

EIGHTY-FIRST REPORT
PUBLIC ACCOUNTS COMMITTEE
(1981-82)

(SEVENTH LOK SABHA)

**NATIONAL COUNCIL OF EDUCATIONAL RESEARCH
AND TRAINING**

MINISTRY OF EDUCATION AND CULTURE
(DEPARTMENT OF EDUCATION)

**[Action Taken on the 48th Report of the Public Accounts Committee
(Seventh Lok Sabha)]**



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Laid in Rajya Sabha on

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(1981-82)**

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INTRODUCTION

I, the Chairman of the Public Accounts Committee as authorised by the Committee, do present on their behalf this Eighty-first Report on action taken by Government on the recommendations of the Public Accounts Committee contained in their Forty-eighth Report (Seventh Lok Sabha) on the National Council of Educational Research and Training.

2. In pursuance of the recommendation made by the Committee in the 48th Report, Government have set up a Task Force headed by the Chairman, University Grants Commission to make a critical assessment of the role performed by the NCERT in terms of its long term and short term objectives, to suggest an optional organisational structure for the Council to enable it to meet the challenges of future development of school education and to suggest the overall management and decision making structures and processes for the Council.

3. The Committee have again drawn attention to some of the areas where the functioning of the NCERT has been found to be deficient such as the need for optimum utilisation of the expertise available in NCERT; poor response to teacher training programmes undertaken by the Regional College of Education; upgrading the teaching of Science and Mathematics; revamping of the Centre for Educational Technology and the Department of Teaching Aids; errors in text books and delays in their printing; working of National Talent Search Scheme etc. As some of these aspects are of basic and critical importance for improving the atmosphere of education in the country, the Committee have urged the Ministry of Education & Culture to examine them with grave concern and urgency.

4. The Committee considered and adopted this Report of their sitting held on 5 March, 1982. Minutes of the sitting form Part II of the Report.

5. For facility of reference and convenience, the recommendations and observations 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 the Appendix to the Report.

(vi)

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

NEW DELHI;
March 15, 1982

Phalguna 24, 1903 (S)

SATISH AGARWAL
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 of the Committee contained in their 48th Report (7th Lok Sabha) on Ministry of Education and Culture (Department of Education)—National Council of Educational Research and Training which was presented to Lok Sabha on 30 April, 1981.

1.2. Action Taken Notes on all the 69 recommendations or observations contained in the Report have been received from the Government and these have been categorised as follows:

(i) *Recommendations or observations that have been accepted by Governments:*

Sl. Nos. 2—12, 14—24, 29—40, 42-43, 45—47, 49, 51—62, 64—67 and 69.

(ii) Recommendations or observations which the Committee do not desire to pursue in the light of replies received from Government:

Sl. Nos. 1, 26, 28, 41, 44 and 50.

(iii) *Recommendations or observations replies to which have not been accepted by the Committee and which require reiteration:*

Sl. Nos. 13, 48, 63 and 68.

(iv) *Recommendations or observations in respect of which Government have furnished interim replies:*

Sl. Nos: 25 and 27.

1.3. Advance copies of the Action Taken Notes were received by the Committee on 28 November, 1981 while the vetted replies were furnished by the Ministry on 19 February, 1982.

1.4. The Committee will now deal with the action taken by Government on some of the recommendations/observations.

Education of tribals

(S. No. 13, Para 2.47)

1.5 In Para 2.47 of the 48th Report (7th Lok Sabha), the Public Accounts Committee had stated:

"The Committee observe that the Working Group on development of scheduled tribes and scheduled castes and weaker sections of society set up by the Planning Commission in connection with the formulation of the Sixth Plan (1980-85) has expressed the view that education should become the key section in the Tribal Development Programme. The Committee desire that the inputs required for the purpose should be identified expeditiously and included in the Tribal sub-Plans. In areas outside the purview of the tribal sub-plans, suitable schemes for education of tribal children should be drawn up. The Committee trust that constraint of resources will not be allowed to come in the way of execution of such schemes."

1.6 In their Action Taken Note dated 10 February, 1982, the Ministry of Education and Culture (Deptt. of Education) have stated:

"Bulk of the plan provision for Education lies in the State Sector. Sub-Plans for Tribals in this sector are prepared by the State Governments. The Ministry of Education prepares the Tribal Sub-Plan only in respect of Central/Centrally sponsored sectors.

The attempt is always to ensure that the financial and physical targets worked out for the Tribal Sub-Plan are adhered to. Preparation and implementation of Tribal Sub-Plans are particularly monitored by a special unit in the Ministry of Home Affairs also with this end in view. Additional financial assistance from the Centre is also provided from the Ministry of Home Affairs to reinforce the State efforts."

1.7 The Committee had in the 48th Report emphasised the need for identifying expeditiously the inputs required for the educational development of the tribal children for inclusion in the Tribal sub-plans. The Committee had further desired that in areas outside the purview of the tribal sub-plans, suitable schemes for the education of tribal children should be drawn up and that constraints of resources should not be allowed to come in the way of execution

of such schemes. The Committee regret to observe that the action taken note furnished by the Ministry does not indicate the precise steps taken in pursuance of these recommendations. The Committee would like to be apprised in detail of the various schemes drawn up in this regard, the facilities proposed to be provided and the outlay earmarked for the purpose during the Sixth Plan period and the progress made so far.

Third Educational Survey

(S. No. 48, Para 5.55)

1.8 Commenting on the inordinate delays in the carrying out of the third educational survey, in processing the data and publishing the Reports thereon, the Committee in Para 5.55 of the 48th Report observed:

“The Committee take a serious view of the inordinate delays that occurred at various stages in the course of carrying out the Third Educational Survey, in processing the data and publishing the Reports thereon. The Committee require that the matter be investigated thoroughly with a view to ascertaining the reasons for such delays and taking necessary remedial measures for the future. The Committee would like to be apprised of the outcome of the enquiry.”

1.9. The Ministry of Education and Culture (Deptt. of Education) have in their Action Taken Note dated 10 February, 1982 replied:

“As desired, a Committee consisting of the Secretary and Internal Financial Adviser of NCERT has been appointed to look into the reasons for the delays that had occurred at various stages in the course of carrying out the survey, processing the data and publication of the reports. This committee's report has become available and the PAC will be informed of its results and follow-up action thereon.”

1.10 In pursuance of the recommendation of the Public Accounts Committee vide para 5.55 of the 48th Report, the reasons for inordinate delays that occurred at various stages in the course of carrying out the Third Educational Survey, as well as in the processing of data and publication of Reports thereon, have been gone into by a departmental committee headed by the Secretary and Internal Financial Adviser of the NCERT. However, the Ministry have not as yet intimated to the Committee the findings of the departmental

committee and the follow up action taken in pursuance thereof. The Committee desire that necessary remedial measures should be taken without loss of time and reported to them. The Committee stress that responsibility for the inordinate delay in the completion of the survey and in processing the data should be fixed and necessary action taken against the officials concerned.

Re-structuring of NCERT

(Sl. Nos. 63 & 68, Para Nos. 6.16 and 6.21)

1.11 In Para 6.16 of the 48th Report (7th Lok Sabha) the Committee had drawn attention to the need for re-structuring the NCERT so as to get over the constraints and inhibiting factors that had impeded the proper functioning of the NCERT. The Committee had observed:

“The Committee have earlier in this Report drawn attention to some of the constraints and inhibiting factors that impede the proper functioning of the NCERT as a catalytic agent in the field of education. And this, despite the fact over the years, its working has been subjected to a series of reviews. The Committee find that a number of important recommendations made in the reports have still not reached the important and critical stage of implementation. The Committee, therefore suggest that a Task Force consisting of the representatives of the Ministry, the NCERT and some eminent educationists, should be set up expeditiously to consider within a stipulated period of time the urgent problem of restructuring of the NCERT to restore to it the dynamic, creative and nationally useful role of effectively helping the educational system of our federal democratic republic. Naturally, such a Task Force would draw guidance and help from the several valid recommendations and suggestions made in the Reports of the various committees referred to in the preceding paragraphs.”

1.12 In the Action Taken Note dated 10 February, 1982, the Ministry of Education and Culture (Deptt. of Education) have stated:

“The recommendation is accepted and a Task Force has been constituted. The terms of reference and the composition of the Task Force are enclosed. (Annexure V).”

1.13. In Para 6.21 of the 48th Report, the Committee further observed:

"The Committee observe from the Memorandum of Association of the NCERT that the Minister of Education is the *ex-officio* President of the Council as well as of the Executive Committee of the Council. The Minister of State in the Ministry of Education is the Vice-President of the Executive Committee. This places the burden of overseeing the functioning of the NCERT on the Union Minister of Education/Minister of State in the Ministry of Education. The Committee consider that this arrangement is not conducive to the autonomous role assigned to the NCERT. On the one hand this arrangement needlessly puts avoidable strain on Union Minister of Education and Minister of State, and on the other does not in actual practice help the NCERT in pursuing its programme of work. It would be too much to expect from the Minister of Education or the Minister of State in the Ministry of Education that they would be able to devote the attention required of the President and Vice-President in the proper functioning of the Council. The Committee consider that it would be preferable to have an eminent educationist to head the Council as in the case of the University Grants Commission, as this would be in tune with the autonomous character and role of the NCERT."

1.14. In their Action Taken Note dated 10 February, 1982, the Ministry of Education and Culture (Deptt. of Education) have stated:

"The matter is under consideration and a final decision will be taken in the light of the recommendations of the Task Force with regard to the over-all decision making structures and processes of the NCERT."

1.15 The Committee observe that in pursuance of the recommendation made in the 48th Report (Seventh Lok Sabha), Government have decided to set up a Task Force headed by the Chairman, University Grants Commission, to consider the question of restructuring of the NCERT. The Task Force is inter alia required to make a critical assessment of the role performed by the NCERT in terms of the long and short term objectives laid down in its Memorandum

of Association, suggest an optimal organisational structure for the Council to enable it to meet the challenges of the future educational development in the field of school education and to suggest the overall management and decision making structures and processes for the Council. The Task Force is required to submit its Report within six months.

The Committee would like to be apprised in due course about the recommendations made by the Task Force and the action taken thereon.

1.16 The Committee had in the 48th Report drawn attention to several deficiencies in the working of different Departments of the NCERT which required to be critically looked into. The Committee would once again draw attention to some of the important areas viz.:—

- (i) Need for optimum utilisation of the expertise available in the NCERT (Para 2.13);
- (ii) Review of the working of the Centres of Continuing Education and the need for active involvement of the States in the programme (Para 3.16);
- (iii) Poor response to the teacher training programmes undertaken by the Regional Colleges of Education (Paras 3.21 and 3.22);
- (iv) Upgrading the teaching of Science and Mathematics (Paras 3.27, 3.28 and 3.46);
- (v) Revamping of the Centre for Educational Technology and the Department of Teaching Aids (Para 5.18—5.23 and 5.37—5.39);
- (vi) Errors in Textbooks brought out by NCERT and delays in their printing (Paras 5.61 and 5.62);
- (vii) Delay in disposal of unsold stocks valued at Rs. 19.98 lakhs (Para 5.68). This not only involves locking up substantial amount of money but also payment of heavy rent for the godowns hired to stock these books;
- (viii) Working of the National Talent Search Scheme with particular reference to the high percentage (70 %) of drop outs at the B.Sc. stage. (Para 5.74).

1.17 The Committee find that in response to a number of recommendations made by them in the 48th Report including some of the

points mentioned above, the Ministry of Education and Culture have simply observed that the recommendations have been noted. Being not unmindful of the implications of the word 'noted', the Committee feel constrained to record their disappointment at the extremely feeble and formal response of the Ministry to the recommendations/suggestions made by them. As some of the aspects referred to above are of basic and critical importance for improving the atmosphere of education in the country, the Committee would like the Ministry of Education and the National Council of Educational Research and Training to examine them with grave concern and urgency. The Committee would like to be apprised of the steps taken to rectify the deficiencies without delay.

CHAPTER II

RECOMMENDATIONS OR OBSERVATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation

The Committee understand that even in the matter of provision of funds, the outlay on elementary education has been progressively coming down. Starting from 58 per cent of the total outlay on education in the first Plan, it came down to 35 per cent in the Second Plan, 34 per cent in the Third Plan, 23 per cent in the Inter-Plan years ending 1968-69, 30 per cent in Fourth Plan and 32 per cent in the Fifth Plan. Out of a total outlay on education of the order of Rs. 2524 crores proposed in the Sixth Plan as against Rs. 3500 crores asked for by the Ministry of Education, the outlay on primary education has been kept at Rs. 905 crores and on adult education at Rs. 128 crores. The Committee find that the Working Group had proposed an outlay of Rs. 1700 crores and Rs. 230 crores respectively in these two sectors. Thus the entire cut of about Rs. 1000 crores effected in the educational plan has been at the cost of these two vital sectors on which the educational system is supposed to stand.

[S. No. 2 (Para 2.36) of Appendix to 48th Report
(7th Lok Sabha)]

Action Taken

In the context of overall resource limitations and intersectoral priorities, it is not always possible to accept all the recommendations of the Working Groups. However, the recommendations of Working Groups are taken into account by the Planning Commission while finalising the plan provisions. Taking into account all relevant factors, an outlay of Rs. 2524 crores was approved for Education, out of which Rs. 905 crores for Elementary Education and Rs. 128 crores for Adult Education were determined. These outlays were subsequently approved by the National Development Council.

The provision of Rs. 905 crores for Elementary Education will not be eroded in view of the fact that the programme is included in the 'Minimum Needs Programme'. In the planning process

prescribed and the budgeting system adopted, financial assistance to States from the Centre gets proportionately reduced in case of diversion of provisions from the 'Minimum Needs Programme'. Besides, in the Annual Plan discussions, it is constantly impressed upon the State Governments to make adequate provisions for Elementary Education. In other words, adequate safeguards have been build into the system of planning/budgeting to maintain the provisions for Elementary Education.

[Ministry of Education & Culture (Department of Education)
O.M. No. F.2-5/81-School-4 dated 10th Feb., 1982]

Recommendation

Article 45 of the Constitution enjoins upon the State to endeavour to provide, within a period of 10 years from the commencement of the Constitution, free and compulsory education for all children until they complete the age of 14 years. Even as the Constitutional directive for universalisation of primary education remains a distant goal, the committee consider that all attempts to build up a new nation will fail unless a massive effort is made right now to remove illiteracy. Some unconventional methods and bold steps on mass scale will have to be thought of to tackle this gigantic problem with vision and courage. It is here that the Ministry of Education, the NCERT and other educational organisations in the country should be called upon to devote their attention to the utmost.

[Serial No. 3 (Para 2.37) of Appendix to 48th Report
(7th Lok Sabha)]

Action Taken

As an effort in the direction of universalizing elementary education, a target of enrolling 180 lakhs more children of the age group 6—14 in classes I—VIII has been proposed in the Sixth Five Year Plan. The Plan has also emphasized the need for retaining the enrolled children in schools till they complete the full period of elementary education. For children who are unable to enrol in schools or do not remain in them for a sufficiently long period, the strategy of non-formal education has been proposed. The Government of India is already implementing a programme under which nine educationally backward States viz. Assam, A.P., Bihar, J.&K, M.P., Orissa, U.P., Rajasthan and West Bengal are being assisted for organizing part-time non-formal education for non-attending and dropped out children of the age-group 6—14. Assistance is also provided to voluntary organizations for organizing non-formal education programme.

Since the problem of universalization of elementary education has to be tackled primarily in the 9 States which have been indentified as being educationally backward, the Ministry of Education and Culture has requested these States to set up special task forces to work out detailed plans and strategies with a view to an early realization of the Constitutional directive. Names of officers belonging to the NCERT and the Ministry of Education who can serve on these task forces have been communicated to the State Governments.

As a support to the programme of universalizing elementary education, NCERT has initiated a number of innovative projects which are expected to make education meaningful and also help in developing suitable approaches. Among others these include the following:

- (i) NCERT has set up 238 non-formal education centres in different States with a view to providing experience to the States for adopting non-formal education as a major strategy for implementing the programme of universal elementary education.
- (ii) Under the UNICEF aided project 'Primary Education Curriculum Renewal', teachers are, with the assistance of teacher training institutions and State Institutes of Education/State Councils of Education Research and Training being trained to develop innovative curricula and instructional materials which are relevant to the educational and life needs of specific communities.
- (iii) Under the UNICEF aided project 'Comprehensive Access to primary Education' student teachers of teacher training institutions are being trained to develop local specific materials for children who are unable to attend schools or who drop out from them prematurely. The project also aims at training teachers for non-formal education centres and provides for the establishment of learning resource centres for the benefit of the local communities.
- (iv) The UNICEF assisted project 'Developmental Activities for Community Education programme' aims at providing a variety of educational services to different groups in a community, the purpose being to develop the primary school as the focal point for community development and change.
- (v) NCERT is also developing audio-visual materials—films, filmstrips, tapes, slides, educational toys etc.—with a view to making instruction in the formal schools as well as in

the non-formal education centres efficient and effective. Plans are under way for developing relevant and meaningful materials for being telecast/broadcast through the Insat which is to be placed in the orbit in early 1982. Apart from providing support to formal instruction, these programmes will be useful for out of school children.

[Ministry of Education & Culture (Department of Education)
O.M. No. F.2-5/81-School-4 dated 10th Feb., 1982]

Recommendation

The Committee suggest that the services of the unemployed youth should be obtained to tackle the problem of illiteracy. The youth who volunteer to work in this Field should be given a modest remuneration and also some priority in the matter of obtaining a regular job. Efforts should also be intensified to secure the help of voluntary agencies to supplement the efforts of the Government.

[Serial No. 4 (Para 2.38) of Appendix to 48th Report
(7th Lok Sabha)]

Action Taken

The effort at adult literacy has to be made primarily at the State level. The various categories of persons who are assigned instructional responsibility under the adult education programme include the school teachers, students, village youth—both unemployed or under-employed, etc. The programme also includes provision for payment of modest remuneration of Rs. 50 per month to the instructors. Voluntary agencies such as Andhra Mahila Sabha, Hyderabad, Bharatiya Adimjati Sevak Sangh, Telangana, K. R. Educational Association, Bettiah, W. Champaran, Adivasi Seva Samiti, Samalji Distt. Sabarkantha, Bhagini Smaj, Sanand, Gujarat Vidyapeeth, Ahmedabad, Kannad Sahitya Parishad, Bangalore, Kerala Association for Non-formal Education and Development, Trivendrum, sane Guruji Shikshan, Sanstha, Pune, Ajmer Adult Education Association, Ajmer, Rajasthan, Adimjati Sevak Sangh, Jaipur Seva Mandir, Udaipur, Gandhigram Khadi and Village Industries Public Charitable Trust, Madurai, Eastern U.P. Adult Education Association, Deoria, are also involved in the implementation of the programme.

[Ministry of Education & Culture (Department of Education)
O.M. No. F.2-5/81-School-4 dated 10th Feb., 1982]

Recommendation

The Committee also suggest that in order to encourage children of poor parents to attend the School, they should be provided some incentives in the form of stipends so as to compensate to some extent for the loss of earnings to their parents. For this purpose, objective criteria based on the socio-economic condition and income level of the parents should be laid down.

[Serial No. 5 (Para 2.39) of Appendix to 48th Report
(7th Lok Sabha)]

Action Taken

The recommendation has been brought to the notice of the State Governments who have to take action in the matter. However, in view of the substantial financial implications involved, it may not be possible to expect immediate results. It is relevant to note that some States have already schemes for payment of attendance scholarships. It is possible that in due course of time other States may also introduce similar incentives. However, it is difficult to prescribe any time limit for such developments.

In consultation with the Planning Commission, it is being suggested to State Governments that children, who stay away from schools on account of economic consideration should be encouraged to take advantage of the facilities offered through the non-formal education system which offers educational facilities in such a way that they do not interfere with the children's participation in income-generating activities.

[Ministry of Education & Culture (Department of Education)
O.M. No. F.2-5/81-School-4 dated 10th Feb., 1982]

Recommendation

The NCERT which has so far been devoting much of its attention to the improvement of secondary education is now stated to have developed competence in the field of elementary education curriculum and preparation of instructional materials. The Committee consider that there is need for optimisation of effort particularly in the matter of training of elementary school teachers where some re-orientation of attitudes is required. The Committee feel that the teachers have to be trained to identify community needs relevant to the area of operation. Particular attention will need to be paid to the nine States which have been indentified as backward States and which are stated to be responsible for depressing the all India literacy level. The Committee consider that the NCERT must be equipped so as to be in a position to provide guidelines to the States in the

matter of preparation of curricula, training of elementary school educators, monitoring of standards, etc.

[S. No. 6 (Para 2.40) of Appendix to 48th Report (7th Lok Sabha)]

.. Action taken

NCERT has been concerned with the problems of elementary education from its very inception. Considering that the basic task of providing facilities is that of the State Education Departments, NCERT's intervention in this area has been primarily from the point of view of developing, through pilot and experimental projects, approaches which may be of use to the State Governments, particularly in the direction of improving the quality and relevance of elementary education.

As stated earlier, under the UNICEF aided, projects NCERT is making an effort to train teachers in identifying community needs and developing curricular and instructional programmes in relation to them. One of the important projects, viz., Comprehensive Access to primary Education aims at developing competencies of teachers to prepare learning materials in relation to specific community needs. The training-cum-production mode which is used will also help teachers to develop the capability of educating children in non-formal educational situations. The experience from these projects will help the States in decentralizing the development of curricula and instructional materials in relation to the needs of specific communities and groups.

The National Council for Teachers Education (NCTE), of which the NCERT is the Secretariat, has also suggested in its curricular framework the need to train teachers in community education and community participation. The NCTE framework has been recommended to the State Governments and the University Departments of Education. Under its programme, NCERT is orienting teacher-educators of teacher training schools, teacher training colleges and university departments of education in the adoption of the NCERT's recommended curricular framework.

Although on the basis of its experimental work the NCERT may be able to provide experiences which will be of benefit to the States, it may not be desirable for the Council to take up monitoring of educational standards. This should be regarded as an essentially State responsibility. The role of central organisation will have to be limited mainly in the nature of suggesting approaches that can be adopted by the States after suitable adaptation.

[Ministry of Education & Culture, (Department of Education)
O.M. No. F. 2—5/81-school-4, dated 10th February, 1982]

Recommendation

While planning for mass education, the NCERT should also work out an optimum teacher-student ratio taking into account the pressing requirements both at the elementary and the secondary stages so that proper guidance could be prepared for the benefit of the education of the education authorities in the States.

[S. No. 7 (Para 2.41) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

Considering that the educational situation varies in the States, and within States, in districts and blocks, it may be difficult to lay down optimum student-teacher ratio which can be uniformly applicable. However, it has been decided to support/undertake a study for determining the optimum number of students that a teacher can handle for ensuring efficient and effective instruction. The National Institute of Educational Planning and Administration has been requested to undertake a study in this regard, and the results thereof will be intimated to the PAC.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2—5/81-school-4, dated 10th February, 1982]

Recommendation

Increasing attention will also have to be paid to the requirements of accommodation for schools, playgrounds, laboratory facilities etc. The Committee consider that the Central Government must take initiative in these matters and carry out a comprehensive study of the requirements during the next 20 years and the measures that would need to be taken to meet the same. The Committee further consider that the question of provision of low cost school buildings made of locally available materials must be considered seriously.

[S. No. 8 (Para 2.42) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The National Council of Educational Research and Training has provided information through its all-India surveys about the existing position in regard to accommodation for schools, play-grounds and laboratory facilities. As regards future requirements, the National Institute of Educational Planning and Administration is undertaking a comprehensive study and the PAC will be informed of the results.

The observation relating to provision of low cost school buildings made of locally available materials has been brought to the notice of the State Governments.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2—5/81-school-4, dated 10th February, 1982].

Recommendation

So far as the post of elementary stage is concerned, the Committee have been informed that "Vocationalisation of education has been the objective for quite some time but its concretisation has somehow been quite ambivalent at different times". A centrally sponsored scheme for vocationalisation of higher Secondary education was launched towards the end of February, 1977 but discontinued from 1st April, 1979 in pursuance of a decision of the National Development Council to transfer a number of centrally sponsored schemes, including the vocationalisation of higher secondary education to the State Sector.

[S. No. 9 (Para 2.43) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted. NCERT continues to assist the States in undertaking surveys, training of instructors and other key personnel, for development of instructional materials and evaluation of programmes.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2—5/81-school-4, dated 10th February, 1982].

Recommendation

Although the 10 plus 2 plus 3 structure was endorsed by the Educational Ministers Conference held in July, 1978, there is even now widespread uncertainty and doubts continue to be expressed by responsible sections of the public opinion and those in authority regarding the soundness of the 10 plus 2 plus 3 structure.

[S. No. 10 (Para 2.44) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The conferences of the State Education Secretaries and State Education Ministers held in June, 1981 have reiterated adherence of the State Governments to the adoption of 10+2+3 pattern of education envisaged in the Government of India policy Resolution on

Education, 1968. The Union Minister for Education has already written to the Chief Ministers and Education Ministers of the States to ensure a speedy switch over to the new pattern. A copy each of the resolution adopted by the Education Ministers' Conference and the letters written by Education Minister to State Chief Ministers & Education Ministers is enclosed. (Annexure).

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2—5/81-school-4, dated 10th February, 1982].

ANNEXURE

RESOLUTION ADOPTED BY EDUCATION MINISTERS CONFERENCE HELD ON 2-6-1981.

ITEM III: 10+2 PATTERN OF SCHOOL EDUCATION AND ITS VOCATIONALISATION.

Reviewing the progress of adoption of the 10+2 pattern of school education in the country, the Conference recommends:

- The States/UTs which have not yet switched over to this pattern should do so without any further loss of time;
- Adoption of the 10+2 structure alone is not in consonance with the spirit of the new pattern of education. The States/UTs shall also make the necessary consequential changes in the content of curriculum.
- Universities shall also restructure their courses at the graduate level keeping in view the changes made at the +2 level. The University Grants Commission shall provide all possible academic and financial assistance to the universities for this purpose.
- Apart from the academic and the administrative considerations, uniformity of system of education has significance also from the national integration angle.
- Only a few of the States and Union Territories have introduced vocational courses at the +2 stage. Adoption of new pattern, in the absence of vocationalisation of education at the +2 stage, will not be effective in bringing about the desired reform in education. All the States/Union Territories shall, therefore, speedily introduce vocational courses at the +2 stage. A time bound programme shall be evolved for conduct of surveys, preparation of curricula, institution of courses, opening of institutions, etc., so as to maximise results in the minimum possible time.

Copy of D.O. No. 5-27/81-P.N. II dated the 29th June, 1981 from Union Minister of Education to Chief Ministers of all States/Union Territories

A Conference of Education Ministers was convened at New Delhi on 2nd June, 1981 in which Education Ministers from different States and Union Territories discussed important issues of educational development with a special focus on the implementation of Sixth Plan programmes. The Prime Minister was kind enough to inaugurate the Conference on 2nd June, 1981 and addressed the Education Ministers. You would have seen press reports of the Prime Minister's speech. I am enclosing the full text of her speech with this letter. I am also taking the liberty of enclosing a full text of my welcome address to the Education Ministers on the same date.

2. The Conference adopted a number of resolution, a copy of which is enclosed for your kind perusal.

3. The Conference was preceded by a functional level meeting of Education Secretaries and Directors of Education. A Conference of Vice-Chancellors had taken place on the 30th May, 1981.

4. The Education Ministers and the officers of the Education Department must be keeping you informed of the outcomes of the Conference. I would, however, like to take this opportunity to share with you one particular thought, a number of States mentioned about the difficulties which they sometimes face in getting adequate budget provisions for educational development. Our anxiety is only to make sure that at least approved plan outlays are fully reflected in the budget and moneys provided for one or the other sector of education are not diverted. Your good offices in this regard will be a great help. I take this opportunity to express my thanks to you and other functionaries for the cooperation received for and the successful deliberations of these Conferences.

Copy of D.O. No. F. 5-27/81-P.N. 2 dated the 29th June, 1981 from the Union Minister of Education to the Education Ministers of all States/Union Territories

The Conference of Education Ministers which was held in New Delhi on 2nd June, 1981 discussed some common problems in the field of Education like universalisation of elementary education including non-formal education for elementary age-group children, 10+2 pattern of school education and its vocationalisation, linking of professional and technical education with manpower needs,

educational development of Scheduled Castes and Scheduled Tribes in Sixth Plan period, *role of education in national integration etc.* The discussions that took place in the Conference were most fruitful from all points of view. Those of you who have attended the Conference are aware of the significance of the discussions. For those of you who were not able to do so, I would like to mention that the number of decisions on the various issues has been very significant. The resolution adopted in the Conference will give an idea of the important decisions taken in that Conference. A copy is enclosed for your kind information.

2. Out of the many points which were discussed in the Conference, I would like to give emphasis on certain priority programmes in the field of education, where both the Centre and the State must co-operate to make them success. Amongst the programmes, the following are very important:

- (i) Universalisation of elementary education;
- (ii) Vocationalisation of higher secondary education;
- (iii) Linking of professional and technical education with manpower needs with particular reference to the prevention of proliferation of technical institutions;
- (iv) Increasing the role of education in the process of national integration in the country;
- (v) Introduction of population education programme all over the country;
- (vi) Development of moral education at all levels etc.

3. The goal of universal education, which is one of the constitutional directives, still remains to be reached. Sustained and determined efforts both on the part of the Centre and the State Governments are needed to make even in the race. The additional enrolment has to come more and more by enrolment of socially and educationally disadvantageous groups including girls. I would, therefore, request that you put concentrated attention to this programme alongwith its supportive component of non-formal education for the age-group 9—14 and adult-education. Increase in enrolment has to be accompanied by measures to improve school retention. It would also be necessary to devise special measures to provide teachers and ensure continuous teaching in schools. The Fourth Educational Survey has indicated a tremendous backlog of school structures. Special efforts are required in this direction.

4. Coming back to other stages of education, I would like to make a special mention of the reforms in the secondary stage of education, more particularly at the +2 stage. We should make continuous efforts to link education with employment especially when the Sixth Plan lays a much greater stress on 'establishing dynamic and beneficial linkages between education, employment and development with due regard for the economic and social aims of the community.' A complete switch over to the +2 stage and introducing in a meaningful vocationalisation at the +2 stage are essential pre-conditions to a purposeful move in this direction. Here I would like to emphasise that all preliminary work for introducing vocationalisation in a big scale like survey etc. should be completed by 1983.

5. Our Prime Minister has repeatedly stressed the need for inputs for proper value orientation and moral education to strengthen our educational system. In her inaugural address to the Education Ministers Conference, she stated:

"Contemporary education has neglected moral and spiritual values which are common to all religions. I feel strongly that our education sustain at excellence."

6. Considering the importance of moral education, NCERT had organised a seminar on Moral Education at Simla on 27th and 28th May, 1981. In that seminar, it was stressed that moral education should be regarded essentially as an education for becoming and transcendent. It also stressed that value orientation should be the main focus of education. I am enclosing a list of the points that emerged as consensus in that seminar. These points were also placed before the Conference of Education Ministers.

7. The State Governments have a great role to play in the introduction of moral education in the country. I am sure, recognising this great responsibility, you will work towards it with renewed vigour.

Recommendation

The Committee understand that the NCERT have a Tribal Education Unit to study the problem of education of tribal children. A Committee of experts advises the NCERT on the kinds of studies required to be undertaken in this field. A few studies have already been carried out by the NCERT in some of the tribal areas of Orissa, Madhya Pradesh etc. The Committee would like to emphasise the imperative need to study comprehensively the

special problems of education of tribal children. The Ministry of Education/NCERT must, therefore, proceed in this matter in a systematic way in close coordination with the Ministry of Home Affairs and the State Government.

[S.No. 11 (Para 2.45) of Appendix to 48th Report
(7th Lok Sabha)]

Action taken

The observations have been noted. The Ministry of Education and Culture and NCERT are continuously strengthening the process of consultation with the Ministry of Home Affairs and the States.

Special programmes which will benefit the scheduled tribes have been identified and shown in the sub-plans drawn from time to time.

NCERT has set up an Advisory Committee on Scheduled Tribes and Scheduled Castes education. The Committee has in its meeting held on 16th December, 1980 indicated areas where the Council's research effort needs to be intensified. Suitable institutions have already been approached on 21-10-1980 to submit research proposals which the Council can financially support.

[Ministry of Education & Culture (Department of Education)
O.M. No. F.2-5/81-School-4 dated 10th February, 1982]

Recommendation

The Committee find that the estimated population of scheduled tribe children in the age group 6—11 is nearly 63.30 lakhs of whom nearly 43.09 lakhs, i.e. 68 per cent are enrolled. The No. of Ashram schools in various States/Union Territories is stated to be 1,413 with 1.32 lakhs inmates.

[Sl. No. 12 (para 2.46) of Appendix to Report
(7th Lok Sabha)]

Action taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education)
O.M. No. F.2-5/81-School-4 dated 10th February, 1982]

Recommendation

The NCERT drew up two ambitious programmes in 1976 one for training of 2000 elementary school teacher educators over a five year

period and the other for training of 12000 secondary school teachers annually in content, methodology and evaluation in subjects of the new 10 year curriculum. The Committee, however, note that by September, 1979 only 134 elementary school teacher educators had completed the course under the first programme. Out of 12,527 teachers enrolled for the second programme also known as the correspondence-cum-contact programme, 4259 teachers completed the course. The same has not been offered after 1977.

[S. No. 14 (Para 3.38) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education)
O. M. No. 2-5/81-School-4, dated 10th February, 1982]

Recommendation

The Committee have been informed that the non-achievement of targets in the first case was not due to defective planning or execution but due to other extraneous factors such as lack of motivation of teachers and lack of adequate resources with the State Governments to allow the teachers to continue the course. The Committee find that preparation of lessons was also delayed for various reasons. So far as the second programme is concerned, the Committee were informed that even though the target was a modest one in the national context, it was found later on that "the physical facilities provided a constraint to the intake." The Education Secretary admitted in evidence that "the realistic feasibility in the very beginning under the enthusiasm for adoption of 10+2 pattern was not fully kept in view." Before the programme could proceed in full swing some rethinking took place at the national level on the very desirability of adopting the 10+2 pattern. In the context of the uncertain situation the enthusiasm of the State to spare teachers in adequate numbers also declined.

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[S. No. 15 (Para 3.39) of Appendix to 48th Report
(7th Lok Sabha)]

Action taken

The observation has been noted. However, the present position in respect of 10+2 pattern of school education has been indicated under paras 3.40 and 3.44.

[Ministry of Education & Culture (Department of Education)
O.M. No. 2-5/81-School-4, dated 10th February, 1982]

Recommendation

The above instances illustrate how even well thought out programme can flounder in the absence of a clear cut long range policy. The Committee consider that education is too vital and too sensitive an area to be subjected to frequent shifts of policy. A certain amount of continuity and a broad agreement over the basic formulations is therefor, of paramount importance.

[S. No. 16 (Para 3.40) of Appendix to 4th Report (7th Lok Sabha)]

Action taken

The view expressed is accepted. As stated in reply to recommendation 2.44 adherence to the 10+2+3 pattern of education has been reiterated in the Conferences of the State Education Secretaries and State Education Ministers held in June 1981, and the Union Minister for Education has already written to the Chief Ministers/Education Ministers of the States in this regard. Copies of relevant communications are attached at Annexure.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School-4 dated 10th February, 1982]

ANNEXURE

RESOLUTION ADOPTED BY EDUCATION MINISTERS CONFERENCE HELD ON 2-6-1981

Item III: *10+2 Pattern of School Education and its Vocationalisation.*

Reviewing the progress of adoption of the 10+2 pattern of school education in the country, the Conference recommends:

The States/UTs which have not yet switched over to this pattern should do so without any further loss of time;

Adoption of the 10+2 structure alone is not in consonance with the spirit of the new pattern of education. The States/UTs shall also make the necessary consequential changes in the content of curriculum.

Universities shall also restructure their courses at the graduate level keeping in view the changes made at the +2 level. The University Grants Commission shall provide all possible academic and financial assistance to the universities for this purpose.

Apart from the academic and the administrative considerations, uniformity of system of education has significance also from the national integration angle.

Only a few of the States and Union Territories have introduced vocational courses at the +2 stage. Adoption of new pattern, in the absence of vocationalisation of education at the +2 stage, will not be effective in bringing about the desired reform in education. All the States/Union Territories shall, therefore, speedily introduce vocational courses at the +2 stage. A time bound programme shall be evolved for conduct of surveys, preparation of curricula, institution of courses, opening of institutions, etc., so as to maximise results in the minimum possible time

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2. The Conference adopted a number of resolution, a copy of which is enclosed for your kind perusal.

3. The Conference was preceded by a functional level meeting of Education Secretaries and Directors of Education. A Conference of Vice-Chancellors had taken place on the 30th May, 1981.

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in the budget and moneys provided for one or the other sector of education are not diverted. Your good offices in this regard will be a great help. I take this opportunity to express my thanks to you and other functionaries for the cooperation received for and the successful deliberations of these Conferences.

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3. The goal of universal education, which is one of the constitutional directives, still remains to be reached. Sustained and determined efforts both on the part of the Centre and the State Governments are needed to make even in the race. The additional enrolment has to come more and more by enrolment of socially and educationally disadvantaged groups including girls. I would, therefore, request that you put concentrated attention to this programme along with its supportive component of non-formal education for the age-group 9-14 and adult-education. Increase in enrolment has to be accompanied by measures to improve school retention. It would also be necessary to devise special measures to provide teachers and ensure continuous teaching in schools. The Fourth Educational Survey has indicated a tremendous backlog of school structures. Special efforts are required in this direction.

4. Coming back to other stages of education, I would like to make a special mention of the reforms in the secondary stage of education, more particularly at the +2 stage. We should make continuous efforts to link education with employment especially when the Sixth Plan lays a much greater stress on 'establishing dynamic and beneficial linkages between education, employment and development with due regard for the economic and social aims of the community.' A complete switch over to the +2 stage and introducing in a meaningful vocationalisation at the +2 stage are essential pre-conditions to a purposeful move in this direction. Here I would like to emphasise that all preliminary work for introducing vocationalisation in a big scale like survey etc. should be completed by 1983.

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7. The State Governments have a great role to play in the introduction of moral education in the country. I am sure, recognising this great responsibility, you will work towards it with renewed vigour.

Recommendation

The Committee are of the view that the work of NCERT will continue to be hamstrung so long as long term strategies are not drawn up. This requires a strong political will which can withstand regional and/or linguistic pulls and pressures and function in a national framework. Total involvement of the States and proper mobilisation of available resources is equally necessary. The NCERT on its part must have a proper appreciation of the felt needs of the States and maintain close touch with educational authorities in the field for the success of its teacher training programmes and other activities.

[S. No. 17 (Para 3.41) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

NCERT has developed an appropriate mechanism of consultation with the States with a view to finding out their educational needs for which various departments/ units and the Regional Colleges of Education of the Council can develop suitable programmes. Apart from the representation of the State Governments on various Committees of the various constituent units of the Council, the General Body of the NCERT includes State Education Ministers. The General Body meetings provide a forum for discussion of various policy issues as well as for identification of programmes which will be of special benefit to the States. Field Advisers, whose offices are located in the State capitals, maintain a close liaison with State Departments of Education and State-level institutions for the purpose of identifying educational needs of the States. The Regional Colleges of Education located at Ajmer, Bhopal, Bhubaneswar and Mysore, provide innovative teacher education programmes both in-service and pre-service in relation to the requirements of the States in their respective regions. They also organize inservice programmes which are cleared by the Managing Committees which include representatives of State Governments.

[Ministry of Education and Culture (Department of Education)
O.M. No. F. 2-5/81-School-4 dated 10th February, 1982]

Recommendation

The Committee find that a four-year integrated course was started in the Regional Colleges of Education with a view to work out a programme of excellence and expertise and thereby help the teacher training institutions in the States to have their training programmes upgraded. The underlying idea was to improve the quality of teachers by adopting the pattern of integrated courses of general and professional education. The Nag Chaudhuri Committee (1968) found that "the experiment of integrated courses is and always will be, too costly to be repeated. It can, therefore, only make a marginal contribution to the improvement of teacher education in India". That Committee therefore suggested discontinuance of the course from the academic year 1969-70. Since then conflicting views have been expressed by different committees including Dr. Nag Chaudhuri himself who later suggested reopening of the course. As of now the course stands suspended from July 1976 in all colleges except in the RCE, Mysore where the four year course in science has been continuing.

[S. No. 18 (Para 3.42) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The observation has been noted. Attention is, however, solicited to the notes under para 3.44.

[Ministry of Education and Culture (Department of Education)
O.M. No. F. 2-5/81-School-4 dated 10th February, 1982].

Recommendation

The Committee have been given to understand that a comprehensive assessment of all the courses provided in the Regional Colleges including the four year course was made in 1974 by the Kapur Committee which found that the course had been academically successful. Considering the views of the National Council for Teacher Education, the State Governments and Vice-Chancellors of Universities the NCERT has recently decided to revive the four years integrated course in all the regional colleges.

[S. No. 19 (Para 3.43) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The observation has been noted. Attention is also solicited to the notes under para 3.44.

[Ministry of Education and Culture (Department of Education)
O.M. No. F. 2-5/81-School-4 dated 10th February, 1982].

Recommendation

The Committee consider that since the educational policy at the secondary level, particularly in the matter of vocationalisation of education at the +2 stage is still in a state of flux, the NCERT should proceed in the matter with caution. The Committee desire that the academic consideration in favour of the revival of the course should be carefully evaluated in the light of experience gained during the period the course was being offered by the Regional Colleges. The views of the State Governments and their felt needs should be fully taken into consideration.

[S. No. 20 (Para 3.44) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The educational policy at the secondary level is not in a flux. The 10+2+3 pattern of school education with suitable provision for vocational courses at the +2 stage has been accepted in principle by all the States. 15 States and eight Union Territories have already adopted the 10+2 pattern. The revival of the four-year integrated course in the Regional colleges of Education, which had been temporarily discontinued in three colleges, was decided upon after a detailed examination and consultations at different levels.

It may be stated that vocationalisation of higher secondary education was not a determining factor for the introduction of the four-year integrated courses.

The experience gained in the organisation of these courses in the past has been taken into consideration and the courses introduced in the Regional Colleges of Education are being suitably modified. The Executive Committee of the Council at its meeting held on 23-12-1980 decided to set up a Committee to further study the lines on which these courses may require modifications in the light of emerging needs.

[Ministry of Education and Culture (Department of Education)
O.M. No. F. 2-5/81-School-4 dated 10th February, 1982].

Recommendation

The Committee note with surprise that information about the number of trained science teachers i.e. those who are both qualified and trained, is not available with the Ministry of Education. The available statistics show that many teachers teaching science have not studied enough science to teach the subject at a particular stage.

For instance, at the primary stage nearly 1.55 lakhs science teachers had not even studied the subject as per findings of the Third Educational Survey. The number of such teachers (who had not studied science at all) at middle, high school and higher secondary stages was 16,963; 1,841 and 1,297 respectively, the number of teachers teaching science at high and higher secondary stages, without themselves having studied science upto graduate and post-graduate stages, was as high as 38,755 and 25,538 respectively. It was stated in evidence that the problem in this regard was that there were varying criteria in the States according to which they should be considered qualified in the content of science and also in the training technology. It was admitted that "it was a big gap which must be made up".

[S. No. 21 (Para 3.45) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The observation has been noted. In this connection attention is drawn to the notes under para 3.46.

[Ministry of Education and Culture (Department of Education)
O.M. No. F. 2-5/81-School-4 dated 10th February, 1982].

Recommendation

The Committee consider that while there may be difference of views and approaches among the State Governments in the matter of medium of instruction or in the methods of teaching, there are certain areas which are so basic like teaching of science and mathematics on which there could hardly be any difference of opinion. As a national institution with national responsibilities, the NCERT must therefore, address itself to the essential tasks of raising the teaching standards in these subjects and developing the requisite competence among the teachers. For tackling this problem it is essential to gauge the dimensions of the problem and collect necessary data in the first instance. The Committee recommend that necessary steps should be initiated by the NCERT in this direction without delay. Based on an in-depth study a uniform set of criteria to determine the level of competence needed for teaching science and mathematics at the elementary, secondary and higher secondary stages should be evolved for the guidance of the States.

[S. No. 22 (Para 3.46) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

While it is necessary to gauge the dimensions of the problem by collecting necessary data, it may not be viable to undertake a special survey in this regard in the near future in view of the costs involved and organisational machinery required. This can, however, be an important item on which information can be collected when the Council undertakes the next all-India educational survey.

The State Governments normally lay down the minimum qualifications that a teacher should possess to teach a particular subject at a particular stage of education. In case of non-availability of teachers with the desired qualifications—this was so in many states in respect of science and mathematics teachers—relaxation is given to meet the requirements of class room instruction.

Studies will be initiated to determine the basic minimum competence that teachers require for teaching science and mathematics.

NCERT—both its Department of Education in Science and Mathematics and the Regional Colleges of Education have been organizing inservice training programmes for upgrading the content knowledge and professional competence of serving teachers. The Centre for continuing Education which have been set in collaboration with the State Governments also organise courses for upgrading the knowledge of the subject of school teachers.

[Ministry of Education and Culture (Department of Education)
O.M. No. F. 2-5/81-School-4 dated 10th February, 1982].

Recommendation

In regard to the one year course in Agriculture, the Nag Chaudhuri Committee (1968) had suggested that it may be run at one or two places so long as there is a demand. It would, however, be preferable to transfer it to the Agricultural Universities or Colleges at any time that they were prepared to take over the responsibility.

[S.No. 23 (Para 3.47) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The recommendation is accepted and the Indian Council of Agricultural Research has been approached in the matter. The PAC will be informed of the results in due course.

[Ministry of Education and Culture (Department of Education)
O.M. No. F. 2-5/81-School-4 dated 10th February, 1982].

Recommendation

The Committee find that despite the decision of the Executive Committee taken in March 1973 to continue the course at Ajmer only, the Regional College of Education, Bhopal after suspending the course for one year i.e. 1973-74, restarted the same in 1974-75 without obtaining the approval of the Executive Committee. The Education Secretary conceded in evidence that "probably this was a much-too-hasty decision. I agree that there should have been greater discretion exercised."

The Committee do not see any justification why the NCERT should take upon itself this responsibility and add yet another objective to its multifarious activities. The Committee consider that teacher training in agricultural education could be handled in a better manner by the Agricultural Universities themselves which have got the necessary facilities. The Committee therefore recommend that the work should be assigned to the agricultural universities as early as practicable.

[S. No. 24 (Para 3.48) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The recommendation is accepted for implementation. However, while consultations with the Indian Council of Agricultural Research regarding agricultural universities organising special training programmes/courses for training teachers teaching agriculture in schools are carried on, the B. Ed. course in Agriculture is being continued as an interim measure in the Regional College of Education, Ajmer. The PAC will be kept informed of the results.

[Ministry of Education and Culture (Department of Education)
O.M. No. F. 2-5/81-School-4 dated 10th February, 1982].

Recommendation

Some of the important irregularities/drawbacks in the maintenance of accounts by the NCERT over the five years period ending 1978-79 as pointed out in the audit paragraph, are as follows:—

- (i) Detailed explanatory notes listing the new and continuing schemes with justification therefore, were not

made available to the Finance and Executive Committees. The Central Government too approved the budget estimates and released grants on the basis of abstract estimates without going into the details;

- (ii) A considerable proportion of the expenditure was incurred in the month of March;
- (iii) The advances paid for carrying out various Plan and non-plan programmes were treated as final expenditure in accounts;
- (iv) Refunds of unutilised advances after the close of the financial year were treated as non-Plan miscellaneous receipts;
- (v) Surplus receipts under one head of account were utilised to cover the excess expenditure under some other head of account;
- (vi) There were substantial variations between the actual expenditure on programmes and outlays provided in revised estimates for the Units and Departments of the NCERT;
- (vii) No procedure had been prescribed for watching the programmes of expenditure;
- (viii) Substantial funds were diverted from non-Plan to Plan expenditure in contravention of Government's instructions. Such diversions were neither brought to the notice of the Finance and Executive Committee nor were these noticed by Government itself.

[S. No. 29 (Para 4.27) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation have been noted for guidance so that such cases do not recur in future. However with reference to the recommendations at serial Nos. (iii) and (iv), it is pointed out that the matter is being pursued by the Council with the C. & A.G. for the continuance of the existing procedure in view of the practical difficulty

visualised by the Council if a change in the procedure is introduced. Copies of the instructions issued to avoid recurrence of the cases pointed out by the Audit are enclosed. (Annexure.)

[Ministry of Education and Culture (Department of Education)
O.M. No. F. 2-5/31-School-4 dated 10th February, 1982].

ANNEXURE

No. G.1(1)/81-FFD

GOVERNMENT OF INDIA
MINISTRY OF EDUCATION AND CULTURE
(DEPARTMENT OF EDUCATION)

New Delhi, the 18th February, 1981

SUBJECT:—*Diversion of funds from Plan head to Non-Plan head and vice-versa—Instructions regarding.*

It has come to the notice of Govt. that there have been some cases of diversion of Non-Plan grants for Plan schemes and *vice-versa* by autonomous organisations without obtaining Govt's approval. It is stressed that such diversions are irregular. Autonomous organisations are requested to ensure that *prior* Govt. approval is invariably obtained for such diversions.

It may be noted that according to latest Govt. orders diversions of Plan funds to Non-Plan is completely banned. Therefore, no requests for diversions can be entertained.

Requests for diversion for Non-Plan funds to Plan schemes can be considered if adequate and compelling justifications exist and such requests should invariably be accompanied by full details.

Sd/—

(J. A. Kalyanakrishan)
Financial Adviser

All Heads of autonomous
Organisations (by name)
All Bureau Heads in the
Ministry of Education & Culture.
All Sections/Desk Officers in the
Departments of Education & Culture.

No. G. 25015/2/81-IF. 4

GOVERNMENT OF INDIA
MINISTRY OF EDUCATION AND CULTURE
(DEPTT. OF EDUCATION)

New Delhi, the 4th December, 1981.

SUBJECT:—*Public Accounts Committee Observation/Recommendations regarding Financial irregularities.*

A copy of the recommendations made by the Public Accounts Committee (7th Lok Sabha) in their 48th Report is enclosed. In their report the Committee has, *inter alia*, made several observations on the general Educational System in the country. These recommendations are mainly related to the financial procedures and methods to be adopted by all the grant-in-aid sanctioning/grant-in-aid receiving organisations under administrative control of the Ministry of Education & Culture. The PAC have also expressed the hope that the prescribed financial procedures/instructions will be strictly followed so that the irregularities of the nature pointed out by the Audit do not recur.

In the light of the assurance given the PAC all Sections/United/Desk Officers/Attached & Subordinate Officers|Autonomous Organisations are requested to implement the observations/recommendations of the PAC as a remedial measure to avoid recurrence in future of irregularities pointed out by the Audit.

(T. C. AMARNANI)

Assistant Financial Adviser.

All Sections/Units|Desk Officers
in the Ministry of Education & Culture.
All Attached/Subordinate Offices
under the Deptts. of Education & Culture.
All Autonomous Organisations under
the Deptts. of Education & Culture.

48th Report of the Public Accounts Committee relating to NCERT—Extracts from the.

4.27 Some of the important irregularities/drawbacks in the maintenance of accounts by the NCERT over the five year period

ending 1978-79 as pointed out in the audit paragraph are as follows:—

- (i) Detailed explanatory notes listing the new and continuing schemes with justification therefor, were not made available to the Finance and Executive Committees. The Central Government too approved the budget estimates and released grants on the basis of abstract estimates, without going into the details;
- (ii) A considerable proportion of the expenditure and was incurred in the month of March;
- (iii) The advances paid for carrying out various plan and non-plan programmes were treated as final expenditure in accounts;
- (iv) Refunds of unutilised advances after the close of the financial year were treated as non-plan miscellaneous receipts;
- (v) Surplus receipts under one head of account were utilised to cover the excess expenditure under some other head of account;
- (vi) There were substantial variations between the actual expenditure on programmes and outlays provided in revised estimates for the Units and Departments of the NCERT;
- (vii) No procedure had been prescribed for watching the programmes of expenditure;
- (viii) Substantial funds were diverted from non-Plan expenditure in contravention of Government's institutions. Such diversions were neither brought to the notice of the Finance and Executive Committee nor were these noticed by Government itself.

4.28. The Ministry of Education have informed the Committee that no new scheme is taken up by the Council unless it has had the prior approval of the Executive Committee. "Apart from this over riding consideration, the Council in practice had not been following any other rigid sets of procedures." The Ministry have admitted that under the various primary units of accounts, the control of expenditure had not been very effective." The phenomenon of rush of expenditure at the fag end of the year has since been

analysed and all the Departments of the Council are constantly being advised to streamline their schedule of programme in such a way that they are conducted in a systematic manner throughout the year in order to avoid rush of expenditure in March.

4.29. It has been further stated that the excess expenditures incurred by the Council was out of the surplus receipts to meet the compelling commitments of textbooks publication programmes of the Council and that prior approval of Government was not obtained.

4.30. The Committee find that funds to the tune of over Rs. 91 lakhs were diverted during the year 1973-74, 1975-76, 1976-77 and 1977-78 from non-plan to plan expenditure. The Education Secretary assured the Committee that instructions had since been issued to prevent such unauthorised diversion of funds and that there had been no such diversion after 1977-78.

4.31. The Financial Adviser, Ministry of Education who is also a member of the Finance and Executive Committee of the Council assured the Committee that the various lacunae pointed out by Audit had been taken note of and necessary improvements effected in the presentation of details to the Finance Committee. An important step taken to remedy the situation is the creation of a Central Planning Coordination and Evaluation Unit in July 1979 to keep watch both over the academic and financial progress of the programmes simultaneously. Quarterly Progress Reports are also being received to keep a watch over the expenditure.

4.32. While taking note of the assurances held out to them by the representatives of the Ministry of Education, the Committee trust that the prescribed financial procedures would be followed by the NCERT in letter and spirit so that irregularities of the nature pointed out by the Audit are not repeated. To this end the internal audit system should be suitably strengthened.

F. 1-3/78-Budget|NCERT|

NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND
TRAINING

SRI AUROBINDO MARG, NEW DELHI-110016

Dated 3 MAR 1981

BUDGET—ADMINISTRATION

1. In the Audit Report for the year 1978-79, a number of deficiencies have been pointed out in our procedure of preparing the budget and control of expenditure. Some of these are (i) Detailed

notes are not provided with reference to new and continuing schemes (ii) while some Departments (e.g. Publication, Workshop) repeatedly incurred expenditure on programmes in excess of allocation, other (e.g. erstwhile School Education, Educational Psychology and Teaching Aids) were unable to utilize the funds that had been provided to them. (iii) There had been some diversions from non-plan to plan during 1974 to 1978 although the existing procedures do not allow it.

2. In order to make the budgetary proposals more meaningful and control over expenditure more effective, the following rules and procedures need to be observed by all Departments and controlling and disbursing officers.

(i) As far as possible the budget estimates should be made on a realistic basis after taking into account the actual expenditure incurred last year and the capacity of the staff to implement programmes. Scheme-wise details should invariably be submitted alongwith the budget proposals. These should include, among other things, the objectives, methodology to realize the objectives, timing and expenditure planning etc.

(ii) Flow of expenditure against the sanctioned grant may be regularly watched. For this register(s) may be maintained and kept up to date by each of the Departments so that progress of expenditure may be seen at a glance. The figures relating to plan and non-plan should be shown separately in these registers and under no circumstances savings for non-plan programmes diverted to take up a Plan Scheme or *vice-versa*. Dual control at the levels of both the Programme Section and by the Department will greatly facilitate effective control over 'programme' expenditure.

(iii) Head of the Department/College|Unit|Cell should analyse and monitor on a continuous basis progress of expenditure and the physical content of the schemes every quarter. There is need to correlate more carefully progress of expenditure on a scheme with the Progress achieved in realising the physical targets. The reports to this effect may please be sent to Reader (P). Any remedial action, considered necessary as a result of this review should also be initiated promptly.

3. Programmes and expenditure on them should be planned and suitably phased so that there is no necessity to take up large number of programmes towards the end of the financial year with a view to exhausting the budgetary allocation. This will require, on the part of the Departments a detailed working out of a calendar of programmes.

4. The Planning Co-ordination and Evaluation Unit, along with Programme Section will be in constant contact with the Departments in regard to the progress of programmes and expenditure on them.

Sd/—
(T. N. Dhar)
Joint Director.

Distribution:—

1. All Heads of Departments/Units|Cells|Groups.
2. Principal, R.C.E.'s Ajmer/Bhopal/Mysore/ Bhubaneswar.
3. Principal, C.E.T.
4. All Field Advisers in the States.
5. All Officers and Section in the Council Secretariat.
6. P.S. to Director.
7. P.S. to Joint Director.
8. A.P.C. to Secretary.
9. O.S.D.

F. No. 6-38/CPA/79-80

NATIONAL COUNCIL OF EDUCATIONAL RESEARCH
AND TRAINING

SRI AUROBINDO MARG, NEW DELHI-16.

SMT. GEETHA THOOPAL

CHIEF ACCOUNTS OFFICER

March 31, 1980.

Dear

As a result of the review on NCERT conducted by the DACR para/paras have been included in the Audit Report of the CAG for the year 1978-79 (extracts of which are enclosed). In the para(s) the audit has/have highlighted the following points:—

- (i) there had been rush of expenditure in March on programmes during the period 1975-76 to 1978-79 which constituted 31 per cent to 63 per cent of the total expenditure incurred on programmes. All out efforts should be made to streamline the procedure so as to spread over the expenditure evenly throughout the year to avoid possible rush of expenditure in March.
- (ii) there was a considerable delay in the refund of unspent balances on account of the programmes with the result that the refunds pertaining to both Plan & Non-Plan were

booked as Misc. receipts owing to the late receipt of the unspent balances, usually made after the close of the financial year.

It is therefore, stressed that the refund should be made immediately on the conclusion of the programmes not exceeding ten days, as stipulated in the sanction. Due care should be taken to adhere to the provision contained in the sanction issued for the programmes.

- (iii) There were considerable variations between the estimated & actual expenditure incurred on programmes, which manifest that the estimates were not being drawn on realistic basis. In future the estimates should be so drawn that the variations to such large extent may not occur. In this connection it will be relevant to mention that a proposal was put up suggesting therein that 50 per cent of the total sanctioned advance should be released in the first instance & the remaining thereafter after assessing the requirement. (A control register may be opened & maintained by the Departments for exercising control over the expenditure on programmes. This will facilitate double check at two-quarters *i.e.* by the programme Section as well as in the Departments).

The above deficiencies may be eliminated & the requirements pointed out by the Audit complied with.

Yours sincerely,

Sd/—

(GEETHA THOOPAL) (SMT.)
C.A.O.

To all the Heads of the Deptts/Units of NCERT

F. No. 6-38/CPA/79-80

NATIONAL COUNCIL OF EDUCATIONAL RESEARCH
AND TRAINING

SRI AUROBINDO MARG, NEW DELHI-16.

SMT. GEETHA THOOPAL
CHIEF ACCOUNTS OFFICER

March 28, 1980.

Dear Shri Nangia,

I am enclosing the extracts of para(s) raised by DACR in the review on NCERT, which have been included in the CAG's Audit Report for the year 1978-79. In the para(s) the DACR has pointed out:—

- (i) that the expenditure during 1975-76 to 1977-78 was in the excess of the budgeted amount. To cover the deficit the publication Department had utilised the receipts on accounts of the sale proceeds of books.
- (ii) that the estimates of receipts during the aforesaid period were far below the actual realisation.

In view of the above, a scientific method should be evolved to estimate the receipts of Publication Department on a realistic basis. A brief on the para covering all the points together with your suggestions on the streamlining of the procedure may be sent to me at the earliest.

Yours sincerely,

Sd/—1/4

(GEETHA GROOPAL SMT.)

Shri Jaipal Nangia,
Head,
Publication Department.

Recommendation

The Ministry of Education have informed the Committee that no new scheme is taken up by the Council unless it has had the prior approval of the Executive Committee. "Apart from this over-riding consideration, the Council in practice had not been following any other rigid sets of procedures." The Ministry have admitted that "under the various primary units of accounts the control of expenditure had not been very effective". The phenomenon of rush of expenditure at the fag end of the year has since been analysed and all the Departments of the Council are constantly being advised to Streamline their schedule of programme in such a way that they are conducted in a systematic manner throughout the year in order to avoid rush of expenditure in March.

[S. No. 30 (Para 4.28) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted. In this connection attention is drawn to the notes under para 4.32.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School. 4 dated 10th February, 1982].

Recommendation

It has been further stated that the excess expenditure incurred by the Council was met out of the Surplus receipts to meet the compelling commitments of textbooks publication programmes of the Council and that prior approval of Government was not obtained.

[S. No. 31 (Para 4.29) of Appendix to Report (7th Lok Sabha)]

Action taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School-4 dated 10th February, 1982].

Recommendation

The Committee find that funds to the tune of over Rs. 91 lakhs were diverted during the year 1973-74, 1975-76, 1976-77 and 1977-78 from non-plan to plan expenditure. The Education Secretary assured the Committee that instructions had since been issued to prevent such unauthorised diversion of funds and that there had been no such instance after 1977-78.

[S. No. 32 (Para 4.30) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School. 4 dated 10th February, 1982].

Recommendation

The Financial Adviser, Ministry of Education who is also a Member of the Finance and Executive Committees of the Council assured the Committee that the various lacunae pointed out by Audit had been taken note of and necessary improvements effected in the presentation of details to the Finance Committee. An important step taken to remedy the situation is the creation of a Central Planning Co-ordination and Evaluation Unit in July 1979 to keep watch

both over the academic and financial progress of the programmes simultaneously. Quarterly progress reports are also being received to keep a watch over expenditure.

[S. No. 33 (Para 4.31) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted and necessary improvements have been effected. Quarterly reports regarding expenditure incurred by different Departments are being compiled by the Accounts Branch. On the basis of these reports the analytical review of the progress of the programmes is attempted by the Planning, Coordination and Evaluation Unit from both the angles—financial as well as academic. As a result of this review, wherever significant shortfalls/excesses are noticed, Director of the Council advises the concerned Departments to take remedial measures.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School. 4 dated 10th February, 1982].

Recommendation

While taking note of the assurances hold out to them by the representatives of the Ministry of Education, the Committee trust that the prescribed financial procedures would be followed by the NCERT in letter and spirit so that irregularities of the nature pointed out by Audit are not repeated. To this end the internal audit system should be suitably strengthened.

[S. No. 34 (Para No. 4.32) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The Council has already developed an internal audit system and mechanisms to keep continuous watch over the progress of programmes and expenditure thereon.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School. 4 dated 10th February, 1982].

Recommendation

The Committee find that as a result of observations made by Audit regarding physical verification of books in the NCERT library, substantial progress has been made in the accessioning of books and a plan of action has been drawn up for stock verification. The work

is expected to be completed by end of May, 1981. Now that a regular librarian has been appointed, it should be ensured that physical verification of books is done periodically as per Government regulations.

[S. No. 35 (Para 5.44) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

Stock verification of the library has already been completed. It is also proposed to undertake such stock verification periodically.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School. 4 dated 10th February, 1982].

Recommendation

The Audit Paragraph has pointed out that out of 152 schemes drawn up by the Department of Teaching Aids in training, research and production activities for the five year period ending 31 March 1979, only 59 were completed, while 60 were dropped or not taken up at all and the remaining 33 were in progress. The actual expenditure on both Plan and non-plan programmes was only 52 per cent of the budgeted amount while in case of plan programme it was only 39 per cent. The shortfall was mainly in the area of production of films. It has been admitted that "the plan to produce 25 films during the years 1974-75 to 1978-79 was plainly over-ambitious." The Nag Chaudhuri Committee had pointed out as far back as in August 1968 that there was shortage of middle level technical staff in the Department. The Committee find that action to recruit the requisite staff could not be taken due to the impending merger of the Department of Teaching Aids and the Centre of Educational Technology. The production of educational software had consequently to be dropped to a large extent.

[S. No. 36 (Para 5.18) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School. 4 dated 10th February, 1982].

Recommendation

The Committee consider that failure of the Department of Teaching Aids to take up a large number of schemes is indicative of haphazard planning and inadequate preparation. The NCERT should

have ensured that the Department was adequately equipped before sanctioning the schemes so that the funds placed at the disposal of the Department could be properly utilised.

[S. No. 37 (Para 5.19) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted. In this connection attention is solicited to notes under Para 5.20.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School. 4 dated 10th February, 1982].

Recommendation

The Committee consider that the climate of uncertainty which has been allowed to continue much too long, should now be removed and suitable reorganisation of the two Departments *viz.*, the DTA and the CET brought about without further delay.

[S. No. 38 (Para 5.20) of Appendix to 48th Report (7th Lok Sabha)]

Action Taken

The decision to merge the Centre for Educational Technology and the Department of Teaching Aids was taken by the Executive Committee in its meeting held in 1977. Negotiation with the Ministry of Information and Broadcasting for constructing a building are under way. Although for want of a suitable building the two Departments have not physically merged, steps have been taken to see that their programmes do not overlap. These steps include:

- (a) The budget of the Centre for Educational Technology has been merged with that of the NCERT.
- (b) A coordination Committee on Educational Technology has been set up which examined in details all programmes relating to this area including those emanating from Department of Teaching Aids and CET.
- (c) The proposals which emanate from CET are processed on the same pattern which has been established for other Departments/units.

In the light of the responsibility that has been assigned to the Council for production of programmes in the context of INSAT the Ministry of Education is considering the type of organisational ar-

rangements and the extent of autonomy and flexibility in operations that would be necessary for development of software.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81 School-4 dated 10th February, 1982]

Recommendation

The Committee are constrained to observe that for want of trained verifiers, the work of periodical physical verification of stores on charge of the Department of Teaching Aids could not be done in a regular manner. Follow up action on the physical verification completed in May 1978 after a lapse of 10 years was also delayed because another Committee had to be appointed to analyse the physical verification Report. The Committee consider that the NCERT should have taken timely steps to appoint trained staff for the purpose instead of wasting the energies of the academic staff of the Department. The Committee would like to be apprised to the redemial measures taken.

[S.No. 39 (Para 5.21) of Appendix to 48th Report (7th Lok Sabha)]

Action Taken

Necessary organisational arrangements are being made to deploy and train personnel who can undertake verification of different kind of stores on continuous and regular basis.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2—5/81 School-4 dated 10th February, 1982]

Recommendation

The Committee find that the film library which is intended to cater to educational institutions has hardly subserved the stated purpose because of lack of enthusiasm on the part of the Department. No catalogue of additions to the library was compiled and circulated till 1980 nor a drive for fresh membership made; on the other hand, its membership declined in 1978-79 because 269 temporary members had to be taken off the list. The Committee have been informed that the procedure for purchase of films has been improved which would indicate that not enough care was so far being bestowed to this very important work. The Committee cannot but express their unhappiness over such indifferent approach to a very important visual media of education. The Committee trust that necessary steps would not be taken to make the film library more popular among the student community.

[S.No. 40 (Para 5.22) of Appendix to 48th Report (7th Lok Sabha)]

Action Taken

Necessary steps have been taken to ensure greater utilization of the films library. Among others, these include the publication and circulation of catalogue on films available in the Central Film Library, updating of the membership of the library, contact with various institutions etc.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School-4 dated 10th February, 1982].

Recommendation

The setting up of the Centre for Educational Technology (CET) in 1972-73 for making integrated use of mass media and educational technology at all levels of education represents yet another instance of high thinking but inadequate follow up action to translate an idea into reality. The long and short term goals, appropriate strategies and suitable programmes which were required to be laid down at the time of setting up of the Centre continued to be the subject of academic discussion in Committees and seminars till the Education Ministry itself set up a Working Group on Educational Technology whose recommendations have now been adopted by the CET.

[S. No. 42 (Para 5.37) of Appendix to 48th Report (7th Lok Sabha)]

Action Taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2—5/81-School 4 dated 10th February, 1982]

Recommendation

A Committee set up by the NCERT in August, 1975 to make a study of the roles of the CET and the Department of Teaching Aids (DTA) recommended merger of the two organisations in view of the similarity of their functions with consequent duplication of staff and equipment. The Committee find that even though the NCERT decided in July, 1977 to merge the two organisations, the proposal has been shelved till construction of a building to house them is completed. As the CPWD to whom the work was first entrusted and with whom Rs. 10 lakhs were deposited in March 1976 were unwilling to deal with the private architects, it is now proposed to entrust the work to the Chief Engineer, All India Radio. The Committee consider that matters have been allowed to drift for too long and it is time that necessary plans are finalised expeditiously in consultation with the Ministry of Works and Housing and the Ministry of Information and

Broadcasting so that the merger of the two Departments can be effected and the various programmes can be taken up in an integrated manner.

[S. No. 43 (Para 5.38) of Appendix to 48th Report (7th Lok Sabha)].

Action Taken

The observations have been noted. NCERT is taking necessary action to have the CET—DTA building constructed very early through the agency of the A.I.R. Meanwhile a number of steps have already been taken to ensure that there is full utilisation of the staff and the equipment of these two departments, the foremost among these is the setting up of the Coordination Committee which, examines the programmes of the two departments in the area of educational technology in an integrated manner.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School-4 dated 10th February, 1982]

Recommendation

The Third Educational Survey conducted by NCERT at the instance of Government was intended to make available the basic statistics for preparation of the Fifth Plan. Although a decision in this regard was taken as early in June, 1969 so as to ensure that the results were available in 1972-73 there was delay in starting the work due to difference of opinion between the Ministry of Education and the Planning Commission regarding the usefulness of the survey. The work could be started only in October, 1973 and was completed by end of February, 1975 at a total cost of Rs. 101.69 lakhs.

[S. No. 45 (Para 5.52) of Appendix to 48th Report (7th Lok Sabha)]

Action Taken

The observations have been noted.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School.4 dated 10th February, 1982].

Recommendation

The Committee find that in their enthusiasm to carry out a "Comprehensive" and "all inclusive" survey, as many as 27 schedules were prescribed requiring voluminous data to be collected and processed. Thus a project which had already been delayed for want of clear perception of the requirements, was further delayed. By the time the data become available, it was already out-dated. The Committee find that even the question of finalising the number of and types of reports that would need to be brought out was postponed till the results became available. The Committee see no reason why this matter could not have been finalised at the time of drawing

up the schedules. It is still more surprising that even though the survey work had been completed in February, 1975, decision regarding the number of reports and thematic studies was taken only in March, 1976. The Committee consider that the authorities concerned were remiss in not planning the survey work properly. This is regrettable.

[Sl. No. 46 (Para 5.53 of Appendix to 48th Report (7th Lok Sabha)]

Action Taken

The observation has been noted. In this connection attention is solicited to the notes under para 5.55.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School.4 dated 10th February, 1982].

Recommendation

The Committee find to their dismay that even the printing and publication of statistical reports and thematic studies has been proceeded within a lackadaisical manner. As in March, 1981, out of 17 statistical and theme oriented reports, 8 had been printed, 7 others were reported to be under print while the remaining two were yet to be printed.

[Sl. No. 47 (Para 5.54) of Appendix to 48th Report (7th Lok Sabha)]

Action Taken

The observation have been noted.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School.4 dated 10th February, 1982].

Recommendation

In this connection, the Committee note that observations of the Director, NCERT made during the course of an inter-departmental meeting on the 4th All India Educational Survey held on 21st July, 1977, to the effect that "the methods and machinery followed in the case of the Third Educational Survey were not conducive to the attainment of the desired results, rather they posed hindrance resulting in confusion. The State authorities did not take the responsibility for the figures collected and submitted by them to the NCERT and only depended upon the NCERT for the final figures. The method proved to be "costly".

It has been claimed that a definite improvement in planning designing and processing of the schedules in relation to the specific objectives was made in the fourth survey.

[S. No. 49 (Para 5.56) of Appendix to 48th Report (7th Lok Sabha)]

Action Taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education)
O.M. No. F. 2-5/81-School.4 dated 10th February, 1982].

Recommendation

According to the Ministry, the loss of Rs. 1.42 lakhs on production of science kits mentioned in the Audit paragraph was 'a notional loss' because the kits were distributed free by UNICEF to schools in certain educationally backward States. The Committee, however, find that the costing method adopted by the NCERT was also faulty and the total price per kit would actually be Rs. 206.62 as against Rs. 223.39 worked out earlier.

[S. No. 51 (Para 5.60) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

In this connection it is necessary to state that while the price of Rs. 223.39 as worked out by Audit and confirmed by NCERT was arrived at on the basis of the pricing formula in vogue in NCERT that time, the price of Rs. 206.62 mentioned in the NCERT's reply to the PAC queries was based on the actual expenditure that was calculated after the production of the kits meant for UNICEF was completed. In other words, while Rs. 223.39 represents proforma costing, Rs. 206.62 represents the price on the basis of actual expenditure incurred.

[Ministry of Education & Culture (Department of Education) O.M. No. F. 2-5/81-School. 4 dated 10th February, 1982].

Recommendation

Delays in the availability of text books prepared and produced by the NCERT has been the subject of much Public criticism during the last few year. It has been stated that delays during the years 1975 to 1980 were due to extraordinary pressure on the limited resources of the Departments concerned on account of the urgent need to prepare and produce textbooks required for the new and upgraded curriculum which required compressing of the text book production programme into a three year span 1977-78, 1978-79 and 1979-80. It was also stated that delays in receipt of paper from Norway also affected the production programme during 1979 and even more so in 1980. It would have been realised that non-availability of textbooks in time would under-mine and affect the whole educational system. The kingpin of any educational system is the availability of teachers and textbooks. All other facilities are ancillary to the presence of a teacher and the availability of a textbook. Hence,

if text-books are not available or are not of the requisite standard and quality, the entire educational system would be weakened and the purpose of imparting knowledge defeated. It is in this context that one should give most serious consideration to this major task of preparing standard and relevant textbooks and that too at reasonable price and at proper time. It is unfortunate that the NCERT did not make proper arrangements to gear up the machinery for ensuring the timely availability of the textbooks. The Committee strongly recommended that NCERT should give high priority to this task.

[S. No. 52 (Para 5.67) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The observations have been noted, NCERT will continue to give high priority to the preparation, production & timely availability of quality school textbooks. During academic session, 1981-82 NCERT has managed, inspite of many difficulties, to supply all the textbooks by the end of July, 1981.

[Ministry of Education & Culture (Department of Education) O. M. No. F. 2-5/81-School. 4-dated 10th February, 1982]

Recommendation

The Committee note that till 1980-81 both the Kendriya Vidyalaya Sangathan and the Central Board of Secondary Education were prescribing the books on a year to year basis which meant reprinting to each title every year. However, they have now decided to prescribe the current textbooks for three academic sessions. During 1975-76 to 1978-79, as many as 51 titles are stated to have become surplus due to their withdrawal by the Central Board of Secondary Education (CBSE). The value of these titles is Rs. 19.98 lakhs.

[S. No. 53 (Para 5.68) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The observation has been noted. In this connection attention is solicited to the notes under para 5.69.

[Ministry of Education & Culture (Department of Education) O.M. No. F. 2-5/81—School, 4, dated 10th February, 1982]

Recommendation

As both these institutions are under the direct control of the Central Government, the Committee consider it unfortunate that such a situation was allowed to continue for years together causing waste of precious resources and unnecessary hardship to students.

[S. No. 54 (Para 5.69) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The observation has been noted. It may be stated here that it has now been decided that the textbooks prescribed/recommended by the Central Board of Secondary Education and the Kendriya Vidyalaya Sangathan will not normally be changed for a period of five years.

[Ministry of Education & Culture (Department of Education) O.M. No. F. 2-5/81-School. 4, dated 10th February, 1982].

Recommendation

It was stated in evidence that the text books prepared by the NCERT compare very favourable with any textbooks anywhere in the world. But they do not sell in the States because every State has an autonomous Board of Secondary Education. There are textbook Corporations and other vested interests. It is common knowledge that there has been a mushroom growth in recent years of private agencies publishing cheap and sub-standard books all over the country. In fact, this has become a profit making business for some people/organisations and is having a detrimental effect on the educational system. This mercenary approach in text book production and commercialisation of interest in matters educational remain serious impediments to the growth of a healthy and purposeful educational system. This drift must be immediately checked by all concerned. The Committee consider that the NCERT should intensify its efforts to bring out quality textbooks.

It is also necessary to involve the educational authorities in the States in a systematic and coordinated manner so that the books prepared by the NCERT get wider recognition and acceptability in all States of the Union.

[S. No. 55 (Para 5.70) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The observation has been noted. While NCERT will make every effort to develop quality textbooks which can be used as models, their mass production, for use in all schools depends upon the decisions of the State Governments, who have already nationalised the production of school textbooks, and have set up suitable agencies for the purpose. However, this question has been taken up with the State Governments.

[Ministry of Education & Culture (Department of Education) O. M. No. F. 2-5/81-School. 4, dated 10th February, 1982].

Recommendation

A study conducted by the Department of Measurement and Evaluation of the NCERT into the cause of drop-outs among National Science Talent Search awardees during the period 1967—76, found the drop out rate to be 'alarming'. It also revealed that only a fraction of talented scholars have reached the level of Ph. D. It was in fact at the initial stage itself that most of the talent got lost because of the stipulation that the student must offer basic sciences. Of those who actually availed of the scholarships, almost 70 per cent dropped out at the B.Sc. stage because of the awardees not getting first class.

[S. No. 56 (Para 5.74) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The observation has been noted. In this connection attention is solicited to notes under para 5.75.

[Ministry of Education & Culture (Department of Education) O.M.No. F. 2-5/81-School. 4, dated 10th February, 1982].

Recommendation

The Committee observe that as a result of the review of Science Talent Search Schemes, belated though it was the scope of the scheme has been extended so as to cover, besides basic sciences, such other branches of knowledge as social sciences, engineering, medicine and agriculture. The retention rate is consequently stated to have improved to almost cent per cent. While welcoming this step, the Committee would like that the NCERT to secure the assistance and guidance of other educational organisations/individuals in conducting this programme and in evaluating the results. The Committee further suggest that the NCERT should keep liaison with the National Committee on Science and Technology in as far as science subjects are concerned so that the best talent could be attracted to areas where it may be most needed.

The Committee recommend that an evaluation of the extended scheme may be undertaken periodically, so as to ascertain the impact of the programme and how it could be made more effective.

[S. No. 57 (para 5.75) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted. NCERT will make necessary efforts to seek the assistance and guidance of other educational organisations in more effective conducting of the NTS programme.

The NCERT would also get in touch with Scientific Advisory Committee to the Cabinet with a view to making best possible utilisation of the scientific talents.

While follow-up studies of the NTS scholars are being undertaken, it is also proposed to undertake periodical evaluation of the programme to ascertain the impact of this programme.

An expert's committee has been constituted which has been looking at the assessment procedures which are being followed with a view to further refining them.

With a view to identifying talent on a wider basis, the question of adopting a two-stage selection of talented students to be conducted at State level and the other at NCERT level, is also being considered. The PAC will be informed of the decision taken in due course.

[Ministry of Education & Culture (Department of Education) O.M.No. F. 2—5/81-School. 4 dated 10th February, 1982].

Recommendation

The Committee observe that a comprehensive review of the performance of the NCERT was made in 1968 by the Nag Chaudhuri Committee. In 1974 an Internal Study Group was set up to make an in-depth study of the Council's work. In 1977 the Administrative Staff College of India, Hyderabad was entrusted with task of suggesting means and methods of developing an optimal organisational structure of the NCERT which would improve the efficiency of its various Departments particularly with a view to meeting the new challenges and educational priorities laid down by the Government.

[S. No. 58 (Para 6.11) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education) O.M. No. F. 2-5/81-School. 4, dated 10th February, 1982].

Recommendation

The Planning Commission in its meeting held on 24 November, 1978 while considering the annual Plan proposals of the Ministry of Education and Social Welfare, suggested that "the structure and programmes of the NCERT will be critically reviewed by an independent Committee with a

view to high-lighting the role which NCERT should play in providing necessary academic and technical support to make school education functional and purposive.”

[S. No. 59 (para 6.12) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education) O. M. No. F. 2-5/81-School. 4, dated 10th February, 1982].

Recommendation

The Committee learnt that in 1979 the then Education Secretary (Shri Sabanayagam) undertook a review of the Council's programme on a department to department basis after which he indicated some changes in the organisational structure of the NCERT. In view of the review carried out by the then Education Secretary and the earlier review done by the Administrative Staff College of India, it was felt by the Government that further review by another Committee as suggested by the Planning Commission would not be necessary.

[S. No. 60 (Para 6.13) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education) O.M.No. F. 2-5/81-School. 4, dated 10th February, 1982].

Recommendation

During the course of evidence before the Committee, it was pointed out that the NCERT has to function in a federal system where much of the work falling within the jurisdiction of the NCERT has to be done in the States. It was conceded by the Secretary, Ministry of Education while tendering his evidence before Committee that due to the changing policies in the educational field, the Council has not always been in a position to do its best so much so that the problems encountered by it “had not enabled this institution to acquire a distinct identity of its own”, and that it was “in a fragmented kind of condition.”

[S. No. 61 (para 6.14) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education) O. M. No. F. 2—5/81 School. 4 dated 10th February 1982].

Recommendation

The Administrative Staff College, Hyderabad had in their report pointed out among other things that there was need for a clear definition of the Council's long term purposes in conformity with the objectives already spelt out. They observed that the Departments were organised along academic streams, service functions and in the basis of narrow specialisation units. This was a severe constraint in articulating the multi-disciplinary research in pursuing developmental functions and in helping the extension services which were carried out by the various Department of the NCERT. Therefore it was difficult to sustain and consolidate problem solving expertise.

[S. No. 62 (para 6.15) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education) O.M.No. F. 2—5/81-School. 4 dated 10th February, 1982]

Recommendation

Since education is now a concurrent subject, the Committee consider that the Ministry of Education at the Centre and the NCERT will have to play an even more active role in the process of building a purposeful and stable educational system. The NCERT, as a major educational resource base and a repository of national educational talent must address itself to some of the major challenges facing the country in its march towards building an enlightened society. Urgent attention should be given both by the Ministry of Education and the NCERT to such critical matters like accelerating the programme for removal of illiteracy throughout the country, improving the standards of school education at the three levels—primary, secondary and higher secondary, providing necessary incentives to children of poor families and better attention to backward areas. Towards that end, greater emphasis would need to be given to the problems of curricula and examination reform, vocationalisation of education, promotion of research and innovations in educational techniques and skills.

[S. No. 64 (para 6.17) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted. The Ministry of Education & Culture, and NCERT are implementing a number of plan schemes and projects for removal of illiteracy and improving of standards of education. In this connection attention is solicited to notes under para 2.37, 2.40 & 2.44.

[Ministry of Education & Culture (Department of Education) O. M. No. F. 2—5/81-School. 4 dated 10th February, 1982]

Recommendation

For any such programme to be successful it would be both necessary and desirable to obtain the active cooperation and involvement of all the State Governments. This indeed is the logic of recognising Education as a concurrent subject. Both the Centre and the States have equal stakes and equal obligations, in the flowering of our educational system.

[S. No. 65 (para 6.18) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted. In this connection attention is solicited to notes under para 3.41.

[Ministry of Education & Culture (Department of Education) O. M. No. F. 2—5/81-School. 4 dated 10th February, 1982]

Recommendation

It has been pointed out that although NCERT has developed a high degree of competence in matters concerning school education, its voice is merely heard by the States. Yet its advice is not always followed, since it enjoys no statutory authority. While suggestions are made that NCERT should either be declared as an institution of national importance or given a statutory authority, but the Committee feel that even with its present autonomous status, the NCERT can function effectively provided its role is adequately recognised and respected by the governments both in the Centre and in the States.

[S. No. 66 (para 6.19) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The observation has been noted, and brought to the notice of all the State Governments. A copy of the letter is enclosed (Annexure).

[Ministry of Education & Culture (Department of Education) O. M. No. F. 2—5/81-School. 4 dated 10th February, 1982]

ANNEXURE

D.O.No. F. 1-81/81-School. 4

**S. SATHYAM
JOINT SECRETARY**

Government of India
Ministry of Education and Culture
(Department of Education)
New Delhi, dated 10th February, 1982.

Dear Shri

As you are aware, the Government of India have set up in 1961, the National Council of Educational Research and Training (NCERT) as an autonomous body to assist and advise this Ministry in the implementation of its policies and major programmes in the field of education, particularly school education. It undertakes a variety of activities in all branches of education. It has done pioneering work in improving the standards of school education in the country and as such has acquired an unique reputation as an expert agency in the field not only in the country but also in various other countries of the region.

2. You are also aware of the various measures suggested for strengthening the linkages between the NCERT and State Governments/State level institutions for implementation of programmes of qualitative improvement in school education and teacher education, which were endorsed by the Conference of State Education Ministers held on June 2, 1981. The Public Accounts Committee (Seventh Lok Sabha) had also on an occasion to comment upon the necessity of adequate recognition of the role of NCERT both in the Centre and in the States.

3. May I therefore request you to kindly advise your Department and other educational authorities in your state to avail fully of the expertise and resources of the NCERT in educational matters.

With regards,

Yours sincerely,
(S. SATHYAM)

Recommendation

The Committee believe that the NCERT can also serve as a useful and effective instrument for national integration in the unfolding of our democratic federal polity. The Committee would therefore suggest that the question of revamping its organisational structure should be examined by Government in all its aspects.

[S. No. 67 (para 6.20) of Appendix to 48th Report (7th Lok Sabha) F

Action taken

This would follow the recommendations of the Task Force set up with reference to para 6.16 of the PAC Report.

[Ministry of Education & Culture (Department of Education) O.M.
No. F. 2—5/81—School—4 Dated 10th February, 1982].

Recommendation

The Committee desire that the suggestions made in the above paragraphs may be examined with utmost care and seriousness so that necessary changes in the constitution of the NCERT may be brought about as expeditiously as possible in order to help it play its assigned major national role.

[S. No. 69 (para 6.22) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The observation has been noted.

[Ministry of Education & Culture (Department of Education) O.M.
No. F. 2—5/81—School—4 Dated 10th February, 1982].

CHAPTER III

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

Recommendation

Elementary education and adult literacy are the two legs on which the educational system of the country must necessarily stand. Unless these two legs are strong, the country would not be able to move forward. With a view to achieving the goal of universalisation of elementary education and adult literacy, top priority is therefore stated to have been accorded in the Sixth Plan to these two vital sectors. The Committee were informed that the target is to achieve 95 per cent enrolment in the primary classes by the end of the Sixth Plan and 100 per cent by the end of the Seventh Plan. As of today, there are 50 million children in the age group 6—14 outside the school. While the plan seeks to bring them all into the school, a study conducted by the Planning Commission has shown that in many States the enrolment ratio is not going up because there is a limit after which the curve does not grow and that it might take 10 to 20 years to achieve cent per cent enrolment. If past performance and the trends of population growth are taken into consideration, there will still be 20 out of 100 children who will not be going to school in the year 2000 A.D. It is obvious from the above trends and the allotment of funds mentioned in the next para that the projections made in the Sixth Plan are over-ambitious.

[S. No. 1 (Para 2.35) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

The enrolment targets proposed for the Sixth Five Year Plan for the age-group 6—14 have emerged after detailed discussions in the Working Group that the Ministry of Education had set up and various exercises undertaken in the Ministry as well as in the Planning Commission. Representatives of the Planning Commission and other concerned authorities participated in these discussions and exercises. The targets do not appear to be unrealistic in terms of the absolute number of children to be enrolled. However, in view of the actual population figures which have become available from the 1981 census, the percentage coverage in 1985 would be lower than what has been indicated in the Sixth Plan in respect of the age-groups 6—11 and 11—14.

[Ministry of Education & Culture (Department of Education) O.M. No. F. 2—5/81—School—4 Dated 10th February, 1982].

Recommendation

The Committee consider that in the context of the educational goals set out in the Sixth Plan, the expertise and resources of the Regional College should be utilised for accelerating the process of universalisation of elementary education which would require constant monitoring and feedback to the central level. This is the Key area where the Regional Colleges can and should play a crucial role. The Committee therefore recommend that the Ministry of Education should in conjunction with the NCERT and the National Council of Teacher Education, work out the operational details and the priorities without delay.

[S. No. 26 (Para 3.50) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The primary responsibility of the Regional Colleges of Education is to provide innovative teacher training programmes. With this end in view 4—year integrated course in English and Science and the two year Post-graduate teacher education programme emphasizing an integration of content and methodology of teaching in Physics, Chemistry; Mathematics and Life Sciences, have been introduced in these Colleges. They also provide one year training courses the curricula of which are designed in accordance with the framework that the National Council for Teacher Education has recommended. These programmes are helpful in demonstrating to the States an improved pattern of teacher education. The Regional Colleges also organise a large variety of inservice training programme relevant to the requirements of the States. They are often organized on specific requests made by the State Governments/Union Territory Administrations.

[Ministry of Education & Culture (Department of Education) O.M. No. F. 2—5/81—School—4 Dated 10th February, 1982].

Recommendation

As their field of functioning encompasses not only elementary education but also high school and the higher secondary stages, the Committee are in agreement with the views of the Administrative Staff College that the Regional Colleges should be developed as Regional Centres of Educational Research and Training so that they can effectively function as the implementing arms both of the NCERT and the National Council of Teacher Education.

[S. No. 28 (Para 3.52) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

In order to develop closer relationship with the States and the State level institutions, NCERT has been making continuous effort to promote

collaborative programmes. In the conferences of the State Education Secretaries and the State Education Ministers held on 2-6-1981 positive recommendations have been made in regard to the mechanism to be developed for more effective linking of the Programmes of the State NCERT and its constituent unit with those of the State Departments of Education and the State level institutions. A copy of the relevant resolution of the conference is enclosed (Annexure).

[Ministry of Education & Culture (Department of Education) O.M. No. F. 2—5/81—School—4 Dated 10th February, 1982].

ANNEXURE

RESOLUTION ADOPTED BY EDUCATION MINISTERS CONFERENCE HELD ON 2-6-81

Item No. X: A NOTE FROM NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND TRAINING

*enclosed

The Conference received the note* from National Council of Educational Research and Training and endorsed the suggestions made therein.

Item No. X: A 'NOTE' FROM NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND TRAINING

The National Council of Educational Research and Training (NCERT) concerns itself primarily with the Programmes of school Education, the emphasis being on improving its efficiency and productivity. The imperatives of upgrading the quality of school education have led the Council to focus attention on the following programmes:

- Updating and upgrading of the curricula
- preparation of quality textbooks
- Vocationalisation of education
- reforming the procedures of evaluating student achievement
- improvement of teacher education
- increasing use of modern technology for educational purposes
- universalization of elementary education

Development of curriculum and textbooks, training of personnel, support to research, media support to education, development of prototypes, experimental programmes of non-formal education, innovations in teacher education are some of the major activities of constituent units of NCERT. The NCERT is also implementing projects funded by the UNICEF and UNFPA, the former in the area of universalization of elementary education and early childhood education and the latter in the area of population education.

2. Although basic initiatives and major decisions affecting education, particularly school education, are taken at the State level many of the approaches and materials developed by the NCERT have, over the years, been accepted by the States. This has been possible primarily for the following reasons:

- (a) association of the State representatives with policy formulation;
- (b) involvement of State representatives in the planning of Council's programmes;
- (c) association of the State Governments with decision making bodies of the Council and its constituents; among others, these include the Council's General Body on which States are represented by their Education Ministers, Managing Committees of the Regional Colleges of Education and Programme Advisory Committees of the Field Advisers' Office and Centres for Continuing Education on which are represented the State Departments of Education and universities;
- (d) association of State level institutions with the development/implementation of programmes;
- (e) orientation/training of key persons of the States so that they can on their own take up the training of other fonctionnaires, this strategy has helped in building trained cadres at the State levels, who, given the resources, can undertake a State-wise programme of quality improvement;
- (f) establishment, at the State level, of experimental projects experiences from which can help States to adopt the new strategies;
- (g) implementation of programmes which have an indirect influence on promoting State level effort to improve the quality of education;
- (h) financial assistance for research and innovation by the States/institutions;

3. The strategy adopted by the Council has yield rich dividends, in terms of creating an awareness in the States of the Council's work and the need to make more concentrated effort for improving the quality of education. These strategies have also helped to build the capabilities of the State level institutions to undertake on their own worthwhile programme

for qualitative improvement of education in terms for instance of competent cadres of trained personnel. Improved materials have also been made available to the States in the form of prototypes which they can duplicate for use on a wider basis.

4. Some difficulties have, however, been experienced in the States adopting the approaches suggested by the Council and the materials, instructional and others, which its departments have developed. The poor response of the States to the innovative programmes of pre-service and in-service education of teachers being, provided in the Regional Colleges of Education, is an indication of the hesitation shown by States. Some of the important factors which seem to prevent the adoption of Council's materials and approaches are discussed below:—

(i) In certain areas, like upgraded curriculum and textbooks, adoption of improved models have to precede State level decision. This would for instance, apply to the adoption of 10 plus 2 pattern of school education with emphasis on vocationalization of education.

(ii) Basic initiatives and major decision affecting education, particularly, school education are taken at the State level. In taking these decisions local considerations play a very important part;

(iii) The Council concerns itself primarily with programmes which have implications for the qualitative improvement of school education. Many of the programmes taken up by the Council may not be area-specific although some projects, particularly those funded by the UNICEF and the non-formal education centres of Council, are developed and implemented in relation to the needs and conditions of specific communities.

(iv) The adoption of the approaches and materials developed by the NCERT will require their adaptation to suit the specific requirements of specific areas/communities. For this it is necessary to have suitable institutional arrangements at the State level. Except for a few States, the State Council of Educational Research and Training/State Institutions of Education, Education Technology Cells, State Boards of Teacher Education, and other such institutions/organisations, which have been established are yet to have the resources and competence for such adaptation for wider multiplication.

(v) The adaptation of materials should be followed by their wider multiplication. This would require financial resources. Unless

the States have these resources, it would not be possible to ensure country-wide implementation of NCERT's approaches and materials.

- (vi) In certain cases, like textbooks, the States have established separate agencies. These agencies prescribe/produce textbooks in various subjects. In the prescription of textbooks as well as in other areas of educational activity, pressures from vested interests make it difficult for the State Governments to wholly accept textbooks and other materials which have been developed outside the States.
- (vii) It is accepted that in many cases the Council's liaison work with States has not been adequate and, therefore, the requirements of the States have not been precisely identified. This is partly so because of the inadequate infrastructure that the Field Offices of the Council have and also partly because the Departments of the NCERT and the RCEs have been concerned with certain priority tasks which have prevented attention to specific requirements of the States.

5. In order to improve the interaction and implementation of programmes of qualitative improvement in school education, the following measures may be considered from a long-term point of view.

- development and strengthening of counterpart institution(s) at the State level.
- exchange of educational personnel between the States and NCERT on secondment basis.
- wider representation of State and NCERT personnel in the forum which are set up for the formulation of development plans.
- joint participation in monitoring and review of educational programmes at the State level.
- development of personnel resources at State level by establishing linkages with universities, constituents of NCERT teacher education institutions;
- setting up of joint study teams for the formulation of long term perspectives in education for future.
- allocation in the plan of sufficient resources to allow the States to take up programmes of qualitative improvement of education.

Recommendation

Keeping in view the need to popularise the film library, the Committee consider that the question of disposing of the mobile van which has been idle since February, 1977 needs reconsideration.

[S. No. 41 (Para 5.23) of Appendix 48th Report (7th Lok Sabha)].

Action Taken

The utility of keeping the mobile van the petrol consumption of which is very high was considered by the Executive Committee of the NCERT. It was decided that it would be more economical to dispose of this van as early as possible. Accordingly, action is being taken.

A copy of the relevant minutes of the meeting of the Executive Committee of NCERT held on 5-8-81 is enclosed. (Annexure).

[Ministry of Education and Culture (Department of Education) O.M. No. F. 2-5/81-School, 4 dated 10th February, 1982].

ANNEXURE

Relevant extracts from the minutes of the meeting of the Executive Committee held on 5-8-1981

Item No. 21 Reconsideration of disposal of mobile van of Department of Teaching Aids.

The Executive Committee considered in detail the recommendations of the Public Accounts Committee. In view of the need for conserving petroleum products, the Executive Committee approved of the Government of India being intimated that the Council was not in a position to implement the recommendations of the Public Accounts Committee for retaining the mobile van and that the mobile van of DTA of the Council might be disposed of as per rules.

Recommendation

- The Committee find that a proposal for recruitment of technical staff for the CET was mooted in June, 1978. While most of the posts have since been filled up, recruitment to some of them has been delayed for want of suitable candidates. The Committee would like to emphasise that the staff already available with the two Departments viz., the CET and the DTA, should be fully utilised and overlapping of functions avoided. A critical evaluation of the programmes undertaken by them should be made with a view to ensuring that activities which have failed to make any impact are not proceeded with and necessary adjustments are made in the deployment of staff.

[S. No. 44 (Para 5.39) of Appendix to 48th Report (7th Lok Sabha)].

Action Taken

The observations have been noted. Since programmes of CET and DTA are examined by the Coordination Committee on Educational Technology, any duplication of efforts of the two departments is avoided. The U.N.D.P. tripartite Review Mission, undertaken in June, 1981 by the representatives of the UNESCO, UNDP, Government of India has examined in depth the nature and impact of the programmes undertaken by CET and DTA during the past few years. The Mission has commented quite favourably on the efforts being made by NCERT in this connections.

[Ministry of Education and Culture (Department of Education) O.M. No. F. 2-5/81-School 4 dated 10th February, 1982].

Recommendation

Although the machinery for collecting the data in the field has necessarily to be provided by the States, the Committee consider that the field officers of the NCERT and the Regional Colleges should be actively involved in such surveys. The States no doubt realise the immense use to which the data collected in these surveys can be put in the planning process. Checking on the veracity and authenticity of the data is therefore as much in their own interest as in that of the Central Government.

[S. No. 50 (Para 5.57) of Appendix to 48th Report (7th Lok Sabha)].

Action Taken

The observations have been noted. However, it is felt that the infrastructure available in the field offices and Regional Colleges of NCERT is not adequate for the purpose of checking the veracity of the data given by the State Government. The Ministry of Education and Culture have a Bureau of Planning and Statistics which makes every effort to ensure their educational statistical collected by the State Governments are accurate. It would not be desirable to set up an additional machinery for the purpose. The primary role of NCERT is to develop and undertake in collaboration with the State Governments academic approaches and programmes which lead to an improvement in the quality of school education through curriculum development, instructional materials preparation training of teachers and other personnel, support for educational research etc. It would not be desirable for the Council to sit in judgement over the statistical information which the States collect from each educational institution.

[Ministry of Education and Culture (Department of Education) O.M. No. F. 2-5/81-School-4 dated 10th February, 1982].

CHAPTER—IV

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

Recommendation

The Committee observe that the Working Group on development of scheduled tribes and scheduled castes and weaker sections of society set up by the Planning Commission in connection with the formulation of the Sixth Plan (1980—85) has expressed the view that education should become the key section in the Tribal Development Programme. The Committee desire that the inputs required for the purpose should be identified expeditiously and included in the Tribal sub-Plans. In areas outside the purview of the tribal sub-Plans suitable schemes for education of tribal children should be drawn up. The Committee trust that constraint of resources will not be allowed to come in the way of execution of such schemes.

[S. No. 13 (Para 2.47) of Appendix to 48th Report (7th Lok Sabha)].

Action Taken

Bulk of the plan provision for Education lies in the State Sector. Sub-Plans for Tribals in this sector are prepared by the State Governments. The Ministry of Education prepares the Tribal Sub-Plan only in respect of Central/Centrally sponsored sectors.

The attempt is always to ensure that the financial and physical targets worked out for the Tribal Sub-Plan are adhered to. Preparation and implementation of Tribal Sub-Plans are particularly monitored by a special unit in the Ministry of Home Affairs also with this end in view. Additional financial assistance from the Centre is also provided from the Ministry of Home Affairs to reinforce the State efforts.

[Ministry of Education and Culture (Department of Education) O.M. No. F. 2-5/81-School-4 dated 10th February, 1982].

Recommendation

The Committee take a serious view of the inordinate delays that occurred at various stages in the course of carrying out the Third Educational Survey, in processing the data and publishing the Reports thereon. The

Committee require that the matter be investigated thoroughly with a view to ascertaining the reasons for such delays and taking necessary remedial measures for the future. The Committee would like to be apprised to of the outcome of the enquiry.

[S. No. 48 (para 5.55) of Appendix to 48th Report (7th Lok Sabha)].

Action taken

As desired a committee consisting of the Secretary and Internal Financial Adviser of NCERT has been appointed to look into the reasons for the delays that had occurred at various stages in the course of carrying out the survey, processing the data and publication of the reports. This committee's report has become available and the PAC will be informed of its results and follow-up action thereon.

[Ministry of Education & Culture (Department of Education) O. M. No. F. 2-5/81-School-4 dated 10th February, 1982].

Recommendation

The Committee have earlier in this Report drawn attention to some of the constraints and inhibiting factors that impede the proper functioning of the NCERT as a catalytic agent in the field of education. And this, despite the fact over the years, its working has been subjected to a series of reviews. The Committee find that a number of important recommendations made in the reports have still not reached the important and critical stage of implementation. The Committee, therefore, suggest that a Task Force consisting of the representatives of the Ministry, the NCERT and some eminent educationists, should be set up expeditiously to consider within a stipulated period of time the urgent problem of restructuring of the NCERT to restore to it the dynamic, creative and nationally useful role of effectively helping the educational system of our federal democratic republic. Naturally such a Task Force would draw guidance and help from the several valid recommendations and suggestions made in the Reports of the various committees referred to in the preceding paragraphs.

[S. No. 63 (para 6.16) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The recommendation is accepted and a Task Force has been constituted. The terms of reference and the composition of the Task Force are enclosed (Annexure).

[Ministry of Education & Culture (Department of Education) O. M. No. F. 2-5/81-School-4 dated 10th February, 1982].

ANNEXURE**TERMS OF REFERENCE & COMPOSITION OF TASK FORCE SET UP TO CONSIDER RESTRUCTURING OF NCERT****A. TERMS OF REFERENCE**

- (i) A critical assessment of the role performed by NCERT in terms of the long and short term objectives laid down for it in its Memorandum of Association.
- (ii) To review the recommendations made by earlier committee, notably the ones named by the Public Accounts Committee, with a view to determine their relevance and significance for the Council's future development.
- (iii) To suggest an optimal organisational structure for the Council with a view to enabling it to meet the emerging challenges of future educational development in school education, particularly from the point of view of improving its efficiency and productivity.
- (iv) In the light of the above, to suggest the overall management and decision making structures and processes for the Council.

B. COMPOSITON**Chairman**

- (i) Dr. (Smt.) Madhuri R. Shah, Chairman, University Grants Commission.

Members

- (ii) Dr. V. G. Kulkarni, Project Director, Tata Institute of Fundamental-Research, Homi Bhabha Centre-for Science Education, Bombay.
- (iii) Prof. Satya Bhushan, Vice-Chancellor, Jammu University, Jammu Tavi.
- (iv) Shri P.K. Umashanker, Education Commissioner, Government of Kerala, Trivandrum.
- (v) Dr. Shib K. Mitra, Director, NCERT.

Member Secretary

- (vi) Joint Secretary (Schools), Ministry of Education & Culture, (Department of Education).

Recommendation

The Committee observe from the Memorandum of Association of the NCERT that the Minister of Education is the *ex-Officio* President of the Council as well as of the Executive Committee of the Council. The Minister of State in the Ministry of Education is the Vice-President of the Executive Committee. This places the burden of overseeing the functioning of the NCERT on the Union Minister of Education/Minister of State in the Ministry of Education. The Committee consider that this arrangement is not conducive to the autonomous role assigned to the NCERT. On the one hand this arrangement needlessly puts avoidable strain on Union Minister of Education and Minister of State, and on the other does not in actual practice help the NCERT in pursuing its programme of work. It would be too much to expect from the Minister of Education or the Minister of State in the Ministry of Education that they would be able to devote the attention required of the President and Vice-President in the proper functioning of the Council. The Committee consider that it would be preferable to have an eminent educationist to head the Council as in the case of the University Grants Commission, as this would be in tune with the autonomous character and role of the NCERT.

[S. No. 68 (para 6.31) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The matter is under consideration and a final decision will be taken in the light of the recommendations of the Task Force with regard to the overall decision making structures and processes of the NCERT.

[Ministry of Education & Culture (Department of Education) O. M. No. F. 2-5/81-School-4 dated 10th February, 1982].

CHAPTER V

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

Recommendation

The Committee find that equipment costing Rs. 7.42 lakhs and books costing Rs. 1.10 lakhs were lying surplus to requirement due to closure of the four year integrated course. It has been stated that the question of disposal of the surplus equipment and books needs to be kept in abeyance pending a decision on the question of starting new course in the Colleges. The Committee would suggest that the question of handing over some of the surplus stocks to the State Institutes of Education may also be considered.

[S. No. 25 (para 3.49) of Appendix to 48th Report (7th Lok Sabha)]

Action taken

The question of handing over surplus equipment was considered by the Council's Executive Committee. It was decided that the final decision in this regard should be taken only after the two-member committee which it had set up to look into the four-year integrated courses of the Regional Colleges, has submitted its report. The PAC will be informed of the results in due course.

The nature of equipment is such that it may not be useful to State Institutes of Education. Hence it may not be desirable to hand it over to them.

[Ministry of Education & Culture (Department of Education) O.M. No. F. 2-5/81-School4 dated 10th February, 1982].

Recommendation

Considering the imperative need for taking effective steps to universalise elementary education as quickly as possible the Committee must lay emphasis on the desirability of building up the four Regional Colleges of Education as comprehensive teacher training institutions so that they are in position to provide the skills that are needed for upgrading the teaching levels in schools.

[S. No. 27 (Para 3.51) of the Appendix to 48th Report (7th Lok Sabha)].

Action taken

It would be difficult for the Regional Colleges of Education to undertake training of teachers for primary and middle schools for various reasons. Firstly, professional preparation of teachers for elementary schools is undertaken in the State language. It would not be feasible for the RCE' to provide training in a number of languages since they meet the requirements of a number of states in the region. Secondly, teachers training schools are governed by the syllabus formulated by the State Department of Education while Regional Colleges are affiliated to the universities of the area where the colleges are located. With a view, however, to improve preparation of teachers required for elementary schools, RCE have introduced courses for the training of teachers educators of teacher training schools. They also organize Workshops/Seminars for assisting these schools to introduce the curriculum framework that NCTE has developed.

The development of Regional Colleges of Education as comprehensive colleges will require a diversification of their training activity in so far as their training programmes would have to cover a much wider spectrum than they do at present.

Already some important areas for which training needs to be provided have emerged; these include early child-hood education, education of disabled, population education, training of vocational education teachers etc.

In the context of the new emerging areas it would be necessary to study the implications of the recommendation made by the Public Accounts Committee particularly in regard to the additional facilities that would need to be created in terms of buildings, laboratories and laboratory equipment, faculty positions etc. Given this long term view of the future role of Regional Colleges a plan of action will be developed in consultation with experts drawn from various sources. The PAC will be informed of the results in due course.

[Ministry of Education & Culture (Department of Education) O.M. No. 2-5/81-School-4 dated 10th February, 1982].

NEW DELHI;
 March 15, 1982
 Phalguna 24, 1903 (S)

SATISH AGARWAL,
 Chairman
 Public Accounts Committee

PART-II

MINUTES OF THE SITTING OF THE PUBLIC ACCOUNTS COMMITTEE (1981-82) HELD ON 5 MARCH, 1982

The Committee sat from 15.30 to 18.30 hours.

PRESENT

Shri Satish Agarwal—*Chairman*

MEMBERS

2. Shri Mahavir Prasad
3. Shri M. V. Chandrashekara Murthy
4. Shri Hari Krishna Shastri
5. Shri Satish Prasad Singh
6. Shri K. P. Unnikrishnan
7. Shri Indradeep Sinha
8. Prof. Rasheeduddin Khan

REPRESENTATIVES OF THE OFFICE OF C&AG

- Shri R. C. Suri—*ADAI(R)*
- Shri S. R. Mukherji—*Director of Audit, Commerce, Works and Misc.,*
Shri R. S. Gupta—*Director of Receipt Audit-I*
- Shri N. Sivasubramaniam—*Director of Receipt Audit-II*
Shri G. R. Sood—*Joint Director (Reports)*
Shri N. C. Roychoudhary—*Joint Director (C&CX)*

SECRETARIAT

- Shri D. C. Pande—*Chief Financial Committee Officer*
Shri K. C. Rastogi—*Senior Financial Committee Officer*
Shri K. K. Sharma—*Senior Financial Committee Officer*
Shri Ramkishore—*Senior Legislative Committee Officer*

The Committee considered the following draft Reports and adopted the same with amendments/modifications as shown in *Annexure I to V:

- | | | |
|-------|----|----|
| 1. XX | XX | XX |
|-------|----|----|

2. Draft 81st Report on action taken by the Government on the recommendations contained in 48th Report (7th LS) on N.C.E.R.T.

3. XX	XX	XX
4. XX	XX	XX
5. XX	XX	XX

The Committee also approved certain other modifications arising out of factual verifications by Audit in the aforesaid draft Reports.

The Committee then adjourned.

ANNEXURE II

List of modifications/amendments made by the Public Accounts Committee in the draft 81st Report on action taken by Government on the 48th Report of the Committee (Seventh Lok Sabha)-National Council of Educational Research and Training.

Modifications/Amendments

- | | Page | Para | line(s) | |
|----|-----------|------|------------|---|
| | 4 | 1.9 | last lines | For "Plan" read "Plan period and the progress made so far." |
| 10 | 1.16(vii) | 1-2 | | The sub-para may be amended to read as under:

“(vii) Delay in disposal of unsold stocks valued at Rs. 19.98 lakhs (Para 5.68). This not only involves locking up substantial amount of money but also payment of heavy rent for the godowns hired to stock these books.” |
| 11 | 1.17 | 7-12 | | For the sentence "The Committee without delay" substitute the following:

“Being not unmindful of the implications of the word 'noted' the Committee feel constrained to record their disappointment at the extremely feeble and formal response of the Ministry to the recommendations/suggestions made by them. As some of the aspects referred to above are of basic and critical importance for improving the atmosphere of education in the country, the Committee would like the Ministry of Education and the National Council of Educational Research and Training to examine them with grave concern and urgency. The Committee would like to be apprised of the steps taken to rectify the deficiencies without delay.” |

APPENDIX

CONCLUSIONS|RECOMMENDATIONS

Sl. No.	Para No.	Ministry/Deptt. Concerned	Conclusions/Recommendations
1	2	3	4
1	1.7	Education and Culture (Deptt. of Education)	<p>The Committee had in the 48th Report emphasised the need for identifying expeditiously the inputs required for the educational development of the tribal children for inclusion in the Tribal sub-plans. The Committee had further desired that in areas outside the purview of the tribal sub-plans, suitable schemes for the education of tribal children should be drawn up and that constraints of resources should not be allowed to come in the way of execution of such schemes. The Committee regret to observe that the action taken note furnished by the Ministry does not indicate the precise steps taken in pursuance of these recommendations. The Committee would like to be apprised in details of the various schemes drawn up in this regard, the facilities proposed to be provided and the outlay earmarked for the purpose during the Sixth Plan period and the progress made so far.</p>
2	F.10	-do-	<p>In pursuance of the recommendation of the Public Accounts Committee vide para 5.55 of the 48th Report, the reasons for inordinate delay that occurred at various stages in the course of carrying out the Third Educational Survey, as well as in the processing of data and publication of Reports thereon, have been gone into by a departmental committee headed</p>

by the Secretary and Internal Financial Adviser of the NCERT. However, the Ministry have not as yet intimated to the Committee the findings of the departmental committee and the follow up action taken in pursuance thereof. The Committee desire that necessary remedial measures should be taken without loss of time and reported to them. The Committee stress that responsibility for the inordinate delay in the completion of the survey and in processing the data should be fixed and necessary action taken against the officials concerned.

3

I.15

-do-

The Committee observe that in pursuance of the recommendation made in the 48th Report (Seventh Lok Sabha), Government have decided to set up a Task Force headed by the Chairman, University Grants Commission, to consider the question of restructuring of the NCERT. The Task Force is inter alia required to make a critical assessment of the role performed by the NCERT in terms of the long and short term objectives laid down in its Memorandum of Association, suggest an optimal organisational structure for the Council to enable it to meet the challenges of the future educational development in the field of school education and to suggest the overall management and decision making structures and processes for the Council. The Task Force is required to submit its Report within six months.

77

The Committee would like to be apprised in due course about the recommendations made by the Task Force and the action taken thereon.

4

I.16

-do-

The Committee had in the 48th Report drawn attention to several deficiencies in the working of different Departments of the NCERT which

required to be critically looked into. The Committee would once again draw attention to some of the important areas viz.

- (i) Need for optimum utilisation of the expertise available in the NCERT (Para 2.13);
- (ii) Review of the working of the Centres of continuing Education and the need for active involvement of the States in the programme (Para 3.16);
- (iii) Poor response to the teacher training programmes undertaken by the Regional Colleges of Education (Paras 3.21 and 3.22);
- (iv) Upgrading the teaching of Science and Mathematics (Paras 3.27, 3.28 & 3.46);
- (v) Revamping of the Centre for Educational Technology and the Department of Teaching Aids (Paras 5.18-5.23 and 5.37-5.39);
- (vi) Errors in Textbooks brought out by NCERT and delays in their printing (Paras 5.61 and 5.62);
- (vii) Delay in disposal of unsold stocks valued at Rs. 19.98 lakhs (Para 5.68). This not only involves looking up institutional amount of money but also payment of heavy rent for the godowns hired to stock these books;

(viii) Working of the National Talent Search Scheme with particular reference to the high percentage (70 per cent) of drop-outs at the B.Sc stage. (Para 5.74).

5

1.17

Education and Culture
(Deptt. of Education)

The Committee find that in response to a number of recommendations made by them in the 48th Report including some of the points mentioned above, the Ministry of Education and Culture have simply observed that the recommendations have been noted.

Being not unmindful of the implications of the word 'noted', the Committee feel constrained to record their disappointment at the extremely feeble and formal response of the Ministry to the recommendations/suggestions made by them. As some of the aspects referred to above are of basic and critical importance for improving the atmosphere of education in the country, the Committee would like the Ministry of Education and the National Council of Educational Research and Training to examine them with grave concern and urgency. The Committee would like to be apprised of the steps taken to rectify the deficiencies without delay.

