Balance' available with the Ministry

are nothing but based upon such information received from the State Government. Hence the discrepancy is bound to be there between these figures and the final figures of Expenditure Incurred & Unspent Balances as reported to by the State Accountants General.

In the above circumstances the Ministry has directed the State Governments to re-concile their final figures of Expenditure Incurred & Unspent Balance with their respective Accountants General and send a certificate to the Ministry in this regard alongwith the reasons for the discrepancies between their final figures and figures originally submitted by them to the Ministry. As and when the complete replies are received from the concerned State Governments and State Accountants General, PAC will be informed accordingly.

(Ministry of Human Resource Development, Department of Education,
O.M.NO. 2/4/88-NFE-I, dated 26th April, 1991).

Recommendation

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 Government should coordinate in getting the matter finalised in consultation with States/UT Govts. and Audit.

[Sl. No.22 Appendix III, Para 53 of 134th Report of PAC
(Eighth Lok Sabha)]

Action Taken

Action has now been taken to allow the unutilised amounts under the Scheme lying with the State Governments to be carried forward during the current year and the State Governments have been instructed to retrieve the amount diverted for utilisation for purposes other than those specified in the scheme, and utilise it for the specified purposes.

(Ministry of Human Resource Development, Department of Education,
O.M.NO. 2/4/88-NFE.I, dated 28th December, 1988).

Recommendation

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.

[(Sl. No. 34 Appendix III, Para 39 of 134th Report of PAC (Eighth Lok Sabha)]

Action Taken

(i) *Orientation/training to instructors*

At present, the National Council for Teacher Education is in the process of working out the detailed provisions which would be considered for incorporation in the necessary legislation. The NCTE is also engaged in revising the existing teacher education curriculum framework. A conference of experts from various State Universities, Regional Colleges of Education, State Councils for Educational Research & Training, State Institutes of Education, Central Institutes of Education, etc. was held on 14-15.11.88 at NCERT in this regard.

[Ministry of Human Resource Development, Department of Education, O.M.No. 2/4/88-NFE.I, dated 16th March, 1989].

Recommendation

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.

[Sl. No. 35 Appendix III, Para 39 of 1234th Report of PAC (Eighth Lok Sabha)]

Action Taken

(ii) *Remuneration to instructors:*

It was seen that delays in payments of remuneration to instructors occurred generally in the first few months of a financial year because the State Government's Finance Departments did not make arrangements for payment in advance till their sanction to expenditure under the scheme in the next financial year, unlike salaries for other Government employees. The Ministry has instructed State Governments to ensure that orders are issued treating remuneration to instructors in the same manner as salaries to regular government employees so that breaks in payments do not occur. In addition, the Ministry now releases advances of funds to avoid any hardships to the instructors.

As regards the amount of remuneration etc. to instructors, at present the matter has been placed before the working group on Early Childhood Education and elementary Education constituted for formulation of the Eighth Five Year Plan.

(Ministry of Human Resource Development, Department of Education, O.M.No.2/4/88-NFE.1 dated 16th March, 1989).

NEW DELHI;

February 21, 1992

Phalguna, 2, 1913 (Saka)

ATAL BIHARI VAJPAYEE

Chairman

Public Accounts Committee.

APPENDIX I

STATEMENT OF CONCLUSIONS/RECOMMENDATIONS

S.No.	Para No.	Ministry/ Deptt. Concerned	Recommendations/Conclusions
1	2	3	4
1.	1.3	Ministry of Human Resource Development	The Committee expect that final replies to the recommendations and observations in respect of which only interim replies have been furnished so far will be made available to the Committee expeditiously after getting them vetted by audit.
2.	1.6	Ministry of Human Resource Development (Deptt. of Education)	The Committee had recommended the Government to take up the implementation of the policies, plans and programme for universal primary education in such a way so as to ensure that all the States take effective steps to adhere to the prescribed targets. The Committee desired that the Government would take action to ensure that funds to the State Governments are provided expeditiously and the schemes are implemented from 1988-89 through annual planning. The Committee take a serious view that the Government have failed to implement most of the recommendations. The Committee cannot but emphasise the need to take concrete and immediate steps towards achieving the target of covering 17.63 crore children by 1995 and ensure retention and attainment of minimum levels of learning to cover both formal and non-formal streams. The Government may apprise the Committee with state-wise data of the present coverage and the target proposed to be achieved by 1995.

1	2	3	4
3	1.9	Ministry of Human Resource Development (Deptt. of Education)	<p>The Committee had desired that suitable non-formal educational facilities with an interesting curriculum that is relevant to the needs and environment of children should be made available in areas of high incidence of drop-outs from schools. Further, steps were to be taken to improve physical conditions of schools. However, the Government is conspicuously silent in their action taken note on these aspects. The Committee are disappointed to note that the Government have failed to implement their recommendations and reiterate that tangible steps be taken to implement the recommendations and a report supported by relevant state-wise data be furnished to the Committee within six months.</p>
4	1.12	Ministry of Human Resource Development (Deptt. of Education) & Ministry of Labour.	<p>The Government in their reply while emphasising stringent implementation of all Acts and their legal provisions relating to child labour have indicated that project based plan of action will be taken up in selected areas of child labour concentration through setting up of special schools and non-formal education centres. The Committee, however, desire the Government to ensure that the measures taken eliminate child labour within a specific time frame and in the meantime indicate the progress achieved. The Committee are disappointed to note the tone of helplessness expressed by the Government in tackling the problem of child labour and their attitude of preferring to wait till socio-economic conditions in the country markedly improve.</p>

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5	1.17	Ministry of Human Resource Development (Deptt. of Education)	The Committee regret to observe that even after a lapse of more than two years since the presentation of their 134th Report (8th Lok Sabha) to the House in April 1988, final action still remains to be taken by Government on the above recommendations. The Committee need hardly emphasise that it should be the endeavour of the Ministry to see that all action is completed and compliance reported.
6	1.20	Ministry of Human Resource Development (Deptt. of Education)	The Committee had desired in their report that the Ministry and the Planning Commission should formulate a long-term perspective plan for education. However, in their reply the Government has simply stated that the recommendations have been noted. The Committee would like to know the steps taken so far to evolve a perspective plan for education and the time frame by which it would be implemented in the States.
7	1.23	Ministry of Human Resource Development (Deptt. of Education)	The Committee had recommended that an outside expert agency should also be appointed to handle information directly so that data received from the State Governments/Departmentsis cross checked and the evaluation of the programme does not suffer from the bias of functionaries. From the action taken note it appears that the Government have failed to appoint such an agency. The Committee are not satisfied only by the introduction of computerised management information system by the Government. The Committee reiterate their earlier recommendation and desire that a suitable expert agency be appointed to concurrently evaluate the statewide data. The results of monitoring after introduction of progress reports should be made available to the committee

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			expeditiously but not later than a period of six months.
8	1.26	Ministry of Human Resource Development (Deptt. of Education)	<p>The Committee had recommended that the Government must formulate a Centrally Sponsored Work Experience programme for all the States at least in non-formal education and provide them with adequate financial assistance for the purpose. In their written reply the Government have indicated that similar views were expressed by the Kulandaiswamy Working Groups on Vocationalisation of education. The Committee are interested to know whether any new Centrally Sponsored Work Experience schemes have since been finalised by the Government. Regarding the availability of funds for implementation of the work experience programme the Committee feel that concrete efforts should be made to provide funds for this important aspect of the programme. The Committee desire that the Government will review the position and assure regular funds to the States to carry out the Work Experience Programmes.</p>
9	1.29	Ministry of Human Resource Development (Deptt. of Education)	<p>The Committee had recommended that 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. It was also recommended that teaching for a year or so at NFE Centre should be made compulsory for teacher trainees. The Ministry in their action taken note have not mentioned the action taken on these recommendations. Apparently the government has placed these recommendations before the Working Group on Early childhood Education and Elementary Education constituted in</p>

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connection with the formulation of the Eighth Five Year Plan. The Committee desires to have a note on the recommendations made by the Working Group and the plan of action of the Ministry in this regard.

PART-II

MINUTES OF THE 12TH SITTING OF PUBLIC ACCOUNTS COMMITTEE HELD ON 24 JANUARY, 1992

The Committee sat from 1030 hrs. to 1230 hrs. on 24 January, 1992.

PRESENT

Shri Nirmal Kanti Chatterjee — *In the Chair*

MEMBERS

2. Shri Girdhari Lal Bhargava
3. Shri Vilas Muttemwar
4. Shrimati Krishna Sahi
5. Shri Pratap Singh
6. Prof. (Dr.) S. P. Yadav
7. Shri R. K. Dhawan
8. Shri Dipen Ghosh
9. Shri Murasoli Maran
10. Shri Vishvjit P. Singh
11. Shri Ish Dutt Yadav

LOK SABHA SECRETARIAT

1. Shri S. C. Gupta — *Joint Secretary*
2. Smt. Ganga Murthy — *Deputy Secretary*
3. Shri N. M. Jain — *Under Secretary*
4. Shri K. C. Shekhar — *Under Secretary*

REPRESENTATIVES OF AUDIT

1. Shri N. Sivasubramaniam — *ADA (Reports)*
2. Shri A. K. Menon — *ADA (Army, Navy, Air Force etc.)*
3. Shri Dharam Vir — *DGA (CR-I)*
4. Shri A. K. Banerjee — *Pr. DA (Reports Central)*
5. Shri Dhivendra Swarup — *Pr. DACR (II)*
6. Shri T. N. Thakur — *Pr. DA Scientific Departments*

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|-------------------------|--------------------------------|
| 7. Shri P. K. Lahiri | — <i>Pr. DA (Direct Taxes)</i> |
| 8. Shri K. Krishnan | — <i>Director (DT)-I</i> |
| 9. Shri Kulvinder Singh | — <i>Director (DT)-II</i> |

2. In the absence of Chairman, the Committee chose Shri Nirmal Kanti Chatterjee, to act as Chairman for the sitting of the Committee in terms of rule 258(3) of the Rules of Procedure and Conduct of Business of Lok Sabha.

3. The Committee considered and adopted the following Draft Action taken Reports subject to modifications shown in the annexure I, II* and III* respectively.

(i) On the recommendations contained in 134th Report of PAC (8th Lok Sabha) relating to Universal Elementary Education in the age group 6-14.

(ii)	**	**	**	**
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(iii)	**	**	**	**
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6. The Committee authorised the Chairman to present the Reports to the House after incorporating therein modifications/amendments arising out of factual verification by Audit.

7.	**	**	**	**
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The Committee then adjourned.

Amendments / Modification made by the Public Accounts Committee at their sitting held on 24.1.1992 in the draft Report on Action taken on 134th Report (8th Lok Sabha) of Public Accounts Committee relating to Universal Elementary Education in the Age Group 6-14

<i>Page</i>	<i>Para</i>	<i>Line</i>	<i>Amendments/Modifications</i>
1	2	3	4
4	1.6	9-11	<p><i>For the existing lines</i> ‘The Committee recommendations’. <i>Substitute</i> “The Committee take a serious view that the Government have failed to implement most of the recommendations”.</p> <p>3 from <i>After ‘children by 1995’</i> bottom</p> <p><i>Insert</i> “and ensure retention and attainment of minimum levels of learning to cover both formal and non-formal streams”</p> <p>1-3 from <i>For the existing lines</i> bottom ‘The Government by 1995’ <i>Substitute</i> “The Government may apprise the Committee with State-wise data of the present coverage and the target proposed to be achieved by 1995”.</p>
8.	1.9	9-14	<p><i>For the existing lines</i> ‘The Committee are ... within six months’ <i>Substitute</i> The Committee are disappointed to note that the Govenment have failed to implement their recommendations and reiterate that tangible steps be taken to implement the recommendations and a report supported by relevant State-wise data be furnished to the Committee within six months”.</p>

1	2	3	4
10.	1.11		<i>Insert</i> the following sub-paragraph at the end: “In their action taken note the Ministry of Labour have stated that under the project-based plan of action of the National Policy on Child Labour projects will be taken up in selected areas of child labour concentration. These projects, among other things envisage the setting up of special schools for the child workers for providing education, vocational training, supplementary nutrition, health care etc. Besides, Non-Formal Education Centres (NFE Centres) will also be set up in the project areas under the scheme of the Department of Education. For the present the schools will continue upto the end of the Seventh Plan period. However, it is proposed to continue the National Child Labour Policy in the Eighth Plan also and if this is agreed to by the Planning Commission, the Special Schools will also continue during the Eighth Plan.”
11.	1.12	1-9	<i>For</i> the existing lines— “The Government....achieved”. <i>Substitute</i> “The Government in their reply while emphasising stringent implementation of all Acts and their legal provisions relating to child labour have indicated that project based plan of action will be taken up in selected areas of child labour concentration through setting up of special schools and non-formal education centres. The Committee however, desire the Government to ensure that the measures taken eliminate child labour within a specific time frame and in the meantime indicate the progress achieved”.
20.	1.23	4 from bottom	<i>For</i> ‘appointed to handle information directly’. <i>Substitute</i> “appointed to concurrently evaluate the State-wise data”.
		1 from bottom	<i>For</i> ‘within’ <i>Substitute</i> “expeditiously but not later than”
25.	1.29	1	<i>Delete</i> “clearly”