

**COMMITTEE ON PAPERS LAID ON THE TABLE
(2019-2019)**

SEVENTEENTH LOK SABHA

29

TWENTY NINTH REPORT

(Delay in laying of the Annual Reports and Audited Accounts of the Jammu and Kashmir
Sarva Shiksha Abhiyan (Ujala Society), Jammu)

(Presented on 23 September, 2020)



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI
SEPTEMBER, 2020/ASVINA, 1942(SAKA)**

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COMPOSITION OF COMMITTEE ON PAPERS LAID ON THE TABLE
(2019-2020)

Shri Shyam Singh Yadav

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Chairperson

MEMBERS

2. Shri Shafiqur Rahman Barq
3. Shri Margani Bharat
4. Dr. A. Chellakumar
5. Shri Pallab Lochan Das
6. Shri Chowdhury Mohan Jatua
7. Choudhary Mehboob Ali Kaiser
8. Dr. Amol Ramsing Kolhe
9. Shri Raja Amareshwara Naik
10. Shri Jamyang Tsering Namgyal
11. Smt. Aparupa Poddar
12. Shri T.N. Prathapan
13. Shri S. Ramalingam
14. Shri Saptagiri Ulaka
15. Shri Ashok Kumar Yadav

SECRETARIAT

1. Smt. Suman Arora - Joint Secretary
2. Shri Kushal Sarkar - Director
3. Smt. B. Visala - Director
4. Shri Munish Kumar Rewari - Additional Director
5. Shri R.K. Chaudhary - Under Secretary
6. Shri K. P. Kashyap - Assistant Committee Officer

INTRODUCTION

I, Chairperson of the Committee on Papers Laid on the Table of the House (2019-20), having been authorized by the Committee to present this Report on their behalf, present this Twenty Ninth Report in respect of delay in laying of the Annual Reports together with the Audited Accounts of the Jammu and Kashmir Sarva Shiksha Abhiyan (Ujala Society), Jammu.

2. In terms of the recommendation of the Committee on Papers Laid on the Table contained in its First Report, Second Report (5th Lok Sabha) and Second Report (6th Lok Sabha) presented to the House on 08 March 1976, 12 May 1976 and 22 December 1977 respectively, the Annual Report and Audited Accounts of the Organization/Company are required to be laid on the Table of the House within nine months of the closure of the Accounting Year.

3. The Committee considered the matter of delays in laying of the Annual Reports and Audited Accounts of the Jammu and Kashmir Sarva Shiksha Abhiyan (Ujala Society), Jammu and took oral evidence of the representatives of the Ministry of Education (Department of School Education and Literacy) and the Ujala Society at their sitting held on 01 August, 2017.

4. The Committee considered and adopted this Report at their sitting held on 22 September, 2020.

5. The Committee wish to express their thanks to the officers of the Ministry of Education (Department of School Education and Literacy) and the Jammu and Kashmir Sarva Shiksha Abhiyan (Ujala Society), Jammu for furnishing the written replies, other material/information and for placing their views in the matter before the Committee.

6. The Observations/Recommendations of the Committee have been printed in bold letters at the end of the Report.

New Delhi
22 September, 2020
31 Bhadrapada, 1942 (Saka)

Shyam Singh Yadav
Chairperson
Committee on Papers Laid on the Table
Lok Sabha

REPORT

Delay in laying of the Annual Reports and Audited Accounts of the Jammu and Kashmir Sarva Shiksha Abhiyan (Ujala Society), Jammu.

Sarva Shiksha Abhiyan aims at providing useful and relevant education to children of 6-14 years age group, with the partnership of State Government. In Jammu and Kashmir, a society named 'Ujala' was established and registered on 24th October, 2000 with the Registrar of Societies as an autonomous and independent body within the purview of Jammu and Kashmir Government for the implementation of Sarva Shiksha Abhiyan (under the Right of Children to Free and Compulsory Education Act, 2009). Details of regarding release of funds by Central Government to Jammu and Kashmir State government under Sarva Shiksha Abhiyan is given at **Annexure I**

2. As regard to pattern of funding of the Society by the Government of India, the Ministry in its written note dated 27.07.2017 have submitted as under:-

"The fund sharing pattern between the Central and State governments for Sarva Shiksha Abhiyan was in the ratio of 65:35 from 2010-11 to 2014-15. But, in 2015-16 Jammu and Kashmir has been identified as one of the Himalayan states alongwith Himachal Pradesh and Uttarakhand for which the funding pattern is on the ratio Of 90:10."

3. In term of recommendations of the Committee on Papers Laid on the Table contained in Paras 1.16 and 3.5 of its First Report (5th Lok Sabha), Paras 4.16 and 4.18 of Second Reports of 5th Lok Sabha and Paras 1.12 and 3.6 to 3.8 of Second Report of 6th Lok Sabha presented to the House on 08.03.1976, 12.05.1976 and 22.12.1977 respectively, the Annual Report and Audited Accounts together along-with Review Statement of the Institutes/Organizations (Statutory/Autonomous Organization, Public Undertakings, corporations, Joint ventures, Societies etc.) are required to be laid within 09 months of the closer of the respective Accounting Year. To comply with this requirement proper time schedule should be laid down for compilation of Annual Report and Accounts and their auditing.

4. The Ministry of Human Resource Development (Department of School Education and Literacy) have informed in their written submission as under :-

"As per the General financial Rule 238 as well as the recommendations of the Committee on Papers Laid on the Table provide that an autonomous organization / society registered under the Registration of Societies Act ,1860 and receives grants-in-aid from the Government of India should always lay its Annual reports, Audited Accounts and Review within nine months of the closing of the accounting year ".

5. The Committee note that the Annual Reports and Audited Accounts of the Jammu and Kashmir Sarva Shiksha Abhiyan (Ujala Society), Jammu for the years 2012-13 and 2013-14 were laid on the Table of the House on 28.11.2016 with the delays ranging from 23 months and 35 months. **(Annexure-II)**

6. The chronological sequence, as submitted by the Ministry, in respect of finalization of Annual Reports and Audited Accounts of the Society for the years from 2012-2013 to 2016-17 are given at **Annexure-III**.

7. The Ministry in their written note have submitted the reasons for delay in laying the Annual Reports and Audited Accounts of the Society for the Year 2012-13 till date, are as under:-

"It is regretted that there has been delay in laying the Annual Reports and Audited Accounts of Ujala Society on the Table of Parliament. Sarva Shiksha Abhiyan was launched in the State of Jammu and Kashmir in the year 2002-2003. During 2012-13, delay occurred due to translation of the report from English to Hindi and thereafter, printing of report at Government press of Jammu and Kashmir, Jammu. The devastating floods that occurred in September, 2014 attributed to delay in submission of Annual Report for the year 2013-14. Further, the security scenario/unrest in the valley resulted in inadvertent delay in submission of Annual Reports."

8. As regard to procedural difficulties, the Ministry in its written note stated as under:-
"There has been persistent delay in printing of annual reports. Though, the printing and translation issues for the Annual Report, 2014-15 were resolved, it does take time to translate into Hindi and to print requisite number of copies of both Annual Report and Annual Accounts. Sometimes there is delay in getting the approval of the Executive Committee(EC) . This matter has been taken up with the concerned State Authorities."

9. Regarding the process of computerization for timely and speedy compilation of the Society, the Ministry in its written note assured the Committee as under :-

"The Society is procuring accounting software during the current year to overcome the issue".

10. Regarding timeline monitoring of progress of work in order to ensure timely laying of the documents on the Table of the House, the Ministry in its written note submitted as under:-

" The Ministry of Human Resource and Development conducts quarterly performance review meeting with the Finance Controllers of all States/UTs in which pendency and status of finalisation of Annual Accounts are reviewed. The Ministry also pursues the matter with the State Implementing Authorities of Sarva Shiksha Abhiyan (SSA) for expediting the Annual Reports. During SSA Annual Plan discussions in the Ministry with the State/UTs, the matter of pending Annual Reports is specifically brought to the notice of State/UT Governments. Apart from this pendency, if any, is also pursued through D.O. letters to the State Project Directorates of SSA and State Education Secretaries.

There is a system in the Ministry of weekly review of important matters at Director level and above. Annual Reports is one the matters being monitored in this manner. Considering the delay in submission of the Annual Reports and Audited Accounts, a mechanism has been put in place by Ministry of Human Resource Development to monitor progress on a sustained basis till the actual submission of Annual; Reports and Audited Accounts to MHRD."

11. The Committee considered the matter of delays in laying of the Annual Reports and Audited Accounts of Jammu and Kashmir Sarva Shiksha Abhiyan (Ujala Society), Jammu for the years 2012-2013 to 2013-2014 and on the issue took evidence of the representatives of the Ministry of Human Resource Development (Department of School Education & Literacy) and Jammu and Kashmir Sarva Shiksha Abhiyan (Ujala Society), Jammu on 01.08.2017.

12. The Committee, subsequently noted that the Annual Report and Audited Account for the years 2014-15, 2015-16, 2016-17 and 2017-18 were laid on the Table of the House on 31.07.2017, 05.01.2018, 26.07.2019 and 02.12.2019 (i.e. with a delay ranging from 11 months to 19 months). However, the Annual Report and Audited Account for the year 2018-19 have not been laid on the Table of the House yet. (see Annexure-II)

OBSERVATIONS/RECOMMENDATIONS

13. The Committee note that the Ministry of Education (Department of School Education and Literacy) and Ujala Society, Jammu have not adhered to the provisions of General Financial Rules 238, which provide for laying of the Annual Report and Audited Accounts of any autonomous organisation or society registered under the Registration of Societies Act, 1860 on the Table of the House within nine months of the closure of the accounting year.

14. The Committee note with concern that the Annual Reports and Audited Accounts of the Society for the years 2012-13 and 2013-14 were laid on the Table of the House on 28.11.2016 with the delays ranging from 23 months to 35 months. The Committee further note that the Annual Reports and Audited Accounts for the years from 2014-15 to 2017-18 were laid on the Table of the House with delay ranging from 11 months to 19 months. The Annual Report and Audited Accounts for the year 2018-19 have not been laid on the Table of the House yet.

15. The Committee was apprised that the main reasons for undue delay was delay in getting the approval of the Executive Committee, in translation and printing of the Report, the devastating flood in 2014, security scenario/unrest in the Valley which led to consequential delay in the finalisation of the documents. The Committee recommended that the Ministry/Society should devise appropriate system to obviate such kind of delays in order to fulfill its Parliamentary Obligation to lay these documents within the stipulated time line in future.

16. The Committee would also like to impress upon the Ministry of Education (Department of School Education and Literacy) that if due to unavoidable reasons, the Annual Reports and Audited Accounts of the Ujala Society, Jammu could not be laid on the Table of the House within the stipulated time; a statement explaining the reasons as to why the requisite documents could not be laid within prescribed period should be laid on the Table of the House within 30 days or as soon as the House meets, whichever is later.

New Delhi
22 September, 2020
31 Bhadrapada, 1942 (Saka)

Shyam Singh Yadav
Chairperson
Committee on Papers Laid on the Table
Lok Sabha

Annexure-I
vide para 01 of the Report

Statement regarding release of funds by the Central Government to the Jammu and Kashmir State Government under the Sarva Shiksha Abhiyan for the Financial Years 2012-13, 2013-14, 2014-15, 2015-16 and 2016-17:-

Sr.No.	Year	Funding Pattern	Funds Released by Central Government (Rs. in Lakhs)
1.	2012-13	65:35	50805.85
2.	2013-14	65:35	88391.50
3.	2014-15	65:35	52028.51
4.	2015-16	90:10	129980.55
5.	2016-17	90:10	107250.05

Annexure-II
vide para 04 and 11 of the Report

Statement showing the dates of laying of the Annual Reports and Audited Accounts of the Ujala Society, Jammu for the years 2012-13 to 2018-19 vide Bulletin Part-I.

Year	Date by which required to be laid	Date of laying of Annual Reports and Audited Accounts	Extent of delay
2012-2013*	31.12.2013	28.11.2016	35 months
2013-2014*	31.12.2014	-do-	23 months
2014-2015[#]	31.12.2015	31.07.2017	19 months
2015-2016[#]	31.12.2016	05.01.2018	12 months
2016-2017[#]	31.12.2017	26.07.2019	19 months
2017-2018[#]	31.12.2018	02.12.2019	11 months
2018-2019*	31.12.2019	Not Laid	-

*** Period under examination by the Committee**

Current Status

Annexure-III
vide para 05 of the Report

The chronological sequence in respect of finalization of Annual Reports and Audited Accounts of the Ujala Society, Jammu for the Financial Years 2012-13, 2013-14, 2014-15, 2015-16 and 2016-17:-

S. No.	Particulars	2012 -13	2013-14	2014-15	2015-16	2016-17
(a)	The date on which Society approached the Audit Authorities to appoint the auditors for auditing the accounts and date of their appointment	15.04.2013	15.04.2014	15.04.2016	Society has submitted the Annual Report to Vice Chairman, Executive Committee, Ujala Society and will be sent to Ministry shortly.	State may have to submit Annual Reports till 31.12.17
(b)	The date of compilation of Annual Accounts of Society	15.10.2013	15.06.2014	15.10.2015		
(c)	The date on which the Annual Account were submitted to Auditors for auditing	15.10.2013	15.06.2014	15.10.2015		
(d)	The date and duration for auditing the Annual Accounts of Society by Auditors	2 months and 15 days	6 months and 11 days	2 months		
(e)	The date of queries raised by Auditors during auditing of Annual Accounts	25.12.2013	20.12.2014	1.12.2015		
(f)	The date on which the replies to the audit queries was furnished to the Auditors	25.12.2013	23.12.2014	3.12.2015		
(g)	The date on which the Final Audit Report received by Society.	30.12.2014	26.12.2014	4.12.2015		
(h)	The date of finalization of Annual Reports.	29.10.2014	22.04.2015	15.01.2016		
(i)	The date on which documents were got approved from the Competent Authority.	29.10.2014	22.04.2015	15.01.2016		
(j)	The date on which documents were taken up for translation and printing and the time taken for completing the –task.	10.01.2015	25.04.2015	20.01.2016		
(k)	The date on which the documents were sent to the Ministry for being laid in House	17.03.2015	5.05.2015	16.11.2016		
(l)	The date of laying of the documents on the Table of the House.	28.11.2016	28.11.2016	Submitted in the Park For laying on 21.7.17		

**The Extract of the Minutes of the sitting of the Committee
held on 01 August, 2017**

The Committee sat on Tuesday, 01 August, 2017 from 15:00 hrs to 16:30 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

Shri Chandrakant Khaire - **Chairperson**

MEMBERS

2. Shrimati Veena Devi
3. Shri P.C. Gaddigoudar
4. Shri Laxman Giluwa
5. Shri P.R. Sundaram

SECRETARIAT

1. Dr. Preeti Srivastava - Joint Secretary
2. Smt. Rita Jaikhani - Director
3. Smt. Maya Lingi - Additional Director

**REPRESENTATIVES OF THE MINISTRY OF HUMAN RESOURCE DEVELOPMENT
(DEPARTMENT OF SCHOOL EDUCATION & LITERACY)**

1. Shri Anil Swarup Secretary
2. Shri Maneesh Garg Joint Secretary
3. Ms. Rashi Sharma Deputy Secretary

REPRESENTATIVES OF THE UJALA SOCIETY, JAMMU

1. Shri Farooq Ahmad Shah Secretary
2. Shri Abdul Rashid War State Project Director
3. Shri Kakaji Pandit State Coordinator

2. to 5. XX XX XX

6. The Committee then called the representatives of the Ministry of Human Resource Development (Department of School Education and Literacy) and the Ujala society, Jammu

7. The Chairperson welcomed the representatives of the Ministry and the Society to the sitting of the Committee and explained the purpose of convening the meeting. The Chairperson also explained to the witnesses the provisions of Direction 58 of Directions issued by the Speaker, Lok Sabha regarding confidentiality of the proceedings.

8. The Committee desired to know the reasons for delay in laying of the Annual Reports and Audited Accounts of Society for the years 2012-2013 to 2015-2016. The representatives of Ministry/Society submitted before the Committee that the devastating flood that had occurred in September, 2014, the security scenario/unrest in the valley, getting the documents translated in Hindi version and printing thereof were the main reasons for delay in finalization of the Annual Reports and Audited Accounts of the Society. The Committee were also apprised by the Ministry about the reasons for delay in the process of laying of the documents of the Society for the years 2012-2013 to 2014-2015. They stated that non-receipt of the "Delay Statements" were also the reasons for delay. Further they explained that after receipt of the "Delay Statements" for the aforesaid years, the documents of the Society were sent by the Ministry for being laid on the Table of the House. The representative of the Society assured the Committee that the documents of the Society for the year 2015-2016 will be submitted by them to the Ministry within a week. It was also assured to the Committee that documents of the Society will be laid within stipulate time in future.

9. Thereafter, the Hon'ble Chairperson thanked the representatives of the Ministry and the Society for useful discussion - in connection with the examination of the subject. The Chairperson also directed to the representatives of the Ministry and Society to furnish to the Committee the information on certain other points raised during the discussion which were not readily available with them, to the Secretariat within two weeks' time.

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

The Committee then adjourned.

**The Extract of the Minutes of the sitting of the Committee
held on 22 September, 2020**

The Committee sat on Tuesday, 22th September, 2020 from 11:00 hrs to 13:00 hrs. in Committee Room 'B', Parliament House Annexe Building, New Delhi.

PRESENT

Shri Shyam Singh Yadav

-

Chairperson

MEMBERS

2. Shri Shafiqur Rahman Barq
3. Shri Raja Amareshwar Naik
4. Smt. Aparupa Poddar
5. Shri T. N. Prathapan

SECRETARIAT

1. Smt. Suman Arora - Joint Secretary
2. Smt. B.Visala - Director
3. Shri R.K.Chaudhary - Under Secretary

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2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting of the Committee and explained the purpose of convening the meeting.

3. XX XX XX XX

4. The Committee then took up for consideration Eight Draft Reports (Original) regarding delay in laying of the Annual Reports and Audited Accounts of the :-

- (i) The Agricultural and Processed Food Products Export Development Authority (APEDA), New Delhi;
- (ii) The Maulana Azad Education Foundation, New Delhi;
- (iii) The Commission of Railway Safety, Lucknow, Uttar Pradesh;
- (iv) The National Legal Services Authority (NALSA), New Delhi;

- (v) The National Institute of Pharmaceutical Education and Research, Raebareli, U.P;
- (vi) The Ujala Society, Jammu;
- (vii) The Port Blair Municipal Council (PBMC), Port Blair; and
- (viii) The National Commission for Scheduled Tribes, New Delhi.

After deliberations, the Committee adopted these Eight Reports (Original) without modifications.

5. The Committee then took up for consideration draft Report regarding Action taken by Government on the recommendations/Observations made by the Committee in their 21st Report (16th Lok Sabha) in respect of delay in laying of the Annual Reports and Audited Accounts of the All India Institute of Medical Sciences, New Delhi.

After deliberations, the Committee adopted the Draft Action Taken Report without modifications.

6. The Committee authorized the Hon'ble Chairperson to present both the Original Reports and the Action Taken Report to the Parliament.

X X X X X

The Committee then adjourned.
