

## Chapter - II

### Performance Audit of Educational Development of Scheduled Castes and Scheduled Tribes

#### Highlights

**Planning for implementation of the schemes for educational development of SCs and STs was not based on any definitive data or assessment of requirements. The requirement of funds was assessed and projected merely on the basis of actual expenditure incurred in the previous years on the various schemes without any systematic plan to cover the entire population of eligible beneficiaries.**

*(Paragraph 2.6)*

**The coaching centre run under “Coaching and Allied Scheme” which seeks to impart coaching to SC students for improving their performance in the competitive examinations lacked in basic infrastructure facilities, held less number of coaching courses and did not conduct any coaching course during last one year. The reasons for poor attendance resulting in low success rate of the students in the competitive examinations were not investigated.**

*(Paragraph 2.7.2)*

**There was a consistent decline in expenditure under the “Post Matric Scholarship Scheme” from Rs. 1.03 crore in 2001-02 to just Rs.19.53 lakh in 2005-06. The NCT Government failed to incur its committed liability of Rs.1.03 crore under the scheme during 2002-03 to 2005-06.**

*(Paragraph 2.8.1)*

**There was a sharp decline in the number of scholarship holders under the “Post Matric Scholarship Scheme” after 2003-04 when the scheme was transferred to the Department for the Welfare of SC/ST/OBC/Minorities from the Department of Education. The income ceiling for eligibility for grant of the scholarships due for revision in October 2004 was yet to be revised.**

*(Paragraphs 2.8.2.1 & 2.8.2.2)*

**The system of acceptance and rejection of applications under the “Post Matric Scholarship Scheme” lacked transparency. Applications were being rejected without intimating the reasons for rejection to the applicants that could have helped the applicant to remedy the deficiencies in the application and avail of the benefits.**

*(Paragraph 2.8.2.3)*

**Sixty one per cent of the total scholarship amount under “Merit Scholarship Scheme” for the year 2005-06 was released in the month of March 2006 after delay of 8-9 months against requirement of issuance within three months after the commencement of the academic session.**

*(Paragraph 2.10.2.1)*

**Seven out of 40 schools test checked could not apply under the “Merit Scholarship Scheme” during 2001-02 to 2005-06 due to lack of information while five schools were not allotted the requisite funds by the department during the same period without assigning any reason though the application forms of the eligible students were complete in all respect.**

*(Paragraph 2.10.2.2)*

**Under the scheme for providing “Financial assistance for purchase of books and stationery”, the department of education could not furnish any information as to the achievements of the scheme during the years 2001-02 to 2003-04. Test check of 40 selected schools revealed that 40 per cent of these schools did not receive financial assistance during 2004-05 and 2005-06.**

*(Paragraphs 2.11.2.1 and 2.11.2.3)*

### ***Summary of recommendations***

- *Planning and projection of requirements need to be made systematic and be such so as to cover the targeted population within a reasonable time frame.*
- *The department should conduct a review of the budgeting practices as well as implementation of the schemes and ensure that funds sought are backed by assessed requirements and funds allocated are fully utilized for the intended purposes. It should also ensure adequate publicity of the schemes and take pro-active steps to reach the benefits to the intended beneficiaries.*

- *There is an imperative need for closer monitoring of the functioning of the coaching classes run by the private institutes so as to ensure that the funds made available to them were utilized in an effective and efficient manner keeping the objectives in view.*
- *The Government should, wherever applicable, take up the matter of revision of the income ceiling so as to extend the coverage under various schemes. Further, the process of acceptance and rejection of applications for grant of scholarships should be made transparent. Reasons for rejection of applications should be intimated to the applicant and an opportunity afforded to the applicant to remedy deficiencies and fulfill the procedural formalities where possible.*
- *Government should make efforts to extend the benefits of the scheme to the students studying in correspondence courses.*
- *The department should undertake an impact assessment to review the implementation of the schemes and identify causes for downward trend of the beneficiaries particularly under Post Matric Scheme, low success rate under coaching scheme and non establishment of Book banks in all the technical institutes so that corrective action could be taken to achieve the objectives of the schemes.*

## **2.1 Introduction**

The State has a constitutional responsibility of promoting the educational and economic interests of the weaker sections of the society and in particular of the Scheduled Castes (SCs) and Scheduled Tribes (STs). According to the census of 2001, the literacy rate of SCs in the NCT of Delhi was 70.85 per cent which increased to 74.17 per cent as per a sample survey conducted by the Directorate of Economics and Statistics of the Government of Delhi in January-June 2004. While the literacy rate of SCs in Delhi was much higher than the national literacy rate of SCs of 55 per cent, it was behind the literacy rate of the general population of Delhi.

Various educational schemes are implemented by the Union and State governments to enable the SCs/STs to upgrade their educational levels and skills and generate self confidence and self reliance. The objective of these schemes is to increase enrolment and retention of SCs/STs in educational institutions, reduce drop out rates and increase their representation in jobs and higher educational and professional institutions. The Government of Delhi has been implementing three such Centrally Sponsored Schemes (CSS) viz., (i) Coaching and Allied Scheme for weaker sections including SCs, STs, OBCs and Minorities; (ii) Post Matric Scholarships Scheme (PMS); and (iii)

Book Bank Scheme for SC/ ST students.

In addition to the above schemes, Government of NCT of Delhi is implementing eleven schemes of their own for the educational development of SC/ST/OBC/Minorities through the Department for the Welfare of SC/ST/OBC/Minorities (department). The total expenditure incurred on these eleven state schemes was Rs.27.73 crore during the period from 2001-02 to 2005-06.

The Department for the Welfare of SC/ST/OBC/Minorities headed by the Secretary is the nodal department for implementation of the schemes in the National Capital Territory. The Secretary is assisted in the administration of the schemes by two Deputy Directors.

## **2.2 Scope of audit**

The performance audit covered the implementation of three centrally sponsored schemes being implemented by the Government of NCT of Delhi during the period from 2001-02 to 2005-06. The performance audit also covered implementation of six out of the eleven schemes of the Government of Delhi involving expenditure of Rs.26.07 crore viz. 94 *per cent* of the expenditure on the State schemes during the above period. The state schemes covered are:(i) Merit scholarship to SC/ST/OBC/Minorities (ii) Financial assistance for purchase of books and stationery to SC/ST/OBC/Minorities students (iii) & (iv) Hostel for SC/ST boys at Dilshad Garden and Hostel for SC/ST girls at Dilshad Garden (v) Dr.B.R. Ambedkar State Award for toppers amongst the SC/ST/OBC/Minorities students, and (vi) Reimbursement of Tuition Fee to SC/ST/OBC/Minorities students in Polytechnics.

## **2.3 Audit methodology**

The audit methodology included:

- selection of five out of nine educational districts viz. South district, East district, North district, North West district and South West district, forty schools in the five selected districts and 19 colleges of Delhi University on the basis of statistical sampling. In addition, one college of Guru Gobind Singh Indraprastha University was also selected;
- scrutiny of the records and data of the nodal department, the Directorate of Education, the five educational districts and of the schools and colleges selected for detailed scrutiny;
- inviting comments of the department on the preliminary audit findings along with confirmation of facts and figures; and

- obtaining the views and comments of the administrative department on the audit observations and the proposed audit recommendations.

#### **2.4 Audit objectives**

The objectives of the audit were to verify whether:

- the planning for implementation of the various schemes was efficacious and based on reliable and acceptable data;
- the allocation, release and utilization of funds earmarked for the schemes were judicious, adequate and effective;
- the implementation of the schemes by the Government was efficient and effective;
- the efforts of the Union Government/NCT governments resulted in improving the educational indicators i.e. literacy rates, gross enrolment ratio, gross drop-out rate and gender parity index; and
- the monitoring systems at various levels were functioning effectively.

#### **2.5 Audit criteria**

The criteria used for the performance audit were:

- the availability of definitive data and systematic assessment of requirements for effective planning;
- the extent of utilization of funds with reference to funds budgeted and sanctioned;
- the establishment of infrastructure and affording of facilities envisaged under the various schemes for students from the SC community;
- the improvement in terms of success rates in gaining admission to various courses or recruitment in the services as envisaged in the schemes; and
- the existence of any mechanism for evaluation of the impact of the schemes.

## Audit findings

### 2.6 Planning for implementation of the schemes

Proper planning based on reliable data and a systematic assessment of requirements is a pre-requisite for the successful implementation of any scheme. An appraisal of the planning process in the department revealed as follows:

- No survey had been conducted by the department to ascertain the targeted population for the various central schemes being implemented by the department.
- The requirement of funds was assessed and projected on the basis of actual expenditure incurred in the previous years on the various schemes without any definite plan to cover the target population under central schemes.
- There was little effort to generate awareness of the schemes and maximize its coverage. Advertisements inviting applications under the various schemes were published in six to eight newspapers in a span of one to three days only once in a year though the scheme envisages advertisement through other media also viz. television, radio, etc. At the time of audit, nine out of the 40 schools selected for test check viz. 23 per cent, informed that they had not received grants under the Post Matric Scholarship Scheme on 27 occasions during 2001-02 to 2005-06 as they were not aware of the time schedule of the scheme. Lack of coherent planning and publicity thus resulted in the coverage being inadequate.
- Efficient planning would require continuous monitoring and periodic evaluation of the implementation of the scheme for corrective action. Insofar as the State level schemes were concerned, the department evaluated the implementation of only two schemes i.e. “Merit scholarship to SC/ST/OBC/Minorities” and “Financial assistance for purchase of books and stationery to SC/ST/OBC/Minorities students” through the Department of Social Work of the University of Delhi during the year 2001-02. The study identified various deficiencies and weaknesses in the scheme like ‘poor knowledge amongst the recipients, apathy on the part of the parents, populist or target oriented approach thereby missing the real and desired impact, insensitivity of the implementing agencies, untrained or non-professional implementing agencies, lack of clarity of jobs, differing yardsticks and delay in delivery of benefits’.

The Government stated (November 2006) that the department was now planning to obtain the list of schools and colleges and project its requirement of funds on the basis of definitive data from the next financial year. It added

that various measures would be undertaken to publicize and popularize the schemes through the electronic media, websites and circulation of booklet containing all schemes to school/ colleges/ institutions as suggested by audit. Regarding the survey reports of the two state schemes, the Government stated that necessary measures for removal of deficiencies would be undertaken.

### **Recommendation**

*Planning and projection of requirements for various schemes need to be made systematic so that the intended benefits of the scheme effectively reach the targeted population.*

## **Implementation of the schemes**

### **Central Schemes**

#### **2.7 Coaching and Allied Scheme for weaker sections including SCs, STs, OBCs and Minorities**

The scheme aims at providing pre-examination coaching to the students from these communities for improving their representation and standard of performance in the competitive examinations for various posts and services held by the UPSC, State Public Service Commissions, Staff Selection Commissions, Recruitment Boards, Public Sector Undertakings and other central government agencies.

State governments, Union Territories (UTs), Universities and Non Government Organisations (NGOs) are implementing the scheme. Institutions run by the State governments are eligible to receive Central assistance on 50:50 basis. While institutes are given course fee, students are provided stipend by cheque on monthly basis at the rates prescribed from time to time for various approved examinations/courses.

The institutions are required to submit a comprehensive report at the end of the year giving details of success achieved by each student coached by it to the concerned State Government/UT Administration with copy to the Union Ministry of Social Justice and Empowerment by 30<sup>th</sup> April of the next financial year. In addition, utilisation certificates and audited accounts certified by a chartered accountant are to be submitted to the Ministry by 15<sup>th</sup> May of the next financial year.

The Government of Delhi is implementing the scheme through the “Pre Examination Coaching Centre (PECC)” at Karol Bagh that provides pre-examination coaching to students appearing for the subordinate services examinations and through private coaching institutions which impart coaching for entrance examinations for medical and engineering colleges.

### 2.7.1 Budget allocation and utilization of funds

The position of grants received from the Union Ministry of Social Justice & Empowerment for the years 2001-02 to 2005-06 is as under:

(Rs. in lakh)					
Year	Opening Balance as on 1 <sup>st</sup> April	Grant received from Ministry	Total	Expenditure Incurred	Closing Balance (Savings)
2001-02	3.39	1.90	5.29	3.44	1.85
2002-03	1.85	10.00	11.85	4.19	7.66
2003-04	7.66	0.06	7.72	4.18	3.54
2004-05	3.54	5.25	8.79	8.75	0.04
2005-06	0.04	10.00	10.04	1.31	8.73
<b>Total</b>		27.21		21.87	

Based on requirements projected by the department, the Central government released Rs.27.21 lakh during 2001-06 (Rs. 3.39 lakh was also available from the previous years balance) against which only Rs. 21.87 lakh could be spent as of March 2006. There were significant savings of Rs.7.66 lakh (65 per cent) during 2002-03 and Rs.8.73 lakh (87 per cent) during 2005-06. The department could not utilize even the small amounts received from the Government of India under this scheme. Government did not dispute the audit comments in its reply of November 2006.

### 2.7.2 Pre Examination Coaching Centre (PECC), Karol Bagh

Details of coachings imparted by PECC, number of students admitted in various courses and the percentage of successful students during 2001-06 is given in the *Annexure I*. Audit scrutiny revealed as follows:

#### 2.7.2.1 Poor attendance in courses

The PECC conducted 17 courses during the period from 2001-02 to 2005-06 for 1,009 students. Out of these, 704 students (70 per cent) attended less than 75 per cent of the classes. No effort was made to investigate the reasons for such poor attendance.



#### **2.7.2.2 Reduction in the number coaching courses**

Coaching courses for examinations were reduced from five to three during the period 2001-02 to 2005-06 against seven to nine examinations held every year by the Staff Selection Commission for recruitment of Group B and C employees plus other examinations conducted by other recruitment boards. Hence, the SC students enrolled in these courses could not avail of the full range of opportunities available to them during the year.

#### **2.7.2.3 Low success rate**

The coaching institutes/centres are required to achieve a minimum success rate of 33 *per cent* as per the scheme guidelines. The success rate ranged from nil to only 11 *per cent* in nine courses and 20 *per cent* in one course conducted by the PECC. Data relating to candidates in the remaining seven courses were not maintained. The poor success rate coupled with failure to maintain data in respect of 41 *per cent* of the courses was indicative of the lack of attention being paid to the quality of the teaching being imparted in such institutes.

#### **2.7.2.4 Student information not maintained by institutes**

As per the scheme guidelines, the institutes were required to maintain a full record (bio-data) of each admitted candidate to follow up their progress for coaching and placement. However, no such record was maintained by the institutes.

#### **2.7.2.5 No Coaching classes for one year**

No coaching class for any course was conducted by the PECC for the last one year as of August 2006. The department stated in July 2006 that the classes could not be conducted due to shortage of staff and funds. The reply is not tenable as funds to the tune of Rs.8.73 lakh were available at the end of 2005-06. Further, there had been no reduction in the existing strength of the staff of the Centre during the period in question and an expenditure of Rs.1.39 lakh was incurred on the salary of the staff from Central funds during the period from September 2005 to August 2006.

#### **2.7.2.6 Coaching institutes lack in basic infrastructure**

Basic infrastructure facilities like library, computer, photocopier machines etc. were either not available or not in working condition during the period of audit.

### **2.7.2.7 Unused building**

The Delhi government constructed a building consisting of five blocks at the estimated cost of Rs.2.20 crore at Dilshad Garden in Delhi in 1995. One of the blocks constructed at an estimated cost of Rs.15 lakh meant for imparting pre-examination training to SC candidates was lying unused for over 10 years since 1995. Not using the block for pre examination training purposes for 10 years after having spent Rs.15 lakh on its construction shows poor use of assets created for the scheme of educational development of these deprived categories.

The Government stated (November 2006) that certain fundamental problems like shortage of staff and unrealistic rates for delivering lectures adversely affected the working of the PECC. It added that they were considering opening more centres in Delhi, outsourcing the infrastructure and ensuring that the courses were linked with the calendar of the major recruitment Boards. Government also assured that the vacant premises at Dilshad Garden would be put to use.

### **2.7.3 Private coaching institutes**

Audit scrutiny revealed that two private institutes were engaged by the department in the year 2002-03 and 2004-05 for imparting coaching to students appearing for medical/engineering entrance examinations. Coaching was imparted to 28 and 67 students at a cost of Rs.1.09 lakh and Rs.4.34 lakh respectively. The success rates achieved by the candidates coached for medical entrance examinations could, however, not be furnished by the department and, therefore, the efficacy of the coaching imparted by the private institutes to 95 students at a cost of Rs. 5.43 lakh could not be established in Audit.

Further, no coaching arrangement was made by the department for imparting coaching for medical and engineering tests during 2001-02, 2003-04 and 2005-06 despite availability of sufficient funds. Also, no funds were released by the department during 2004-05 to these institutions for payment of monthly stipend of Rs. 125 to the eligible students who attended 75 *per cent* or more classes.

Government stated (November 2006) that coaching for the medical and engineering examinations were proposed to be provided in-house during the years 2001-02 and 2003-04 but the proposal was not accepted by the Planning department. Hence, coaching could not be undertaken. Further, coaching could not be imparted during 2005-06 due to late release of funds by the Government of India. The Government added that the audit observations relating to non submission of reports and payment of stipend had been noted for compliance in future.

### **Recommendation**

*There is an imperative need for closer monitoring of the functioning, efficacy and results of the coaching classes run by the private institutes so as to ensure that the objectives of the funds made available to them are achieved.*

## **2.8 Post Matric Scholarships Scheme**

This scheme aims at providing financial assistance to SC/ST students studying at post matriculation levels to enable them to complete their education without economic constraints. The scheme is presently open to all SC/ST students whose parental annual income is less than Rs.1.00 lakh (fixed in October 2002) and the scholarships are awarded by the government of the State where he/she is domiciled. Eligible students are required to submit prescribed applications complete in all respects to the Head of the institution being attended or last attended for onward transmission to the NCT Government. The income ceiling is to be revised once every two years linking it with the consumer price index for industrial workers for the month of October of the year preceding the year of revision and was to be made effective from April. Students pursuing correspondence courses including distance and continuing education are eligible for an annual allowance of Rs.750 for essential and prescribed books besides the reimbursement of course fees.

The State/UT governments receive 100 *per cent* assistance from the Government of India over and above the committed liability of the respective State/UT Government under the scheme. The committed liability is the actual expenditure incurred by the State/UT under the scheme during the terminal year of the IX Five Year Plan.

### **2.8.1 Allocation and utilization of funds**

The committed liability of NCT of Delhi was Rs.1.03 crore per year. The grant received from the Ministry and expenditure incurred by the state Government under the scheme during 2001-06 was as under:

(Rs. in lakh)

Year	Committed liability of GNCT of Delhi	Budget allocated by State	Grant received from GOI	Total expenditure incurred on the scheme	Expenditure as Percentage of committed liability	Grant due from GOI
2001-02	102.84	110.00	Nil	102.84	100	Nil
2002-03	102.84	110.00	Nil	85.65	83.28	Nil
2003-04	102.84	110.00	Nil	87.42	85.0	Nil
2004-05	102.84	Nil	28.81	28.41	27.63	Nil
2005-06	102.84	40.00	Nil	19.53	18.99	Nil

The expenditure incurred by the Government on the scheme consistently declined from Rs. 102.84 lakh in 2001-02 to only Rs. 19.53 lakh in 2005-06. As Government of Delhi failed to incur the committed liability of Rs.1.03 crore during the period from 2002-03 to 2005-06, it could not avail of funds from the Central government. The expenditure as percentage of the committed liability in fact declined sharply during 2005-06.

Further, though the department had not spent its committed liability, yet it received central assistance of Rs.28.81 lakh during 2004-05. This too remained unutilized. The unutilized amount was neither refunded nor was any intimation of excess receipt furnished to the Ministry.

The Government stated (November 2006) that the scheme was transferred from Directorate of Education to the department in the year 2004-05 and no details of the committed liability were made available to the department at the time of the transfer. The reply of the Government indicates lack of effective coordination between its departments responsible for the implementation of the scheme.

## **2.8.2 Deficiencies in the implementation of the scheme**

Audit appraisal revealed the following:

### **2.8.2.1 Sharp decline in scholarships**

The scheme was initially run by the Directorate of Education upto 2003-04. There was a sharp decline in the number of scholarship holders after the year 2003-04 when the scheme was transferred from the Department of Education to the Department of Welfare of SC/ST/OBC/Minorities as shown below:

<b>Year</b>	<b>Number of beneficiaries</b>
2001-02	8919
2002-03	7793
2003-04	7955
2004-05	384
2005-06	755

### **2.8.2.2 Income ceiling not revised**

The income ceiling was due for revision in October 2004. But it had not been revised as of November 2006. Hence, SC students who might fall within the purview of the scheme after revision of income criteria remained deprived of the benefits of the scheme.

### **2.8.2.3 Lack of transparency in award of scholarships**

The system of acceptance and rejection of applications was not transparent. Test check of 1,362 applications received from students for the years 2004-05 and 2005-06 revealed that the department rejected 223 applications (16 per cent) without intimating the reasons for rejection to the applicants which could have helped him/her to remedy the deficiencies in the application and avail of the benefits. It was also informed by one school that they did not receive scholarship for the students for the year 2004-05 due to non-acceptance of application by the department without assigning any valid reasons although the documents were stated to be complete in all respect. In another case, scholarship forms were sent to the department by the school for the years 2004-05 and 2005-06 but no reasons for not awarding the scholarship were intimated to the school.

### **2.8.2.4 No scholarships to students of correspondence courses**

No scholarship was given to the students studying in school of correspondence. Only one student from Indira Gandhi National Open University was covered during 2004-05 and two students in the year 2005-06.

### **2.8.2.5 Scholarship amounts not disbursed to students**

Out of 20 colleges test checked, scholarship amount of Rs.1.09 lakh was lying un-disbursed with nine colleges. On being pointed out, an amount of Rs.0.27 lakh was refunded by two colleges in August 2006.

The Government stated (November 2006) that they would take up the matter of revision of the income ceiling with the Government of India. It added that reasons for rejection of applications would henceforth be intimated and an opportunity afforded to the students to remove the deficiencies. Steps would also be taken to streamline the disbursement of cheques and the accounting of funds and refund of unutilized balances.

### **Recommendations**

- *The Government should take up the matter of revision of the income ceiling under the scheme. Further, the process of acceptance and rejection of applications for grant of scholarships should be made transparent. Reasons for rejection of applications should be invariably intimated to the applicant and an opportunity afforded to the applicant to remedy deficiencies and fulfill the procedural formalities where possible.*
- *Government should make efforts to extend the benefits of the scheme to the students studying in correspondence courses.*

## 2.9 Book Bank Scheme for SC/ ST students

The scheme is open to all SC/ST students studying medical, engineering, agriculture, veterinary, polytechnics, law, chartered accountancy, business management and bio-sciences who have been receiving post-matric scholarships. The scheme seeks to provide them access to the latest books and to reduce their drop out ratio from such courses. The purchase of books for the Book Bank is restricted to prescribed textbooks only. One set of books is purchased for two students of all professional courses except in respect of post-graduate courses and chartered accountancy where one set is purchased for each student. The scheme was merged with the Post Matric Scholarship Scheme w.e.f. 2003-04 and students who received post matric scholarships were also eligible for the Book Bank scheme.

Audit examination of the implementation of the scheme disclosed the following:

### 2.9.1 State share not released

Central assistance is provided to the State Government on 50:50 basis. The grant received from the Central Government for book bank scheme during last five years was as under:

(Figures in Rupees)

Year	Funds received from Ministry	Fund contributed by State	Expenditure Incurred	Balance
2001-02	12,00,000	Nil	12,00,000	Nil
2002-03	12,00,000	Nil	12,00,000	Nil
2003-04	Merged with Post Matric Scholarship Scheme but no expenditure was incurred.			
2004-05				
2005-06				

Government of Delhi had not contributed its share in this scheme resulting in excess acceptance of funds of Rs.12 lakh from Government of India during 2001-03.

The Government accepted the audit observation (November 2006).

### 2.9.2 Other deficiencies in scheme implementation

Grant amounting to Rs.12 lakh was released to six colleges during the years 2001-02 and 2002-03. Audit scrutiny revealed the following:

#### 2.9.2.1 Polytechnics not provided funds for Book bank

The scheme stipulates that book banks should be set-up in all medical, engineering, agricultural, law and veterinary degree colleges and polytechnics where SC students are in receipt of post matric scholarships. However, no

funds were released to eight polytechnics and two medical colleges although post matric scholarships were released to those institutes during the years of 2001-02 and 2002-03.

### 2.9.2.2 Delay in purchase of books for Book bank

There were significant delays in purchase of books after receipt of funds from the Government of India. Funds released by Government of India at the fag end of the financial year (March 2002 and March 2003) to the Mahila Institute of Technology (Indira Gandhi Institute of Technology) could be utilized by the institute in the month of March of the subsequent year after delay of about 11-12 months thereby depriving the students of the benefit of the utilization of books for approximately one year as shown in the table below:

For the Year	Amount	Date of Sanction issued by Govt. of India	Date of Sanction issued by Govt. of NCT of Delhi	Month of purchase of books
2001-02	3,47,500	22 March 2002	16 May 2002	Feb.- March 2003
2002-03	2,52,000	28 March 2003	18 July 2003	Feb.- March 2004

Further, of the total grant of Rs.7.59 lakh received by the Institute during 2000-03, 16 *per cent* (Rs.1.24 lakh) was utilized for purchase of books for 116 SC/ST students. The remaining 84 *per cent* of the grant (Rs.6.35 lakh), which was in excess of the actual requirement, was utilized for other purposes instead of being surrendered.

Government stated (November 2006) that the department would check the implementation of the scheme and take steps to provide sufficient books.

## State Schemes

### 2.10 Merit scholarship to SC/ST/OBC/Minorities students

The objective of the scheme is to promote talent among the SC/ST/OBC/Minorities students by enabling them to face competitions by providing them financial incentives in the form of merit scholarships. The scheme is implemented at three levels viz. Class VI to VIII, Class IX to XII and at college level. School students who had obtained 55 *per cent* and above marks in the previous annual examination and students of college and professional institutes who had obtained 60 *per cent* or more marks in the Senior Secondary examination (for SC/ST students) and 70 *per cent* and above marks in case of OBC/ Minority students were eligible for grant of the scholarships. The scheme was implemented by the Directorate of Education

up to 2002-03 and thereafter transferred to the Department for the Welfare of SC/ST/OBC/Minorities.

### 2.10.1 Allocation and utilization of funds

The year-wise position of budget allocation and expenditure under the scheme during 2001-02 to 2005-06 was as under:

(Figures in lakh)

Year	Budget allotted	Expenditure incurred	Savings	Percentage of saving
2001-02	95.00*	95.00*	Nil	Nil
2002-03	150.00	71.89	78.11	52
2003-04	119.00	111.55	7.45	6
2004-05	129.00	114.83	14.17	11
2005-06	219.00	211.80	7.20	3

\* Figures for the classes VI to VIII for 2001-02 were not provided, hence not included.

There were significant savings during 2002-03 but subsequent trends in expenditure indicated consistent improvement in utilization of funds under the scheme during last three years (2003-06). It was however observed that the department did not have any data as to the number of students who had achieved the required percentage of marks to be eligible for the scholarships in the previous years and consequently the budget was being formulated without a realistic or systematic assessment of requirement of funds.

Government stated (November 2006) that necessary steps have now been taken to reduce the savings.

### 2.10.2 Deficiencies in implementation of the scheme

Audit examination revealed the following:

#### 2.10.2.1 Delay in release of funds

The scheme stipulates that the amount of the scholarship is to be disbursed within three months after the commencement of academic session (classes VI to VIII) and after declaration of annual exam results in case of classes IX to XII and colleges. However, scholarship amounts of Rs.1.30 crore out of Rs.2.12 crore i.e. 61 per cent for the year 2005-06 was released in the month of March 2006 after a delay of 8-9 months.

#### 2.10.2.2 Eligible students deprived of merit scholarship

Out of 40 schools test checked by Audit, seven schools (18 per cent) informed that they could not apply under the scheme during 2001-06 due to lack of information about the scheme. Five schools (13 per cent) intimated that they



were not allotted funds by the department during 2001-06 without assigning any reason though the application forms of the eligible students were complete in all respects. Consequently, the eligible students were deprived of the benefits of the scheme.

### **2.10.2.3 Delay in payment**

During 2004-05, 157 cheques amounting to Rs.8.68 lakh were cancelled and had to be re-validated due to (i) late receipt of cheques, (ii) cheques date already expired, and (iii) typing mistake in the cheques which is indicative of lack of seriousness on the part of the individuals dealing with the scheme.

### **2.10.2.4 Improper rejection of applications**

The Citizens Charter of the department stipulates that if financial assistance cannot be provided to an applicant due to ineligibility or any other reason, he/she will be duly informed of the decision within a month. However, 819 out of 35,045 applications for the year 2004-05 and 2005-06 were rejected without assigning any reasons to the institutes/students. Audit further revealed that out of 52 applications of college level for the year 2005-06, 14 applications (27 per cent) were rejected only for the reasons that there was a gap of two years in the study of the students or that the caste certificate was attached for the father and mother instead of the student.

Government stated (November 2006) that steps had now been taken to popularize the scheme and to streamline to sanction and disbursement of the scholarships. Further, the income ceiling was also proposed to be enhanced from Rs.48,000/- to Rs.1 lakh per annum.

### **Recommendation**

*Department should take pro active steps to obtain applications as well as pursue the matter of revision of the income ceiling so as to extend the coverage of the scheme. Further, applications need to be handled in a more transparent and careful manner keeping in view the objectives of the scheme and the interests of eligible applicants.*

## **2.11 Financial assistance for purchase of books and stationery to SC/ST/OBC/Minorities students**

Under this scheme introduced in 1985-86, financial assistance for purchase of books and stationery is extended to those SC/ST/OBC/Minorities students who are studying in schools of the Central Government, Government of Delhi, Aided, Recognized or Local Bodies and whose family income does not exceed Rs.48,000/- per annum. The students should also have not less than 70

*per cent* attendance in the preceding academic year. Financial assistance is also extended to OBC and Minorities w.e.f. 2002-03. A ratio of 5:3:2 among SC/ST, OBC and Minorities is to be maintained. The amount of the financial assistance is provided to the schools in advance before the commencement of the academic session so that eligible students may utilize it for the purchase of books and stationery in the beginning of academic year. The scheme was implemented by the Directorate of Education up to 2003-04 and thereafter by the Department for the Welfare of SC/ST/OBC/Minorities.

### 2.11.1 Allocation and utilization of funds

The year-wise position of budget allocation and expenditure during 2001-02 to 2005-06 was as under:

(Figures in lakh)

Year	Budget allotted	Expenditure incurred	Savings	Percentage of saving
2001-02	200.00	200.00	-	-
2002-03	400.00	400.00	-	-
2003-04	480.00	437.85	42.15	9
2004-05	480.00	232.52	247.48	52
2005-06	470.50	469.59	0.91	-

Audit scrutiny revealed the following:

- There were savings to the extent of 52 *per cent* during 2004-05. The department stated (October 2006) that the saving was due to “First time direct dealing with the schools”. The reply is not tenable as the scheme was being implemented by the Government since 1985-86 and the Department should have properly coordinated with the Directorate of Education who was earlier responsible for the implementation of the scheme.
- While utilization certificates (UCs) for the year 2001-02 and 2003-04 were not received from the Directorate of Education, only some schools furnished the UCs for the years 2004-05 and 2005-06. Consequently, the exact position of amounts actually spent by schools against financial assistance received during these years could not be ascertained in audit.

The Government stated (November 2006) that all schools would be instructed to submit UCs at the earliest.

### 2.11.2 Shortcomings in implementation

Audit appraisal revealed shortfalls in achievement of targets and other deficiencies as discussed below:

### **2.11.2.1 Non-achievement of targets**

The physical targets fixed and the achievements for the year 2001-02 to 2005-06 and achievement against thereof is as under:

<b>Year</b>	<b>Physical target</b>	<b>Achievements</b>
<b>2001-02</b>	44500	Awaited
<b>2002-03</b>	74000	Awaited
<b>2003-04</b>	74000	Awaited
<b>2004-05</b>	74000	49361
<b>2005-06</b>	74000	88313

The department of education could not furnish any data on the achievements of targets during the years 2001-02 to 2003-04. Hence, it was in no position to ascertain the efficacy of the scheme though expenditure Rs.10.38 crore was incurred on the scheme during this period. Further, while the target for 2005-06 was fully met, there was a shortfall in achievement of 33 *per cent* during 2004-05.

### **2.11.2.2 Delay in disbursements**

An amount of Rs.20.40 lakh was released through 82 cheques prepared in March 2005 for the year 2004-05 but these had to be returned to the department for re-validation due to (i) cheques received one day before or after the validity period, and (ii) typing errors in cheques. The cheques were re-issued in the month of July 2005.

### **2.11.2.3 Non-receipt of funds by schools**

Test check of 40 selected schools revealed that 16 schools (40 *per cent*) did not receive financial assistance during 2004-05 and 2005-06. Audit further revealed that five schools were deprived of the benefit of the financial assistance during the period covered under audit on 13 occasions due to non-receipt of information about the scheme.

Government stated (November 2006) that steps were being taken to give greater publicity to the scheme and to remove the deficiencies.

## **2.12 Hostels for SC/ST boys and girls at Dilshad Garden**

With a view to providing congenial study environment for SC/ST students of Delhi, the Government of Delhi constructed two hostels at Dilshad Garden for boys and girls separately in December 1994 at an estimated cost of Rs.2.20 crore. Students with family income not exceeding Rs.4,000 per month were

eligible for admission. The benefit was extended to the students of OBC w.e.f. 1999-2000.

### 2.12.1 Budget allocation and expenditure

The year wise position of budget allocation and expenditure for boys and girls hostels at Dilshad Garden during 2001-02 to 2005-06 was as under:

(Figures in lakh)

Year	Boys Hostel				Girls Hostel			
	Budget Allotted	Expenditure	Saving	Percentage of saving	Budget Allotted	Expenditure	Saving	Percentage of saving
2001-02	37.00	30.38	6.62	17.89	8.50	8.27	0.23	2.71
2002-03	32.00	30.07	1.93	6.03	8.00	5.74	2.26	28.25
2003-04	31.00	30.68	0.32	1.03	5.50	5.46	0.04	0.72
2004-05	44.00	35.28	8.72	19.82	7.50	3.66	3.84	51.20
2005-06	44.00	36.10	7.90	17.95	6.00	4.68	1.32	22.00

There were substantial savings ranging from 18 to 20 *per cent* in the boys hostel during 2001-02, 2004-05, 2005-06 and from 22 to 51 *per cent* in the girls hostel in the years 2002-03, 2004-05 and 2005-06.

The Government stated (November 2006) that there was a general practice of preparing budgets on the higher side taking into consideration rise in prices, admission of inmates and to meet miscellaneous expenditure. It added that that the savings during 2003-04 and 2004-05 were due to non materialization of purchase proposals of generator set and geysers in both the hostels. The reply of the department indicates that it did not follow basic budgetary norms to project requirements on a more realistic basis.

### 2.12.2 Insignificant utilization of hostel facilities by Delhi students

The position of the SC boys and girls of Delhi who utilized the facility of hostel during 2001-06 was as under:

Year	Boys Hostel			Girls Hostel		
	Total Accommodation allotted	Students from Delhi (Percentage)	Students from out of Delhi	Total Accommodation allotted	Students from Delhi (Percentage)	Students from out of Delhi
2001-02	99	6 (6)	93	38	Nil (0)	38
2002-03	104	3 (3)	101	44	Nil (0)	44
2003-04	102	6 (6)	96	33	Nil (0)	33
2004-05	102	6 (6)	96	32	2 (6)	30
2005-06	96	5 (5)	91	28	2 (7)	26
<b>Total</b>	<b>503</b>	<b>26 (5)</b>		<b>175</b>	<b>4 (2)</b>	

The overall percentage of boys and girls students from the NCT of Delhi who availed of the hostel facilities during last five years was five *per cent* and two *per cent* respectively. Hence, the intended objective of providing a facility

meant primarily for students from the weaker sections of society in Delhi not having adequate space was not fully achieved.

Accepting the audit observation, Government stated (November 2006) that the existing income criteria of admission of students would be reviewed and measure taken to give greater publicity to this available facility in all colleges/institutions.

### **2.13 Dr. B.R. Ambedkar State Award for the toppers amongst the SC/ST/OBC/Minorities students**

The scheme aims at encouraging the students to top the list of examinees of their final year examinations. Awards are given to students belonging to SC/ST/OBC/Minorities studying in various professional/technical degree courses in 14 specified institutions run by the Government of Delhi who top the list of examinees of their final year exams. An amount of Rs.6,000/- is given as award to each topper which was enhanced to Rs.7,000 w.e.f. 2003.

#### **2.13.1 Declining expenditure and the number of awardees**

The year wise position of budget allocation and expenditure during 2001-02 to 2005-06 was as given in the table below:

(Figures in lakh)

Year	Budget allotted	Expenditure incurred	Savings (percentage)	Physical Target	Number of students awarded
2001-02	3.00	1.38	1.62 (54)	50	23
2002-03	6.00	1.44	4.56 (76)	100	24
2003-04	1.00	1.00	Nil (-)	100	21
2004-05	2.00	0.28	1.72 (86)	40	4
2005-06	0.50	0.42	0.08 (-)	40	6

Audit examination disclosed the following:

- There was a sharp decline in the budget allotment and expenditure on the scheme during the last five years and there were significant savings in the years 2001-02, 2002-03 and 2004-05.
- Though there were 14 institutions each of whom were running more than one course, the number of awards reduced from 24 in 2002-03 to just six in 2005-06.

- No steps were taken by the department to collect the details of potential awardees from each institution. Consequently, awards were given to students of three institutes (21 *per cent*) in 2004-05 and five institutes (36 *per cent*) in 2005-06 out of the 14 specified institutes.

The Government stated (November 2006) that the department had now requested all the institutes to publicize the scheme amongst all concerned and that it should be made a part of the prospectus of the institution. The department was also planning to publicize the scheme through the media as well as include other institutions so as to widen the scope of the award.

## 2.14 Reimbursement of Tuition Fee to SC/ST/OBC/Minorities students in Polytechnics

The scheme is implemented by the Department of Training and Technical Education and aims at providing financial assistance to students studying in polytechnics so as to enable them to derive the maximum benefit of such job oriented education and help the individual to become self employed. SC/ST students studying in Polytechnics are exempt from the payment of tuition fee that is reimbursed to the institutes by the department.

### 2.14.1 Allocation and utilization of funds

The year-wise position of budget allocation and expenditure during 2001-02 to 2005-06 was as under:

(Figures in lakh)

Year	Budget Estimates	Revised estimate	Expenditure incurred	Savings
2001-02	12.00	12.00	9.36	2.64
2002-03	25.00	25.00	25.00	Nil
2003-04	30.00	Nil	Nil	Nil
2004-05	30.00	Nil	Nil	Nil
2005-06	30.00	Nil	Nil	Nil

As could be seen, the department failed to incur any expenditure on the implementation of the scheme from 2003-04 onwards though funds were provided in the budget estimates. The Department of Training & Technical Education, the implementing agency, stated (October 2006) that no proposal for reimbursement of fee of SC/ST/OBC/Minorities has been received from polytechnics since 2003-04.

### 2.14.2 Shortfalls and flaws in implementation

Audit examination disclosed the following:

### 2.14.2.1 No reimbursements for last three years

The physical targets set by the department for the year 2001-06 was as under:

Year	Physical Target				Number of actual beneficiaries			
	SC/ST	OBC	Minorities	Total	SC/S	OBC	Minorities	Total
2001-02	1500	NA	NA	1500	1277	Nil	Nil	1277
2002-03	1560	940	625	3125	1560	Nil	Nil	1560
2003-04	1560	940	625	3125	Nil	Nil	Nil	Nil
2004-05	1560	940	625	3125	Nil	Nil	Nil	Nil
2005-06	1560	940	625	3125	Nil	Nil	Nil	Nil
<b>Total</b>	7740	3760	2500	1400	2837	Nil	Nil	2837

Against the target of providing reimbursement of tuition fee to 7,740 SC/ST students during last five years, only 2,837 students (37 per cent) of these categories actually received reimbursements up to 2002-03. No reimbursements were provided to any student of SC/ST category during last three years despite a target of providing reimbursement of tuition fee to 1,560 students each year.

### 2.14.2.2 Non coverage of other categories

Further, though the benefit of the scheme had been extended to the students belonging to OBC and Minorities from the year 2002-03, no student belonging to OBC or Minorities had availed of reimbursement of tuition fee under the scheme till 2005-06.

### 2.14.2.3 Overlapping of schemes

Audit scrutiny further revealed that students studying in polytechnics were granted the scholarship under the centrally sponsored Post Matric Scheme that included reimbursement of tuition fee. As the reimbursement of the tuition fee is already covered under Post Matric scheme, the continuance of two overlapping schemes lacked justification.

The Government stated (November 2006) that the department was planning to drop this scheme from the next five years plan.

### Recommendation

*The department should conduct a review of the budgeting practices as well as implementation of the schemes and ensure that funds sought are backed by*

*assessed requirements and funds allocated are fully utilized for the intended purposes. It should also ensure adequate publicity of the schemes and take proactive steps to reach the benefits to the intended beneficiaries.*

### **2.15 Monitoring and evaluation systems**

The department did not have any established mechanism to monitor implementation of the centrally sponsored schemes as well as the state schemes. The department did not submit any report/returns in respect of Post Matric Scheme and Book Bank Scheme to the Central Ministry. In Coaching and Allied Scheme, reports pertaining to only three years viz. 2001-02 to 2003-04 were submitted to the Ministry. The basic data relating to educational indicators like 'Drop out rate', 'Gross enrolment ratio' and 'Gender parity index' for SC/ ST population were not available with the department. In the absence of the above, it is difficult to assess as to whether the objectives of the above centrally sponsored Schemes and state schemes were being achieved.

The department did not have an internal control mechanism nor was the department subjected to any internal audit of the Directorate of Internal Audit of the Finance department of Government of NCT of Delhi. The Government noted (November 2006) the audit observations.

#### **Recommendations**

- *The department should undertake an impact assessment to review the effectiveness of the schemes and identify causes for declining trend of the beneficiaries particularly under Post Matric Scheme, less success rate under coaching scheme and non establishment of Book banks in all the technical institutes so that corrective action could be taken to achieve the objectives of the schemes.*
- *Department may also consider introducing a single window system to extend necessary support and financial assistance to SC/ST students for better monitoring, more effective implementation and faster dissemination of information on the schemes to various implementing agencies and beneficiaries.*

### **2.16 Conclusion**

Various central and state schemes for the educational development of SC/ST students were being implemented in Delhi in an uncoordinated and unplanned manner. No evaluation of the schemes had been carried out to ascertain causes for low performance despite significant downward trends in the number of SC/ST students benefited under various schemes. The Department did not have any reliable data on targeted beneficiaries nor did it assess the impact of



these schemes in terms of educational development and achievement of objectives. There was no effective monitoring at any level and many of the implementing departments and schools were not aware of the basic provisions or existence of some of the schemes.

### **2.17 Acknowledgement**

The draft performance audit report was referred to the Government in October 2006 and discussed at a meeting held in November 2006 with the Secretary for the Welfare of SCs/STs. The views expressed at the meeting and comments subsequently received from the Government November 2006 have been incorporated in the review.

**ANNEXURE-I**  
(Referred to in paragraph 2.7.2)

Year	Coaching conducted for	Periodicity of course	Number of Student	Number of students attended less than 75 per cent classes	Percentage of students attended less than 75 per cent classes	Number of successful candidates	Percentage of successful candidates
2001-02	Section Officer (Audit) Examination	12-7-01 to 7-9-01	32	26	81.25	Nil	Nil
	SSC Matric Level (Main) Examination	2-11-01 to 18-1-02	37	35	94.59	1	2.70
	SSC Matric Level (Pre) Examination	25-2-02 to 20-7-02	91	75	82.42	5	5.49
	Bank Probationary Officers Examination	25-3-02 to 20-7-02	42	40	95.24	Nil	Nil
	SSC Graduate Level (Pre) Examination	Records/ information not maintained					
2002-03	Combined (Main) Matric Level	22-10-02 to 19-12-02	19	18	94.74	2	10.53
	Combined (Main) Graduate Level	28-10-02 to 7-2-03	20	16	80.00	4	20
	Bank Probationary Officers Examination	17-2-03 to 9-5-03	8	7	87.50	Nil	Nil
	Combined Graduate Level (Pre)	10-3-03 to 9-5-03	47	25	53.19	1	2.12
2003-04	Combined (Main) Graduate Level	4-8-03 to 20-9-03	30	21	70.00	3	10.00
	Combined Graduate Level (Pre)	8-12-03 to 29-1-04	84	59	70.24	9	10.71
2004-05	Stenographer Grade 'D' Matric Level Exam.	18-8-04 to 10-10-04	118	63	53.39	*Not maintained	
	CPO Exam Graduate Level	9-8-04 to 4-9-04	56	43	76.79	*Not maintained	
	Tax Assistant Exam, Graduate level	19-10-04 to 5-12-04	144	89	61.81	*Not maintained	
2005-06	Section Officer (Audit) Examination	12-4-05 to 31-5-05	125	58	46.40	*Not maintained	
	Central Police Organisation Exam	1-5-05 to 25-6-05	8	3	37.50	*Not maintained	
	Stenographer/ LDC Matric Level meant for SC/ ST only	27-7-05 to 26-8-05	148	126	85.14	*Not maintained	
<b>TOTAL</b>			<b>1009</b>	<b>704</b>			

\* Data regarding number of successful students was not available with the department.