

**PUBLIC ACCOUNTS COMMITTEE
(1967-68)**

FOURTEENTH REPORT

(FOURTH LOK SABHA)

[Appropriation Accounts (Civil), 1965-66 and Audit Report (Civil), 1967, relating to the Ministry of Education]



28969(1)
27-2-1968

**LOK SABHA SECRETARIAT
NEW DELHI**

February, 1968/Magha, 1889 (Saha)

Price / Rs. 1.80

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12

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CORRIGENDA TO THE FOURTEENTH REPORT OF P.A.C.(1967-68)
(PRESENTED TO LOK SABHA ON 22.2.1968)

<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>for</u>	<u>read</u>
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119	Col.4	2	receip of	receipt of
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124		3	embazzelment	embezzlement

Table under heading

CONTENTS

	PAGE
COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE	(iii)
INTRODUCTION	(v)
CHAPTER I Ministry of Education	I
CHAPTER II Council of Scientific and Industrial Research	45
CHAPTER III University Grants Commission	61
CHAPTER IV Miscellaneous Cases	91
CHAPTER V General	101

APPENDICES

I.	Statement indicating the break-up of expenditure on general administration of the Sangeet Natak Akademi	103
II.	Statement indicating the number of titles brought out, copies printed, sold etc. by the Sangeet Natak Akademi, during 1955-60 and 1961 to 1967	104
III.	Lists of phonemes on which standard system of short-hand was to be evolved	105
IV.	Note on Scientists Pool	107
V.	Note on the construction of buildings by certain colleges	113
VI.	Note on the printing of publications in excess of requirements by the University Grants Commission	121
VII.	Summary of the main conclusions/recommendations of the Committee	123

PART II*

Minutes of the sittings of the Public Accounts Committee

5th sitting held on 16-6-67 (AN)

6th sitting held on 17-6-67 (FN)

7th sitting held on 17-6-67 (AN)

43rd sitting held on 30-1-68 (AN)

*Not printed (one cyclostyled copy laid on the Table and five copies placed in Parliament Library).

PUBLIC ACCOUNTS COMMITTEE

(1967-68)

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Shri M. R. Masani

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- *2. Shri Syed Ahmed Aga
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22. Shri B. K. P. Sinha

SECRETARIAT

Shri Avtar Singh Rikhy—*Deputy Secretary.*

Shri R. M. Bhargava—*Under Secretary.*

*Declared elected on 30th November, 1967 *vice* Shri Mohammed Yunus Saleem ceased to be a Member of the Committee on his appointment as Deputy Minister.

INTRODUCTION

I, the Chairman of the Public Accounts Committee, as authorised by the Committee, do present on their behalf this Fourteenth Report (Fourth Lok Sabha) on Audit Report (Civil), 1967, relating to the Ministry of Education.

2. The Appropriation Accounts (Civil), 1965-66, together with the Audit Report (Civil), 1967, was laid on the Table of the House on 7th April, 1967. The Committee examined the paras relating to the Ministry of Education at their sittings held on 16th June (AN), 17th June (FN) and 17th June (AN), 1967. The Committee considered and finalised this Report at their sitting held on 30th January, 1968 (After-noon). Minutes of the sitting of the Committee form Part II* of the Report.

3. A statement showing the summary of the main conclusions/recommendations of the Committee is appended to the Report (Appendix VII). For facility of reference these have been printed in thick type in the body of the Report.

4. The Committee place on record their appreciation of the assistance rendered to them in the examination of these Accounts by the Comptroller and Auditor General of India.

5. They would also like to express their thanks to the officers of the Ministry of Education, the Council of Scientific and Industrial Research and the University Grants Commission for the co-operation extended by them in giving information to the Committee.

NEW DELHI;
February 13, 1968.

Magha 24, 1889 (Saka).

M. R. MASANI,
Chairman,
Public Accounts Committee.

*Not printed. (One cyclostyled copy laid on the Table of the House and five copies placed in Parliament Library.)

MINISTRY OF EDUCATION

Misappropriation—Para 31, Pages 46-47.

A special audit of the accounts of the External Relations Division, conducted at the instance of the Ministry during May-July, 1966, disclosed misappropriation of Rs. 91,132 during the period June, 1962 to September, 1964. The amounts were drawn from the treasury for payment to certain parties through Remittance Transfer Receipts, but were actually not paid either wholly or partly.

1.2. In addition, a number of cases of temporary misappropriation were noticed.

1.3. Out of the total amount of Rs. 91,132 misappropriated, fresh sanctions for redrawing of a sum of Rs. 88,752 and its disbursement to the parties concerned were accorded during the period December, 1965 to April, 1966.

The following other irregularities were also noticed:—

- (i) During the period 1 June, 1962 to 20 May, 1964, the cash book was not written and closed methodically, while during the subsequent period 21 May, 1964, to 16 September, 1964, it was not written at all. In many cases, during June, 1962, to May, 1964, receipts and payments (involving Rs. 3.26 lakhs) were not passed through the cash book. The entries in the cash book for the period 20 September, 1963, to 20 May, 1964, were also not attested by the drawing and disbursing officer.
- (ii) The totals of the cash book were not checked either by the drawing and disbursing officer himself or by any other responsible person other than the writer of the cash book after 29 September, 1962, as required under the rules.
- (iii) Physical verification of cash was not done periodically or at least at the end of each month after December, 1962.
- (iv) The bill register was not maintained in the prescribed form.
- (v) Payment to parties was generally made through Remittance Transfer Receipts. No proper record was, however, maintained to watch the receipt of Remittance Transfer Re-

ceipts from the bank and their despatch to the parties concerned.

- (vi) Though the incumbency of the drawing and disbursing officer changed eight times during the period 1 June, 1962 to 16 September, 1964, no formal handing/taking over of cash balance in hand was done.

1.4. The irregularities mentioned at items (i), (iii) and (iv) above were also pointed out earlier in audit inspection reports.

1.5. On suspecting a defalcation, the case had been reported by the Department to the Special Police Establishment in September, 1964 for investigation, but their report is still awaited (December, 1966).

1.6. The Committee during evidence enquired about the present stage of investigations in this case of mis-appropriation of certain money in the External Relations Division. The Secretary, Ministry of Education, stated that the case was still pending with the Special Police Establishment. Asked what steps were taken to have it expedited, the witness stated that the papers pertaining to the case had remained under the scrutiny of internal auditors for a long time. There was also a departmental enquiry in the matter. Then the papers were required by Audit for special audit. The Special Police Establishment, the witness stated, took over the relevant papers for instituting judicial proceedings against the cashier only in April, 1967.

1.7. Narrating the history of the case, the witness stated that on 22nd September, 1964, a report appeared in the press that the cashier of the former Ministry of Scientific Research and Cultural Affairs had attempted to commit suicide. Immediately thereafter the Inspector General Police, Delhi, was requested to investigate the case and to trace the missing cashier. Simultaneously, the Accountant General Central Revenues was requested to conduct a special audit of the accounts handled by the cashier and the Special Police Establishment to investigate about the defalcation of funds. An Assistant Accounts Officer of the Accountant General Central Revenues (on deputation to the Ministry of Education) then looked into the accounts and submitted a preliminary report. The papers were then passed on to the Accountant General's office for special audit and later to the Special Police Establishment. According to the witness, the delay occurred because the same set of papers had to be examined by different authorities.

1.8. The Committee enquired whether investigations were initiated only on the basis of a press report and whether action was taken on the audit inspection reports issued in April, 1963, and November, 1963, wherein various irregularities committed in the department had been pointed out. The Secretary, Ministry of Education stated "Unfortunately I have not been able to lay my hands in the Ministry on papers because the Ministry of Scientific and Cultural Affairs dealt with that matter. There is no record available at present to show whether any action was taken on those things".

1.9. The Committee drew the attention of the witness to the cases of non-incorporation of certain monetary transactions in the cash-book which were mentioned in the audit inspection reports in April and November, 1963, and asked what steps had been taken to complete the cash-book. The witness replied that the cash-book was completed up to March, 1964. There were no entries from March, 1964, till September, 1964. All the entries were completed by the Assistant Accounts Officer before Accountant General could conduct a special audit. Elucidating further, he said that the main cash section of the Ministry dealt with the entire cash transactions of the Ministry. But so far as the cash transactions of the External Relations Division were concerned, there was a separate cashier for the purpose. In reply to a query it was stated that a lower division clerk worked as a cashier and he had deposited a security of Rs. 1000. The cashier actually did not handle large sums, but this was a very unusual case, the witness stated.

1.10. In reply to a question, whether the departmental enquiry covered the question as to why no action was taken on the previous Audit Inspection Reports, the witness replied that the departmental enquiry was to complete the cashier's papers and to look into the accounts so that the papers could be passed on to the Accountant General Central Revenues for special audit. In reply to a further question it was stated that object of the departmental inquiry was not to draw conclusions as to how the defalcations took place and who was responsible for them. The witness stated that the Ministry was awaiting the special audit report to proceed against those held responsible for the irregularities. The witness added ".....To safeguard the interests of Government, one of the officers who was a drawing and disbursing officer and who was due to retire recently has been served with a charge-sheet and his gratuity has been withheld. Against the other officers, charge-sheets have been framed and sent to the Ministry of Home Affairs...."

1.11. The Secretary of the Ministry, explaining the procedure of drawing and disbursing cash, stated that rules were quite adequate but unfortunately, he added, they were not observed and the supervisory officers did not perform their functions properly. There were 4 supervisory officers during the period relevant to this case.

1.12. The Committee drew the attention of the witness to the Audit para and asked as to why the non-writing of cash-book did not come to the notice of the Supervisory Officer between May, 1964 to September, 1964. The Secretary, Ministry of Education stated that non-writing of the entries in the cash-book related to the External Relation sections. He added ".....it seems that the defalcation was made by him (cashier) since he won confidence of all the officers. The officers were negligent of their duties because they did not check up those entries. They trusted him completely...."

1.13. Asked about the action taken against the supervisory officers, the representative of the Ministry stated that, out of four officers who had held the post during that period, one officer had been served with a charge-sheet and his gratuity had been withheld. In regard to the other three officers, the charge-sheets had been received from the Ministry of Home Affairs and they would be served in a few days. Asked further about the nature of charges against those officers the witness stated that they related to negligence and laxity of control. He added that the charge-sheet was approved by Central Vigilance Commissioner, who also advised that at this stage, the officers could only be asked to explain.

1.14. Asked whether any enquiry had been made against the officers for misappropriation or defalcation of money, the witness stated that if the enquiry officer found that there had been defalcation, action would be taken against the officer concerned. He added that there would be full enquiries and if the enquiry revealed that one or more officers had defalcated, legal action would be taken. The witness informed the Committee that the scope of enquiry included the finding of aiding or abetting in the misappropriation by the officers also.

1.15. The Committee enquired as to whether the four officers concerned lacked in training in as much as none of them took care to check the cash balances at the time of handling/taking over the charge. The witness stated that one of the officers was an Under Secretary and "he should be fully familiar with the Secretariat procedure", while the other three officers, who were Educational Advisers and experienced officers, were "expected to know the rules and they should conform to Rules."

1.16. Asked about the steps taken to prevent the recurrence of such things in future, the Secretary, Ministry of Education, stated that the following remedial measures had been taken:—

- (1) Attention of all heads of Divisions and the drawing and disbursing officers was drawn to the importance of properly maintaining the cashbooks and following the procedure laid down in the Central Treasury Rules. It was also emphasised that the Divisional heads should make sure by periodical checks that the drawing and disbursing officers under them were following the prescribed procedures in maintaining the accounts and fix the responsibility;
- (2) Under Secretary of the Budget and Accounts Division was asked to verify whether the accounts were being maintained in the External Relations Division properly and whether the drawing and disbursing officers were exercising adequate supervision. His report revealed that there was need for stricter enforcement of rules in cash matters. Necessary orders were accordingly issued. The External Relation Division was also asked to overhaul their system of drawing and disbursing the money; and
- (3) An Accounts Cell had been created in one Division which will deal with the External Relations under the charge of an Accountant from the A.G.C.R.'s office. Accounts of the Division will be maintained on a centralised basis and in accordance with the rules and regulations."

1.17. The Committee enquired if the chances of fraudulent drawals could have been eliminated if payments were made through bank drafts payable to the payee's account only. The witness stated that normally bank drafts and remittances received were drawn and payments made through drafts and the handling of cash was to be resorted to as little as possible. He added that the system had been further tightened. A cashier could now only draw petty cash.

1.18. Asked if the cashier involved in this case had sufficient property, the Secretary, Ministry of Education, stated "He has no immovable property. The rumour is that he gambled and lost."

1.19. The Committee have also been supplied subsequently with copies of the reports of the two enquiries conducted departmentally

into this case. The Enquiry Officer *inter alia* found the following serious lapses:

- (i) "It has been found that the sections deployed their own men other than the authorised cashier to collect the cheques from the Treasury or to get the cheques encashed from the Reserve Bank and invariably in these cases, the receipts do not find any place in the cash-books of External Relations Division. The practice, which is fraught with great risk, needs to be stopped forthwith. The cashier should be made responsible to collect/encash cheques and keep a proper record of these in the cash book maintained for the purpose."
- (ii) "Wrong totals (21-6-63 and 8-11-63), wrongly carrying-over closing balance (5-5-68) and not seeing to the closing of the cash-books for approximately 1½ years are cases of serious lapses on the part of the Drawing & Disbursing Officers."
- (iii) "Over-writings and erasers in the closing and opening balances occurred regularly after that date (19-9-63) and were not attested by the Drawing & Disbursing Officers. Change in the colour of the ink used, collaborates this suspicion."
- (iv) "The fact that the cash balance was never physically verified for about 2 years (last verification was on 13-11-62 by the then Drawing & Disbursing Officer) by the Drawing & Disbursing Officers, gave full liberty to the cashier and this ultimately culminated in the defalcation of the public funds."

The Departmental Enquiry Officer has also stated.

"The case has perpetrated for procedural lapses, laxity of control, non-vigilance and non-observance of provision of codal rules on the part of the Drawing & Disbursing Officers of the External Relations Division".

In the second report, it has *inter-alia* been stated.

Though the cashier is conventionally responsible for the safe custody and accountal of public money drawn from the Treasury, under the direct control and supervision of Drawing & Disbursing Officers, yet responsibility for the shortage will have to be fixed between the Draw-

ing & Disbursing Officer and the cashier, after taking into consideration the financial and treasury rules, the non-observance of which has led to this unfortunate episode.....”

1.20. The Committee regret to note a misappropriation of Rs. 91,132 by a cashier in the External Relations Division of the Ministry of Education during the period June, 1962, to September, 1964. It is all the more regrettable that the defaults committed by the cashier were not known to the Ministry till a report in the press about his suspected attempt to commit suicide was published in September, 1964. It is also surprising that the Audit Inspection Reports in April and November, 1963, mentioning serious irregularities such as improper maintenance of cash-books; non-incorporation of certain monetary transactions therein, ‘non-attestation of entries by the Drawing & Disbursing Officer,’ on-verification of cash in hand periodically and non-maintenance of bill register in the prescribed form, did not receive prompt attention in the Ministry, and even the papers relating to them are not traceable. The Committee feel that the various lapses in this case and the failure of the Drawing & Disbursing Officers to conduct the checks prescribed in the Central Treasury Rules and the General Financial Rules require thorough investigation. The Committee have no doubt that suitable action will be taken against the cashier for the embezzlement and against the Supervisory Officers if their negligence in the performance of their duties is proved.

1.21. The Committee also desire that the failure and negligence on the part of the Drawing and Disbursing Officers to observe the prescribed Financial Rules should be viewed seriously by Government. Suitable instructions should be issued to all the Drawing & Disbursing Officers in the Ministry of Education impressing upon them the necessity of observing strictly the Financial Rules prescribed for them and also making it clear to them that any failure on their part to observe the prescribed rules will entail disciplinary action.

1.22. The Committee note that the Ministry of Education have taken certain measures to avoid the recurrence of such cases in future. They find that it was primarily the non-observance of the various checks prescribed in the rules which led to mis-appropriation in this case. The Committee hope that the Ministry of Education will take appropriate steps to ensure strict compliance of financial rules by the Drawing & Disbursing Officers and all others concerned.

Sangeet Natak Akademi

Para 107, pages 133-34, item (a):—

1.23. In paragraph 96 of the Audit Report (Civil), 1963 and paragraph 94 of the Audit Report (Civil), 1964, mention was made of misappropriation of Government funds, slow progress of production of a documentary film, unauthorised payment of grants and certain other irregularities noticed in the accounts of the Sangeet Natak Akademi, which is financed mainly through grants paid by Government.

1.24. The table below shows, under broad heads, the receipts and expenditure of the Akademi relating to the years 1963-64, 1964-65 and 1965-66:

	(In lakhs of rupees)						
	Receipts			Expenditure			
	1963-64	1964-65	1965-66	1963-64	1964-65	1965-66	
Opening balance	3·13	3·97	0·81	Establishment T.A., Office contingencies .	2·82	2·94	3·13
Government Grants	12·90	11·90	13·23	Grants by the Akademi :			
Sale of publications, brochures, tickets, etc. and miscellaneous receipts	0·24	0·09	0·27	(a) National School of Drama and Asian Theatre Institute	2·84	3·55	3·24
				(b) Kathak Kendra	..	0·50	1·33
				(c) Other institutions	4·88	6·36	4·69
Recoveries of advances, income-tax suspense account, etc.	0·55	0·29	0·41	Filming, recording, seminars, festivals, research publications, etc.	1·72	1·78	1·23
				Miscellaneous (including advances, suspense account etc.)	0·59	0·31	0·49
				Closing balance	3·97	0·81	0·61
TOTAL	16·82	16·25	14·72		16·82	16·25	14·72

1.25. The annual statements of accounts submitted to Government do not take into account the receipts and expenditure of the National School of Drama and Asian Theatre Institute and the Kathak Kendra. The National School of Drama has been functioning as an integral part of the Akademi since 1959 and the financial responsibility in respect of the Kendra was taken over by the Akademi from the Bharatiya Kala Kendra in October, 1964. Both these institutions are being fed by grants from the Akademi.

1.26. During evidence the Committee enquired whether the high percentage of expenditure on general administration which ranged from 33 to 38 per cent during the years 1963-64 to 1965-66, had come to the notice of the Ministry and whether they had ever reviewed the position. The Secretary of the Ministry stated: "The Akademi has certain responsibilities for which staff is essential and the establishment charges are quite reasonable in the view of the Ministry". Asked further as to how the Ministry found these figures reasonable when the money which should be used for concrete purposes and projects was being used up on administrative set-up in the Akademi, the witness stated: "The Akademi has its own Governing Body and its own projects and sets up its own organisation; they seemed to be doing well. They could do better. They are fairly active, but they can be more active. But as far as I can see there is no administrative waste in the Akademi."

1.27. In reply to a question, the witness admitted that the job of the Akademi was to channelise funds to worthwhile purposes. But in addition to that the witness added, the Akademi was the main co-ordinating body in the country in some very broad and important fields—dance, drama, music and films. The Secretary of the Ministry further stated that the Akademi was a clearing house of information. In fact, to work effectively, it would need more specialised staff. There was no end to the work of the Akademi in the field for a country like India with its size and variety of culture and artistic forms. The Akademi was not only passing money to other bodies but also functioning as an agency for gathering information, promoting research, bringing out publications etc. For all these things, the Akademi required establishment and according to him the Akademi's establishment was not extravagant.

1.28. The Committee pointed out that, in most other institutions of this kind, the average administrative expenditure was between 10 per cent and 15 per cent and enquired whether there were any special reasons why the Akademi should be an exception to the general rule. The witness stated that a Reviewing Committee of the Akademi was

set up in 1964 under the Chairmanship of the late Dr. Bhabha. That Committee went thoroughly into the functioning of the Akademis, but no report of extravagance in this matter was received. He, however, conceded that bodies of this kind tended to have excessive staff. Asked whether the Reviewing Committee was specifically asked to go into the question of size of the establishment in relation to the job entrusted to it, the Secretary of the Ministry replied that the scope of the Committee was very wide. The Bhabha Committee was to look into the question whether all the three Akademis were fulfilling the functions for which they had been set up. The Bhabha Committee went into the question of organisation of the Akademis, their establishments, finances, giving of grants and achievements.

1.29. In reply to a further query the witness stated: "The Ministry is represented by officials and the officials who function on the governing body—because this is the only role of Ministry—have raised this question that the establishment charges are possibly high and this needs to be looked into".

1.30. The Committee then desired to know how the Akademi had been excluding the details of receipt and expenditure of the National School of Drama and the Kathak Kendra from the annual statements of accounts submitted by it to Government of India when these institutions were an integral part of the Akademi. The representative of the Akademi informed the Committee that it had been already agreed that lump sum receipts and payments of the National School of Drama should be incorporated in the Akademi's annual accounts from the current year.

1.31. In regard to the Kathak Kendra, he stated that, it was a separate administrative entity and was not at par with the National School of Drama. The Akademi had only assumed the financial responsibility and financed it on a cent per cent basis, but it was under the administrative charge of a different cultural institution. The Kathak Kendra had a separate Advisory Committee on which the Akademi was represented.

1.32. In response to a question, the representative of the Akademi stated that it was only an *ad-hoc* temporary arrangement since the financial responsibility had been taken over for a limited period. The witness added that, once the Akademi decided to take over the institution on a permanent basis, it would become an integral part of the Akademi like the School of Drama.

1.33. Asked on what considerations the financial responsibility of the Kendra had been taken over by the Akademi while its management was still left to the Bharatiya Kala Kendra, the witness stated that it was a policy decision of the Executive Board (of the Akademi) either to run such training institutions in the fields of music, dance and drama directly or to give them sufficient financial assistance. In this particular case, the Bharatiya Kala Kendra was already running

the Kathak Kendra for training. It had great 'gurus' with it and it was not prepared to part with them, also it had run the institution for 8 to 10 years. The Akademi, therefore, decided that it should first give sufficient grants and see how it (Kendra) functioned. The witness further said that it was a temporary arrangement and the position would be reviewed in another two years. In reply to a query whether any condition had been laid down regarding the assets of the institution, the representative of the Akademi stated that the Bharatiya Kala Kendra had several branches and activities. Kathak Kendra was one of them. Its assets were separate. Once a policy decision was taken and the Akademi decided to take over the Kathak Kendra its assets would certainly belong to the Akademi.

1.34. In regard to the status of the Bharatiya Kala Kendra, the representative of the Akademi stated that it was a registered institution.

1.35. The Committee then specifically asked whether the Ministry considered it prudent to leave the management of the Kendra to a private body after the full financial responsibility of the institution had been assumed by the Akademi. The Secretary, Ministry of Education, stated that the Ministry had no role in the matter as it came within the scope of the Executive Board and the Council of the Akademi.

1.36. About the question of audit of the accounts of the National School of Drama, the Committee were informed that since the School of Drama became an integral part of the Akademi, the Accountant General, Central Revenues, had been auditing the accounts of it along with the Akademi's accounts. It was only in the case of the Kathak Kendra, that the Accountant General, Central Revenues, did not come in.

1.37. The Ministry have furnished a statement indicating the break-up of expenditure on general administration of the Sangeet Natak Akademi for each of the years 1963-64, 1964-65 and 1965-66. The statement is at (Appendix I).

1.38. The Committee note that during the years 1963-64, 1964-65 and 1965-66 the administrative expenditure of the Akademi ranged from 33 per cent to 38 per cent of the total expenditure, if the figures of grants-in-aid payments made to other institutes on which the Akademi has no direct administrative control were excluded. Though, according to the Ministry, 'there was no administrative waste in the Akademi', the Committee feel that the percentage of expenditure on administration is on the high side. They would, therefore, like

the Ministry to review the expenditure of the Akademi and ensure that a greater percentage of it is spent for the furtherance of the aims for which the Akademi has been set up rather than allow it to be consumed on mere administration.

1.39. The Committee hope that a firm decision will soon be taken about the set up of the Kathak Kendra. In case it is decided to take over the institution on a permanent basis, its accounts should be made open to check by the Audit as is the case in other similarly placed institutions. Meanwhile, the Committee would like the Akademi to make sure that the substantial assistance at present extended to the institution is being properly and fully utilised for approved objectives and that the assets created therefrom will be available in fact, if the Akademi decide later to take over the institution.

Unsatisfactory production of documentary films—Para 107, Pages 134-135, item (b).

1.40. The Akademi entered into a contract on 28 January, 1963, with a private producer for the production, at a cost of Rs. 1.74 lakhs, of three documentary films on the lives of certain musicians for study, reference and research purposes. The work for the production of the films was awarded without inviting quotations.

1.41. According to the contract, each film was to be about 3,000 feet in length and the work was to be completed by 30 June, 1963. The producer, however, could produce and deliver only two documentary films, one 2,500 feet and the other 2,700 feet in length, upto September, 1964. The production of the third film was abandoned by the Akademi. On an examination of the films produced, the Special Officer of the Akademi observed that the films had completely departed from the approved script; that their quality was not impressive and photography was very flat and that their development lacked coherence. Despite this, payment of Rs. 1.15 lakhs in respect of these two films (i.e. equivalent to about two-thirds of the contractual amount of Rs. 1.74 lakhs for three films) was made to the producer during January, 1963 to September, 1965.

1.42. The Akademi has stated that "the films were meant for research and reference purposes, having great historical and archival value. Therefore it would not be correct to judge these films by the general art criteria and standards of popular documentary films". It has, however, been added that so far no research scholar has utilised the films for purposes of research, reference, etc. (December, 1966).

1.43. During evidence the Committee asked whether, before deciding on the names of artistes on whose lives the documentaries were

to be produced, the Akademi ascertained if any documentaries had already been prepared on their lives. The representative of the Akademi stated that no formal enquiry was made but later on it was found out that a small film with a different scope was produced by the West Bengal Government. Asked whether it would not have been proper to make such an enquiry before proceeding on this venture, the witness stated that the kind of films the Akademi proposed to produce on the musicians and dancers were to be of specialised character and normally such films were not produced by any other agency except the Akademi. Elucidating the point further, the Secretary, Ministry of Education, stated that the Akademi's Executive Board which decided at that time knew very well that there were some very ageing musicians on whom no films had been made and that it was necessary to preserve through this documentary medium their voices, their gestures, their way of conducting so that posterity could benefit from it.

1.44. On being asked why the Films Division could not be consulted about the selection of the producers, the representative of the Ministry stated that the producer chosen for the production of documentaries had a reputation in this field and he had worked on projects of that kind earlier.

1.45. He had produced a biographical documentary and also won the Prime Minister's Gold Medal for one of his films. The terms which were settled with him were somewhat lower than the norms observed by the Ministry of Information and Broadcasting. Taking all these factors into consideration, the witness added the Executive Board of the Akademi invited the particular producer to produce these documentaries.

1.46. Asked whether the Films Division of the Ministry of Information and Broadcasting was consulted before the contract was actually given, the representative of the Akademi stated that the Films Division was not consulted and no formal enquiry was made. Moreover, the Films Division was busy with its own assignments and could not undertake the work. Elucidating the point, the Secretary, Ministry of Education, informed the Committee that, on the 15th November, 1962, when this project was approved by the Executive Board of the Akademi it was mentioned in the Resolution that since the Ministry of Information and Broadcasting had in their hands their own projects, the Akademi might entrust this work to a competent producer.

1.47. In reply to a question as to how the Executive Board which decided to produce the films also named the producer, the Secretary,

Ministry of Education, stated that the producer was known to the Members of the Board; and the Board was in a hurry because the artists in regard to whom the documentaries were to be produced were ageing fast and the Akademi had to act quickly. All these factors led the Board to take a quick decision and invite a person with good experience. He added that the work being of a specialised nature, the right kind of person with a zeal for that type of work was needed. The Akademi therefore did not observe the usual method of asking for tenders. Expressing his own opinion the Secretary of the Ministry stated: "It is a zeal of artistic creation and in this the Akademi should not conform to the system of tenders."

1.48. The Committee were informed that, after the Executive Board had accorded its sanction to the agreement entered into with the producer, the Finance Committee of the Akademi at its meeting held on the 28th February, 1963, observed that in their opinion it was desirable to place on record the special reasons for selecting only this producer and suggested that "for the future it would be advisable to follow the normal rules of procedure in regard to such matters" and that the Executive Board had placed on record the reasons for taking that decision.

1.49. The Committee then referred to the fact that the producer selected by the Akademi, though on the approved list of the private producers maintained by the Films Division upto December, 1960, had been omitted from the subsequent approved lists, and asked whether before entrusting the work to the producer, the Akademi found out the reasons for which the producer's name had been dropped. The Secretary, Ministry of Education, replied, "We have not found it out."

1.50. Referring to the rates paid to the producer, the Committee enquired whether the Akademi knew that the Films Division of the Ministry of Information and Broadcasting adopted the per foot-rate whereas in this case the rate was calculated on a reel basis. The representative of the Akademi stated that in this particular case it was thought that the foot basis might induce the producer to bring in more materials which might damage the quality of the film. The rate paid to the producer, if calculated on the basis of footage, would come to Rs. 18 or Rs. 20 whereas in the case of Films Division the rate was Rs. 25 and in the case of other agencies it was Rs. 20/-. The witness added that the Akademi was, therefore, not a loser and it also ensured that the quality of the film would not suffer in the process.

1.51. According to the agreement, the producer was to be paid a sum of Rs. 1.74 lakhs towards the cost of production of the three

films. Asked to elucidate as to how this figure was arrived at, the representative of the Akademi stated that it was for three films on the basis of Rs. 50,000/- per film and Rs. 23,600 for some additional material e.g. English language version, one additional copy of each version and five 16 mm copies for projecting to student audiences in the music schools.

1.52. Asked about the basis on which the figure of Rs. 50,000 was arrived at, the representative of the Akademi stated that the producer himself had quoted a higher figure but after persuasion he came down to Rs. 50,000. In reply to a query as to why the Akademi had asked the producer to lower this figure, the Secretary, Ministry of Education, explained that the producer had made a film for Burmah Shell of the same kind and size, for which he had charged Rs. 50,000. The Akademi quoted this previous transaction of the producer and the producer agreed to lower the rate. The Committee enquired as to why the Akademi should pay at the same rate when the film for the Burmah Shell was for commercial purposes and the Akademi needed a film on musicians. The representative of the Ministry stated that the Akademi quoted the Burmah Shell figure for "pinning him down to the lower figure." Asked whether any other inquiries apart from quoting the Burmah Shell quotation, were made, the representative of the Akademi replied in the negative. The witness, in reply to another query whether any inquiry was made into the merits of the producer and the propriety of his demand, stated: "No inquiry was made." He added that according to the knowledge of the Akademi, "this producer was the best producer."

1.53. Asked to explain the normal procedure followed for the selection of a producer for such films, the Secretary, Ministry of Education stated: "The normal procedure is that after a project is approved, then the possible persons who can implement the project are selected and the Executive Secretary or somebody in the Akademi after consulting the persons in the Akademi would recommend a certain number of people."

1.54. The Committee referred to the Agreement with the producer, under which the three films were to be produced and delivered by the 30th June, 1963, whereas only two documentaries had been produced upto September, 1964 and the production of the third had been abandoned, and asked the reasons for the same. The representative of the Akademi stated that the delay was primarily due to artistic considerations in making a film on such musicians. He added "artists were temperamental. Naturally there is difficulty in having

sittings. The producer had to go several times. It always got delayed and the musicians did not give time for shooting the films."

1.55. As regards the abandonment of the third film, the witness stated that there the problem was to get sufficient material. Though the producer made two or three visits to the area, where the musician resided sufficient material pertaining to the musician was not available and the Akademi also felt that it was not sufficiently artistic.

1.56. The Committee then enquired as to why no investigation was made as to the availability or otherwise of the material before the project was taken up. The representative of the Akademi explained that they were the top musicians in the field with great achievements and the film pertaining to their lives was considered necessary. It was, therefore, decided, as a matter of principle, that films on these three musicians should be made, but later on it was discovered that in the case of one musician sufficient material was not available.

1.57. The Committee enquired whether any script or sketch was available at the time when it was decided to produce the documentaries. The Akademi's representative stated that the script writing was a highly technical job. The producer gave a basic skeleton or scenario. Material on the musicians was available with the Akademi which the producer could easily collect. The Committee then asked what were the means to ensure that the producer stuck to the script. The representative of the Akademi stated that after some preliminary survey work, the producer visited the musicians and also collected some more written materials. He submitted a scenario which was examined in the Akademi to find out whether there were any gaps; various suggestions were also given at different stages of preparation by the technical officers of the Akademi. Whatever deviations were there, the witness stated "they were controlled, they were deliberate and they were accepted for artistic reasons." The Committee referred to the observations of the Special Officer that the quality of the films was not impressive; the photography was flat and their development lacked coherence and asked in spite of those comments why the payment was made to the producer. The representative of the Ministry stated "The observations of the Special Officer were not accepted by the Akademi. The special officer was not a specialist in photography and the Akademi considered the film from the artistic and photographic standard upto the required standard." The Special Officer was not such a specialist that his view was to be accepted. Asked whether the Special Officer reported on the film in the course of his duty or outside his province, the representative of the Akademi stated that this particular assignment was under his

charge because he was the Special Officer for music, and he was not asked to report on the film. Asked whether the film was sent to the Special Officer for examination, when it was received by the Akademi, the witness replied: "The film was screened before the specially invited audience—musicians, artistes, dancers, the dramatists etc. Along with them he was also there." In reply to a further query, it was stated: "As regards the musical content of the film he is a technical man," but not as regards other aspects like photography.

1.58. Asked how it was ensured that there was no departure from the script, the witness stated that the film was screened before specially invited artistes like Satyajit Ray, Uday Shankar, Shambhu Maharaj. They were to see how the script was going.

1.59. On being asked whether the question of delay was ever taken up with the producer, the representative of the Akademi stated that the producer was asked to expedite the film. The producer explained the difficulties and also speeded up the work at various stages.

1.60. To a question whether the Akademi was satisfied that the films would serve the purpose for which they had been produced, the witness replied in the affirmative and stated that the films were produced for study, reference and research purposes and that they were the part of Akademi's archives. He further stated that so far the films had not been used for research purposes. He added that their use for research purpose would, however, come in course of time or when the musical research expanded in the country.

1.61. In reply to a query the witness stated that the research or reference value of the films could be assessed only after a lapse of 10 to 15 years. He hoped that the films would serve the instructional purpose and disclosed that the Akademi had procured 16 mm films and would project them to student audience.

1.62. When asked specifically if the films had been put to any use so far, the representative of the Akademi stated: "So far they have not been used. But requests have been received from the Ministry of Information and Broadcasting and other sources to have abridged versions of these two films, which will be shown not only in the country but also abroad." A request from a producer in West Bengal had also been received for one film for general screening.

1.63. Asked about the total payment made to the producer, the witness stated that for all the films Rs. 1.15 lakhs were paid as lump-sum initially which was later adjusted.

1.64. From the copy of the Agreement signed by the Akademi with the private producer, the Committee find that the Akademi was to pay to the producer a total sum of Rs. 1,73,600 according to the following schedule, 'after the faithful performance of the services':—

	Amount (Rupees)
<i>Production of film :</i>	
1. Cost of production of three 3-reel films (including artistes fees)	1,50,000
2. English version of each film 3x4, 500 rupees	13,500
3. One additional copy of each version 2x3x435 = Rs. 2,610 (rounded to Rs. 2,600)	2,600
4. Five 16 mm copies of each version (30 copies) 30x250	7,500
	<hr/>
(inclusive of Sales Tax if any)	1,73,600
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The mode of payment agreed upon was as under:—

1. Rs. 57,800 on signing the Agreement i.e. on commencement of production;
2. Rs. 57,800 after approval of the rough-cut along with a rough commentary;
3. The balance on completion of the pictures censored and on delivery of all materials to the sponsors as stipulated in the agreement.

1.65. The Agreement neither provided for any financial guarantee from the Producer nor for the levy of any penalty on him if he was unable to produce the films by the fixed date. The Agreement rather provided that "in the event of the film being left incomplete by the Producer the Sponsor may, in respect of any portion of the work executed by the Producer and approved by the Sponsor, at his discretion, fix such charges as he may deem fit and pay the same to the Producer."

1.66. While the Committee do not question the utility of producing really artistic films on the lives of great musicians, they feel that, if justice is to be done to the underlying idea, the production should conform to the highest standards. The Committee see no reason why the Sangeet Natak Akademi in selecting a producer for these films

did not avail itself of the expert advice available in the Ministry of Information and Broadcasting (Films Division) or at least ascertain whether the name of the particular producer to whom these films were being entrusted continued to be on their approved list.

1.67. The Committee are further perturbed to find that, apart from the gross delay in the production of the film, their quality and presentation have been the subject of adverse comment. The Committee are surprised to find that after taking up the matter with the producer for furnishing an adequate financial guarantee against the advances given to him, the matter was not pursued to its logical conclusion.

1.68. The Committee suggest that the Ministry may prepare a case study of the production of these films with a view to pinpointing various errors of omission and commission which have resulted in the lapses mentioned in the Audit para so as to avoid their recurrence.

(d) *Outstanding utilisation certificates—para 107 (d)—Page 136.*

1.70. Grants aggregating about Rs. 4.00 to Rs. 6.00 lakhs are paid by the Akademi every year to various institutions for purchase of musical instruments, tape recorders, costumes, lighting and stage equipment etc., and for bringing out publications. According to the information supplied by the Akademi in December, 1966 utilisation certificates for grants amounting to Rs. 4.14 lakhs were awaited from 84 institutions (including 11 cases involving grants amounting to Rs. 0.44 lakh paid during 1961-62 to 1963-64). In one case, where a grant of Rs. 9,500 was paid during 1959-61, the Akademi has stated that attempts to obtain the requisite utilisation certificate from the grantee have failed and that no useful purpose would be served in pursuing the matter.

1.71. The Reviewing Committee appointed by Government in 1964 to review the working of the Akademi had observed that the disbursement of grants "has not only imposed on the Akademi a heavy burden of work of a routine nature but has also involved it in a number of complications". The Reviewing Committee accordingly recommended that the Akademi should divest itself of this function and that grants should be disbursed to the institutions directly by the Ministry of Education. Although the Ministry decided on 4th September, 1965 that in future grants to these private bodies would be paid by them direct, on reconsideration this decision was revoked on 18th October, 1966 and the Akademi was asked to disburse the grants for 1966-67 as hithertofore.

1.72. The Ministry have advanced the following reasons for not accepting the recommendation of the Review Committee that grants to private institutions should be disbursed by the Ministry instead of by the Akademies: "The Ministry initially accepted the recommendation of the Reviewing Committee that grants-in-aid to institutions would henceforward be disbursed by the Ministry on the recommendations of the Akademies and accordingly communicated its decision to the two Akademies concerned. The matter was thereafter considered by the Executive Boards of the Sangeet Natak Akademi and the Lalit Kala Akademi who expressed themselves strongly against the proposal. Both the Akademies felt that such transfer would not reduce their work. The Lalit Kala Akademi also felt that the prestige of the Akademi would suffer if this right was transferred."

1.73. The Ministry have further stated:

"The matter was carefully considered in the Ministry taking into consideration the reasons which prompted the Committee to make this recommendation and it was decided that in view of the strong views expressed by the Akademies, the Grants-in-aid to institutions may continue to be disbursed by the Akademies direct as heretofore. In revising its previous decision the Ministry was mainly guided by the fact that the Akademies would still continue to receive the applications, scrutinise them and obtain decisions of their Grants Committees, leaving only the disbursement of the grants to the Ministry. There would be an increase in correspondence between the Ministry and the Akademies as also of routine work without any corresponding benefits, which would cause unnecessary delays in the disbursement of grants. Additional staff would also be necessary in the Ministry to cope with the additional work."

1.74. From the written information furnished by the Ministry it is noted that in the year 1964-65 and 1965-66 too the Akademi released grants amounting to Rs. 6,000 and Rs. 4,500 respectively without obtaining utilisation certificates in regard to the earlier grant paid to the institution concerned.

1.75. The Secretary, Ministry of Education, explained during evidence that the Akademi awarded grants only after utilisation certificates of previous years had been received. He informed the Committee that the position in regard to the receipt of utilisation certificates had improved. Utilisation certificates from 53 out of 84 institutions of the value of Rs. 1.49 lakhs out of Rs. 4.14 lakhs, as mentioned in the Audit para, had been received till 13th June, 1967.

1.76. Grants are given by the Akademi for various purposes such as for survey of projects, taking up new production or purchase of equipment, training in music, dance, drama etc. The Committee en-

quired whether the Akademi had prescribed any general procedure for making the grants or whether each grant was made on an *ad hoc* basis. The representative of the Akademi explained that the Akademi had laid down criteria and procedures with the approval of its Executive Board. Applications were received from *bona fide* institutions through the State Akademies and a decision was taken on the basis of past records and also of the utility of a particular project. Grants were sanctioned by a Grants Committee appointed by the Executive Board. Asked whether there was any arrangement by which the Akademi ensured that costly equipment like tape recorders etc. were put to proper use by the grantees, the witness stated that the institution concerned was required to maintain a register for the permanent or semi-permanent assets created by the grants. The Akademi also maintained a similar register and there were periodical inspections too.

1.77. The Committee desired to know whether any evaluation had ever been made to ascertain that the grants given by the Akademi had achieved the desired results. The representative of the Akademi stated that evaluation was made in every individual case. The Akademi also remained in constant touch while the project was in progress and both the technical aspects and grant utilisation were supervised.

1.78. The Committee then referred to a case in which a grant of Rs. 9500 was made but the utilisation certificate had not been obtained as pointed out in the Audit sub-para, and enquired the reasons for not pursuing the matter. The Secretary, Ministry of Education disclosed that the matter had been taken up at the highest level. The Chairman of the Akademi at Delhi got in touch with the Chairman of the Sangeet Natak Akademi, Bihar. The matter was also considered at the meeting of the General Council of the Akademi in November, 1965. It was reported that all attempts had failed and the money could not be recovered.

1.79. In reply to further questions about the matter, the representative of the Akademi stated that the grant was meant for lecture demonstrations, costumes and Akademi activities. There were no papers from which it could be indicated that the grant was utilised for a particular purpose. The witness added that the organisation in question was an autonomous body and had since been dissolved and made a department of Government. The Government of Bihar had also expressed their inability to make repayment as they were unable to trace the papers. Asked as to why the case had not been handed over to the police for investigation, the witness stated that the General Council of the Akademi had taken the decision that no useful purpose would be served by pursuing the matter.

1.80. It was noted from the written information supplied by the Ministry that the Akademi had released grants of Rs. 10,500 to two institutions in 1964-65, even though the utilisation certificates had not been received for the previous year. The Ministry have also stated reasons for the non-submission of certificates by the two institutions and have added that the certificates have since been received.

1.81. Asked during evidence whether the procedure of releasing the next grant only after receipt of a utilisation certificate for the grant already paid was strictly followed, the representative of the Akademi stated that exceptions were made in rare cases where an institution asked for the extension of time for previous grant.

1.82. The Committee feel that the submission of utilisation certificates should be insisted upon before releasing further grants. However, in exceptional cases where a formal utilisation certificate is likely to be delayed and a further grant is urgently needed, the granting authority should satisfy itself that previous grant had been put to the use for which it was intended before sanctioning and authorising further grants.

Publications—Para 107 (e)—Pages 136-137.

1.83. A large percentage of publications brought out by the Akademi during the period 1955 to 1965 has remained unsold.

Year	No. of titles brought out	Copies* printed	Copies issued as complimentary	Copies sold	Copies in hand as in November, 1966	Value of copies in stock	Percentage of unsold copies to total print order/stock in hand on 1 January 1963
						Rs.	
1955—60	11	5,349	501	620	4,228	7,478	79
1961 .	3	3,305	404	377	2,524	35,216	76
1962 .	1	971	754	79	138	138	14
1963 .	1	794	19	31	744	14,880	93
1964 .	4	4,071	636	263	3,372	15,334	82
1965 .	2	1,991	325	110	1,556	4,183	78

The figures of 5,349; 3,305 and 971 represent the opening stock balance as on 1 January, 1962. The information regarding the exact number of copies printed was not available.

1.84. The Akademi has stated that "the books have only a limited appeal to specialists. Quick turn-over can, therefore, hardly be expected. Nevertheless, the Akademi constantly endeavours to step up sales by advertisements and through suitable sales agencies" (December, 1966).

1.85. Referring to the recommendations contained in the 29th Report of the P.A.C., 1964-65 (para 46), the Committee enquired, during evidence, what action had been taken thereon. The representative of the Ministry of Education stated: "The Akademi continues to make serious efforts to step up the sales and to advertise through suitable agencies. It is, however, an inescapable fact that print orders cannot be reduced below a certain level in the interests of economy of printing expenditure. It is also a fact that the sale of specialised books brought out by the Akademi appeal to a very limited circle. Therefore, the progress is slow". Asked about the minimum economic quantum of publications, the witness stated, "I think 2,000 copies should be the minimum". Asked as to why a large number of copies of bulletins of the Akademi for 1957 to 1965 were kept in stock, the Akademi's representative stated that the bulletins were in the nature of periodicals brought out by the Akademi. The Akademi had since started a quarterly journal. Apart from one or two articles the bulletins mostly contain reports of cultural activities in the country and therefore, they have a topical interest and limited sale value. As time lapsed, the witness added, some of the bulletins could be used for research and reference purposes. The witness assured the Committee that the Executive Board of the Akademi would consider the suggestion for weeding out Bulletins, which were in excess of requirements. The Akademi would also decide whether some of these bulletins and journals might be presented to institutions in the field of music, drama and dance.

1.86. The Secretary, Ministry of Education added that the position would be reviewed with a view to effect economy. For example special Bulletins which were required to be distributed to a limited number for current use could be cyclostyled instead of printing them.

1.87. Asked whether any list of persons for supply of complimentary copies was kept in the Akademi's office, the Akademi's representative stated that according to a rule approved by the Finance Committee and the Executive Board, every complimentary copy issued was counterchecked by the Secretary of the Akademi and reported to the Finance Committee.

1.88. The Committee also referred to the high prices of some of the books and publications published by the Akademi and enquired whether for that reason there was a large number of unsold copies, and whether the prices could not be reduced to boost their sales. The Secretary, Ministry of Education, stated that the price was fixed in relation to the cost of production and according to the usual criteria. He, however, hoped that there would be buyers for them.

1.89. The Ministry have also furnished a statement indicating the number of publications brought out, number of copies printed sold etc., during the period 1955—60 and from the year 1961 to 1967, which is at Appendix II.

1.90. The Committee find from the statement that the number of copies sold of each publication has generally been less than the copies issued as complimentary and that the percentage of unsold copies to total printed copies, during the above period, has ranged between 74 and 93. In only one case were there 13 per cent unsold copies. The total value of unsold copies during the period was about Rs. 85,000. The Committee also note that, though the number of titles brought out by the Akademi has considerably gone down, the percentage of unsold copies has gone up.

1.91. In para 46 of their 29th Report (Third Lok Sabha), the Committee had observed that "gaining experience from the accumulation of publications, the Akademi should in future keep the number of copies to be printed to the minimum. All out efforts should be made to sell publications lying in stock." The Committee regret that their earlier suggestions do not appear to have been asked upon in the following year, and the tax-payers' money thus continues to be wasted. They reiterate their earlier recommendation and suggest that the publication policy of the Akademi should be reviewed and the utility of its publications assessed and that the print orders should be kept to the minimum necessary. They also desire that the Akademi should decide immediately about the disposal of unsold publications, as their storage and upkeep are an additional financial burden on the Akademi and on the public revenues.

Unsatisfactory implementation of a project—para 108, page 137.

1.92. During June, 1955 to June, 1957 a grant of Rs. 25,000 was paid by the Ministry to the Hindi Sahitya Sammelan, Allahabad for the preparation of a standard English—Hindi dictionary. Some portions of the dictionary covering alphabet 'A' were submitted by the Sammelan in December, 1955 and March, 1957, but each time

these were returned by the Ministry with certain suggestions for revision. A special officer of the Ministry, who later examined the material in September, 1957, was of the view that the staff engaged by the Sammelan on the work did not know even the fundamentals of the modern principles of lexicography. However, on a request from the Sammelan the Ministry agreed to give further assistance for completion of the project on the conditions that (i) the Sammelan would complete the work within one year (ii) the work would be done under the close supervision of the Ministry, (iii) in case the Sammelan failed to complete the work within the stipulated period or the quality of work was not found to be satisfactory, the Sammelan would have to refund the entire amount sanctioned for this purpose. On the Sammelan agreeing to these conditions further grants aggregating Rs. 37,500 were paid to it in four instalments during April, 1958 to February, 1961. the last instalment being released on receipt of a certificate from the Sammelan that manuscripts had been finalised in all respects in the light of suggestions made by the Ministry from time to time.

1.93. In October, 1961, the Ministry agreed to give further assistance (upto Rs. 1,38,650) for printing of the dictionary and also released a sum of Rs. 32,800 as the first instalment for the purpose. But in October, 1963, the Sammelan itself informed the Ministry that the defects pointed out by them and actually not been removed by its Editor-in-Charge and that the manuscripts required proper revision. As a result, the Ministry, recovered, in January, 1964, the amount of Rs. 32,800 released for the printing of the dictionary.

1.94. The Sammelan was also informed in November, 1963, that in case the work was not properly revised by March, 1964, Government would be constrained to request it to refund the remaining grant of Rs. 62,500 as well. The work has, however, not been completed nor has the amount been recovered from the Sammelan so far (December, 1966).

1.95. During evidence, the Secretary, Ministry of Education, explained that the Hindi Sahitya Sammelan was considered to be technically an experienced organisation having at its command the resources for preparing a standard Hindi-English dictionary. The witness added that "the Sammelan was a competent body to do so. this is a kind of work in which there are very few competent scholars" "the Hindi Sahitya Sammelan of Allahabad is a well-known organisation and they have a lot of literary work to their credit. In view of the need to encourage dictionaries in this country, we felt that it would be a good idea to assist the Sammelan on the project."

1.96. Asked whether any attempt was made to find out whether the Sammellan had competent staff or the name of the Sammellan was considered good enough to undertake the work; the witness replied that it was not thought "necessary to go into so many details."

1.97. The witness stated that originally the project was a small and limited one. It was estimated to cost Rs. 1 lakh. In 1955, the Ministry decided to give an *ad hoc* grant of Rs. 25,000 as a kind of encouragement to the Sammellan. With the spending of that amount, very little progress was made. In 1957, when the Sammellan brought forward a comprehensive project, the Ministry examined the project and sanctioned further assistance of Rs. 37,500. The Ministry have, in their note, furnished the following additional information:—

"The total estimated cost of compilation and revision of the manuscript of the standard English-Hindi Dictionary is Rs. 1,06,000/- out of which Rs. 62,500/- has been borne by the Ministry and the balance (Rs. 43,500/-) by the Sammellan. Besides the Government grant of Rs. 62,500/- the Sammellan has so far spent Rs. 35,000*/- out of their own funds.

The estimated cost of printing the dictionary is Rs. 1,38,650/- which the Ministry had agreed to pay in full."

1.98. The Committee enquired as to the criteria on which further grants were released to the Sammellan. The representative of the Ministry of Education stated that the progress made by the Sammellan was reviewed. At the time of review the work to be done, the number of persons to be appointed, the expenditure to be incurred on them. etc. was estimated and after going into the detailed costing of the preparation of the manuscript, the grant was released.

1.99. Asked whether the staff of the Sammellan was changed after the Officer on special duty had reported that they were inept, the witness stated that after the Report, new staff was appointed by the Sammellan. The Sammellan also established a small office in Delhi and one of the officers in the Central Hindi Directorate was in liaison with the work.

1.100. Asked as to how the Sammellan itself pointed out the defects two years after the printing grant was released when the Ministry was supposed to watch the work, the representative of the Ministry stated that "in 1960, the Sammellan gave us a statement that the manuscript had been completed and that it was ready for being printed."

*According to Audit the amount is Rs 33,000.

1.101. The Ministry have stated in a written note that they did not "entirely depend on the certificate given by the Sammelan earlier to the effect that the manuscript of the Dictionary had been finalised in all respects in accordance with the suggestions made by this Ministry. Two officers of the Central Hindi Directorate were deputed to examine the manuscript. They carried out a sample checking of the manuscript and found it to be generally satisfactory."

1.102. Hence the Ministry agreed to release the first instalment of the printing grant. Later on, the witness added, there were certain changes within the Sammelan itself and the Sammelan on its own informed the Ministry that it would like to review the manuscript. The Sammelan was then informed that in case it was not being printed immediately, the money given for printing purposes should be refunded.

1.103. Asked about the actual recovery of the amount from the Sammelan, the representative of the Ministry stated that the amount of Rs. 32,800/- given for printing purposes had been recovered. About the rest (Rs. 62,500) given in five instalments, it had not yet been refunded by the Sammelan, despite Government's request. The Sammelan had, however, represented to Government that it was reviewing the manuscript. It had been found that a new Editor had been appointed to do the work. The Editor had also reported that with some further amendments and improvements the dictionary could be printed. Therefore, the demand for repayment was not being pressed. The Ministry hoped that the dictionary would be printed soon.

1.104. The witness admitted that the project had taken an unduly long time but stated that the Ministry did not think that they should take it over and complete it. It was very difficult to compile a dictionary in the country as there were very limited experts in this field. The witness still felt that the manuscript as finalised in 1961, could have been printed. But the Sammelan, for reasons best known to it, did not want to print it and wanted to review it. The Ministry did not think it proper to press on the Sammelan that the manuscript, as it was, should be printed, because if later on some error was pointed out, the Sammelan would have defended itself by saying that it did not want to print the dictionary but the Government pressed it to do so. The Sammelan was, therefore, left to take its own time. Answering another query, the witness stated that there was nothing strange in it as there could be difference of opinion and there could be a wide range in regard to the standards of dictionaries.

1.105. The Committee cannot but consider it regrettable that a project initiated in 1955, with the expectation of completion in 1959, has remained incomplete till 1967. They are constrained to observe that the Ministry themselves are responsible for this delay as they failed to exercise proper supervision over the execution of the project by the Sammelan. Initially when the project was entrusted to the Sammelan in 1955, the Ministry had not cared to verify whether the Sammelan had competent staff to compile a dictionary. When the special officer had expressed a view in 1957 that the staff engaged by the Sammelan on the work did not know even the fundamentals of the modern principles of lexicography, the Ministry should have satisfied themselves fully about the capacity of the Sammelan to pursue the project. The Committee regret to observe that the Ministry, instead of assessing the Sammelan's capacity to complete the work, gave further grants amounting to Rs. 37,500 during the period from April 1958 to February 1961 (Rs. 10,500 each in April 1958; December 1959, and February, 1960, and Rs. 6,000 in February, 1961).

1.106. Again, in 1961, on being informed by the Sammelan that the manuscripts had been completed in all respects in the light of suggestions made by the Ministry, the latter agreed to give further assistance of Rs. 1,38,650 to the Sammelan for printing the dictionary and out of this actually released Rs. 32,800 as the first instalment in October 1961.

1.107. In 1963, the Sammelan informed the Ministry that the defects pointed out by them had actually not been removed and that the manuscripts required proper revision upon this the amount of Rs. 32,800 was got refunded in January, 1964. The Ministry have also stated that they did not "entirely depend on the certificate given by the Sammelan" and that their two officers carried out a sample check and found the manuscript to be generally satisfactory. The Committee are unable to understand as to how these two divergent situations came to exist. They feel that the Sammelan did not present a correct picture to the Ministry in 1961 and that the Ministry's officers did not carry out an effective check.

1.108. The Committee hope that the Ministry will now maintain close liaison with the Sammelan and exercise adequate supervision over the project in order to ensure that the text is revised and printed as early as possible. They would like to be informed of the date of the completion and issue of the dictionary.

1.109. The Committee also suggest that, before entrusting such projects to different organisations in future the Ministry of Educa-

tion should satisfy themselves that such organisations have adequate and competent staff to undertake such projects and that such staff is actually employed on the project entrusted by Government to them.

Abandonment of a project—para 109, page 138.

1.110. In May, 1956, a grant of Rs. 25,000 was sanctioned to the Hindustani Hindi Sabha, Hyderabad, an unregistered institution, for the publication of a seven-language dictionary entitled "Sapt Bhasha Kosh". Out of the sanctioned amount, grants totalling Rs. 21,750 were released to the Sabha in four instalments during the period May, 1956 to February, 1958.

1.111. In February, 1957, the Sabha submitted a portion of the manuscripts of the dictionary to the Ministry for their approval. By that time, two instalments of grants amounting to Rs. 6,250 each had been released to the Sabha. After the release of the third instalment of Rs. 6,250 in March, 1957, the manuscripts were examined by the Ministry. These were found to be unsatisfactory and were returned to the Sabha in September, 1957, with certain instructions for revision. The fourth instalment of Rs. 3,000 was released to the Sabha in February, 1958.

1.112. The revised material received in June, 1958 was examined in August, 1958 by the General Editor in the Ministry, who observed that the work was full of errors and that the Sabha did not know even the fundamental principles of lexicography. In August, 1958, the Andhra Pradesh Government, which had an occasion to review the work done by the Sabha, also reported to the Ministry that the work was "neither systematic nor promising in quality and accuracy." and that its publication would be "a liability rather than an asset".

1.113. From September, 1958 to May, 1963 the matter remained under correspondence with the Sabha State Government. In June, 1963, the State Government informed the Ministry that the Sabha was no longer in existence.

1.114. The Ministry have stated that "it is true that the work produced by the Hindustani Hindi Sabha, Hyderabad, was not quite suitable for publication in its present form, yet it could be suitably utilised by the Government as basic and reference material for the compilation of dictionaries proposed to be taken up during the Fourth Plan" (December, 1966).

1.115. The Committee, enquired during evidence, why grant was released to the Hindustani Hindi Sabha, Hyderabad, when it was not a registered body. The Secretary, Ministry of Education stated that in respect of scholarly projects of this kind, the Ministry sometimes gave grant even to an individual or an unregistered society. He added that this was a very attractive project as it covered 7 languages. However, in execution the quality turned out to be poor and did not come upto the scientific standard for producing such dictionaries. The witness stated that in quantity the work was very impressive as the Sabha had submitted 13 Volumes to the Ministry. The witness also disclosed that the Ministry had several schemes of that kind in the Fourth Plan and it was hoped that the material which had been received, would be usable and not go entirely as a waste. He added that "it is true that the grant given to the unregistered body was unusual.....but since the project was very attractive, this was done."

1.116. Asked whether any enquiry was made about the Sabha's credentials before deciding to entrust the work to it, the Secretary of the Ministry of Education stated that at that time the Sabha had 22 books to its credit and it was also conducting Indian language examinations. This was considered to be adequate evidence of its good credentials and its capacity.

1.117. The Committee enquired whether any checks were exercised on the work that was being done by the Sabha. The Ministry's representative stated that the work was being periodically sent to the Ministry and was looked into by the Officer on Special Duty and the staff working under him. He explained further that in the early stages the work seemed to have been progressing well while only later on (i.e. when the Sabha started putting word equivalents of other languages) that the special officer reported that the staff working there did not know even the elements of lexicography. In the connection, the witness gave the Committee a broad outline of the project "Sapta Bhasha Kosh". When the Committee referred to the remarks of the Andhra Pradesh Government on the work, as pointed out in the audit para, the representative of the Ministry explained that the Sabha, while it was working on this very limited project, in 1958 or so, sent to the Ministry a bigger and comprehensive project involving a couple of lakhs of rupees. That project was referred to the State Government for opinion and in response to that the State Government made those remarks. The witness added that the Sabha appeared to have been given some financial assistance and some project aid by the State Government. The State Government were not satisfied with the work done as also with a handling of public

funds by the Secretary of the Sabha. When this came to the notice of Ministry, grants to that organisation were stopped. To a query, the witness replied that no specific enquiry was made from the State Government about the organisation when the project was considered in 1956.

1.118. The Committee desired to be apprised of any programme chalked out for the proper utilisation of the materials received. The Ministry's representative disclosed that a small Committee had been set up in the Ministry to review the work done and to find out whether it would be worthwhile to complete this project and print it under the auspices of the Ministry. That Committee's recommendation had been considered by the Ministry and it was found that it would among other things involve the appointment of a number of persons for a short period. The Ministry had, therefore, decided not to print it or work on it further but to utilise the material in implementing a number of other projects—production of bilingual and multi-lingual dictionaries during the Fourth Plan.

1.119. In reply to the Committee's query, the Ministry have furnished following information :—

“It is true that the then Chief Minister of erstwhile State of Hyderabad, while recommending the application of the Hindustani Hindi Sabha for the Sapt Bhasha Kosh, reported briefly the literary work already done by it and indicated that its proposals needed closer scrutiny in consultation with the State Government. As there already existed a Coordination Committee in the Ministry comprising eminent scholars and a non-official as its Chairman for examining Dictionary Projects, it was not considered necessary to consult the State Government in regard to the technical details and the academic implications of the proposal; the State Government was also not required to finance the project. Later, however in May, 1958 when in connection with some other proposals submitted by the Hindustani Hindi Sabha for propagation of Hindi, the State Government reported that the Secretary of the Sabha did not have a good record, this Ministry immediately wrote to the State Government to investigate into the whole affair of the Sabha with particular reference to the execution of the Dictionary Project by it and payment of further grant to the Sabha was stayed.

The State Government reported adversely about the execution of the Dictionary Project by the Sabha and the Government of India immediately stopped payment of any further grant to the Sabha."

1.120. The Ministry have also stated that they have since reviewed their policy in regard to the sanctioning of grants to such institutions. They have added that they do not now "generally give grants to un-registered societies or individuals or without careful investigation into the resources of the institution, both in regard to men and material and its past performance on similar work. The conditions of the grant have also been tightened by requiring the grantee institution to refund the entire amount in the event of the work being found unsatisfactory and/or its non-completion within the scheduled period".

1.121. The Committee are constrained to observe that in spite of the comments of the Chief Minister of the erstwhile State of Hyderabad that the Sabha's proposals 'needed closer scrutiny in consultation with the State Government', the Ministry did not think it proper to consult them on the ground that the State Government was not required to finance the project and entrusted this work to an un-registered body. Apart from this, the Ministry did not also satisfy themselves about the quality of the work done by the Sabha before releasing the second and third instalments.

1.122. The Committee feel that had the Ministry shown vigilance and examined expeditiously the portion of the manuscript submitted by the Sabha in February, 1957 at least the amount advanced to the Sabha after February, 1957, would have been saved. The Committee suggest that in future, while entrusting work or granting financial assistance to such institutions, the State Government should invariably be taken into confidence and should as far as possible be associated with the work. The State Government being nearer the scene can exercise more effective control than the Ministry at the Centre.

1.123. The Committee hope that with the revised policy of sanctioning grants to non-official institutions like the Hindustani Hindi Sabha, Hyderabad, such instances will not recur. They further hope that the Ministry will in future satisfy themselves fully as to the suitability of private institutions after consulting the relevant State Government before deciding to entrust any project to them.

Incomplete implementation of a project—Para 110—Pages 138-40.

1.124. With a view to evolving a standard system of short-hand suited to the genius of Hindi and other regional languages, the Ministry decided in 1956 to have a morpho-phonemic analysis of 9 re-

gional languages, viz. Hindi, Assamese, Bengali, Oriya, Tamil, Kan-
nada, Malayalam, Telugu and Gujarati. The work was entrusted to
seven Universities/Colleges from 1957 onwards and they were re-
quired to complete the work by September, 1959 (extended upto
November, 1965 in some cases). The total cost of the project was
estimated to be Rs. 84,460 and, against this, payments aggregating
Rs. 70,588 were made to the Universities/Colleges upto March, 1966.

1.125. Three Universities/Colleges, to whom grants amounting to
Rs. 47,778 were paid submitted manuscripts of the work done by
them to the Ministry during August, 1959 to July, 1966. The work
with the remaining four Universities is in different stages of comple-
tion, as detailed below:

Name of the University.	Name of the language in which research was to be made.	Month in which the work was entrusted.	Grant paid.	Remarks
1	2	3	4	5
			Rs.	
Gauhati	Assamese	October, 1957.	7,200	The work was suspended in September, 1959 due to the demise of the professor incharge. The work done upto that time was also not found to be satisfactory by the Ministry. No further progress has been made by the University.
Madras	Tamil	January, 1958.	6,460	Though the scholar concerned was imparted the necessary training at the Deccan College, Poona, for undertaking this work, he did not complete the work and took up a new assignment in the Delhi University. From there he proceeded to the U.S.A. in January, 1965. Although he promised to complete the work while in the State, this has not been done so far (December, 1966).
Andhra	Telugu	December, 1957.	6,450	A portion of the material was received from the University in December, 1957 but it not being up to the mark was returned to the University

1	2	3	4	5
Rs.				
Calcutta	Bengali	July, 1958	2,700	<p>for revision. the instructions of the Ministry in this behalf were not followed by the scholar concerned, in consequence of which his services were terminated by the University. No other arrangements have been made to complete the work.</p> <p>The material submitted by the University was reviewed by an expert committee of the Ministry in December, 1959 and was found to be unsatisfactory. The material has not been revised.</p>

1.126. In November, 1965 the Ministry decided to evolve a standard system of Hindi short-hand only for the time being. The Ministry have stated that as soon as Government have accepted the system evolved for Hindi by an Expert Committee (which is stated to be under finalisation), its adoption for the other Indian languages will be taken up (February, 1967).

1.127. At the time of evidence the Committee desired to know what action the Ministry had taken to ascertain the 'modus operandi' of each University to which the work was entrusted and to apprise the authors of a better system of working. The Secretary, Ministry of Education, stated that the project was taken up on the recommendation of a Committee set up to evolve a standard system of short-hand for Hindi and other Indian languages. The work was given to the linguistic departments of certain selected universities because that was considered to be more economical and convenient. The witness added that out of 9 studies, the work on 5 had already been completed. The results relating to Hindi had been utilised in evolving a standard system of short-hand for Hindi, the remaining results would be utilized in evolving a similar system of shorthand for other Indian languages. The witness also stated that lately the work was being organised in consultation with the State Governments concerned and there had been a considerable measure of progress and achievement.

1.128. The Secretary, Ministry of Education, further stated that the four universities which had not completed the studies were being urged to finalise them. The main difficulty with them was that suitably qualified and experienced persons were not available in the country. The Universities were trying their best to find suitable scholars.

Another difficulty was that there was no continuity of scholars, the scholars who were working on the project had left and, therefore, the work was interrupted. The witness stated that it was not possible to prevent the scholars from leaving for academic or personal reasons. The witness further added that if any university was not able to find suitable scholars to complete the study, the Ministry would take other measures to get it completed and in that case, the concerned university might have to be asked to refund the grant paid.

1.129. The Committee referred to the Project with the Madras University, where the scholar concerned was imparted necessary training for the project, but had left without completing it, and asked whether the scholar could not be bound to complete the work. The witness replied that the scholar was not bound by the University to remain at the job and complete it. He further stated: "it is unfortunate that.....a particular professor who had been specially trained, later on gave up this work and went to the United States. But we have no means of compelling him, because he was not bound by any law to complete the work. It is unfortunate his conduct is something which one could regret but there is no means on the part even of the university to make him stay in his post." He concluded "We have to take such risks, because professors move and sometimes even interrupt their work." The Ministry's representative, however, added that such cases were few.

1.130. The Committee asked whether the lack of coordinated and uniform approach by different universities in undertaking the analysis would not come in the way of evolving a standard code. The Secretary, Ministry of Education replied that co-ordination was not considered necessary in this case because the universities "were to work in each linguistic group, and each linguistic department could make its own contribution because each language had its own problems to be overcome and to find a solution to those problems." In reply to a question, whether the education authorities in the States were consulted for basic requirements of this type of project before the projects were undertaken the representative of the Ministry stated that the main purpose of undertaking the study was to prepare a standard shorthand for the country. He added, for English there were a number of schools and a number of persons had produced shorthand techniques. But in the case of Indian languages only one or two books had been written. The witness stated that the idea was to have nationally accepted standard short-hand which could be adopted with the Government's support.

1.131. The Ministry's representative further stated that the Committee, which examined the proposal felt that unless a morpho-phonemic study of Hindi and other Indian languages was made and was ready, a standard shorthand could not be prepared. The witness admitted that some aid was available, but it could not be said to be a standard technique, which could be introduced in the Secretariat Training Schools of the Government of India or the State Governments. He added that the main object of the project was to standardise the whole thing. In reply to a question, the witness stated that "in 1956 or so, when the project was taken up, we were entering the field for the first time and we had lack of experience." It was, therefore, thought to have a standard shorthand for every language separately. "Later on, it was suggested that the best course would be to have a standard shorthand for Hindi and more or less adopt the same for other languages with some minor modifications, which are essential in the context of a particular language".

1.132. In regard to the project with the Deccan College, the witness stated that the professor to whom the work had been entrusted, had completed the study of Hindi and that the study had been utilized in evolving a standard shorthand for Hindi. The witness also stated that the basic work with regard to Marathi shorthand had been done and the same would be adopted for other languages. Giving the overall progress the witness stated that out of four universities Gauhati, Madras and Andhra were trying to find suitable persons, who could be assigned the job. Since Calcutta University found it difficult to find a person, the Government of India was negotiating with the Deccan College to take up the work in respect of Bengali also. The information furnished by the Ministry in response to the Committee's question: 'whether under this project only lists of phonemes for the languages, on which standard system of shorthand was to be evolved, were to be prepared or the characters for them were also to be suggested by the institutions to whom the work had been entrusted', is at *Appendix III*.

1.133. The Committee regret to observe that the Ministry did not make a realistic assessment of the work involved in the project. The project entrusted to various universities/colleges for implementation from 1957 was required to be completed by September, 1959, in the first instance and later by 1965, but has not been completed even now.

1.134. In this connection the Committee find that in the case of three languages, no arrangements were made by the Universities after 1957/1959 to complete the work. In the case of the fourth, although the scholar was in India upto January 1965 no appreciable progress was made during the seven years 1957 to 1964. The Com-

mittee cannot, therefore, help feeling that the Universities did not take up these projects seriously and that the Ministry did not pursue them vigorously. The Committee desire the Ministry to examine whether, in future, such projects-in which the States would be equally interested-should not be undertaken in conjunction with the State Governments and funds made available on a matching basis.

1.135. The Committee hope that the Ministry will safeguard their interests adequately while engaging fresh persons for the work that remains and that every effort will be made to get the project completed as early as possible.

Rural Institute, Hanumanamatti

Para 111, pages 140—142.

1.136. The Institute was established in 1961-62 under the Scheme of Rural Higher Education. 75 per cent of the non-recurring expenditure on buildings and equipment and 50 per cent of the approved recurring expenditure is being met from grants paid by the Central Government; the balance is met by the State Government and the Gram Seva Mantap, Hanumanamatti (the society managing the institute) in equal proportions.

1.137. The grants received by the Institute from 1961-62 to 1964-65 were as follows:—

Year	Grants from			
	Central Government		State Government	
	Recurring	Non-recurring	Recurring	Non-recurring
(In lakhs of rupee.)				
1961-62	0.10	1.50	0.05	0.19
1962-63	0.39	4.00	0.19	0.25
1963-64	0.47	3.00	0.40	0.60
1964-65	0.53	..	0.13	0.14
TOTAL	1.49	8.50	0.77	1.18

The audit of the accounts of the Institute relating to the grants paid by Government conducted in February, 1965 and December, 1965,

disclosed the following irregularities:—

- (i) Vouchers/acknowledgements of payees in 16 cases for amounts aggregating Rs. 0.71 lakh were not forthcoming.
- (ii) Details of payments in 4 other cases for amounts totalling Rs. 3,695 were not available.
- (iii) Receipts of stores costing Rs. 3,075 had neither been acknowledged nor accounted for in the stock registers.
- (iv) An amount of Rs. 13,700 was charged off on 15th March, 1962 towards expenses on sinking a well and fitting it with a pump set. The relevant voucher bore only the left thumb impression of the payee and did not give any details of work done, etc. It was also stated in February, 1965 that actually two wells had been dug on two different survey numbers. Records available with the Institute and the Gram Seva Mantap showed that one well was already in existence before the establishment of the Rural Institute, while the other well fell outside the area allotted to the Institute.
- (v) The private auditors of the Institute reported that out of non-recurring grants aggregating Rs. 8.50 lakhs received during the period December, 1961 to November, 1963, an amount of Rs. 0.90 lakhs remained unutilised as at the end of March, 1965. But against this, the cash and bank balances of the Institute as on 31st March, 1965 amounted to Rs. 4,403 only. This would indicate that the grants provided were diverted for other purposes.
- (vi) Miscellaneous:—
 - (a) Cement costing Rs. 1.33 lakhs purchased by the Institute during the years 1961-62 to 1963-54. Stock accounts of cement were not produced to Audit. The entire stock of cement was stated to have been handed over to the contractor, but neither the acknowledgements of the contractor nor the particulars of the quantities issued were available. The quantity of Cement required for particular items of work had also not been assessed.
 - (b) A proper procedure had not been followed in regard to issue of receipts. Leaves in receipt books were not serially numbered, more than one receipt book was in use over the same period and stock account of receipt books was not maintained. In the absence of complete records, it was not possible to verify whether all the receipts issued had been entered in the cash book.

- (c) Purchases amounting to Rs. 1.07 lakhs, were made without calling for competitive tenders.
- (d) In respect of assets acquired by the Institute out of Government grants, block accounts as required under the rules were maintained by the Ministry only for the years 1962-63 and 1963-64. Such accounts had not been maintained for subsequent years as the Institute is reported to have not furnished the required returns to the Ministry, in spite of repeated reminders.

1.138. The Ministry intimated in November, 1966 that the transactions of the Institute were investigated by the Special Police Establishment. The Central Bureau of investigation had proposed to take legal action in respect of two of the irregularities and one other case was still under investigation.

1.139. The Committee enquired whether all the irregularities noticed in the special audit were brought to the notice of the Special Police Establishment for further investigation, and whether the Special Police Establishment had completed the investigations in the remaining cases and initiated suitable legal action wherever necessary. Replying in the affirmative, the representative of the Ministry of Education disclosed that the Special Police Establishment had submitted a report and filed a case in respect of two of these charges. Amplifying it further, the Joint Director, Special Police Establishment stated that one of the charges related to false vouchers for digging of wells and another related to false voucher for construction of some poultry shed. Charge sheets had been filed in November, 1966 against the Secretary and also the store-keeper-cum-Accountant and the case was pending trial. He also listed six specific allegations enquired into by the Special Police Establishment.

1.140. The Committee desired to know whether the Ministry of Education had at any stage gone into the working of the Institute. The representative of the Ministry informed that it was done through the State Government after the complaints were received and the Ministry knew of the transactions taking place in the institute. Prior to that the State Government had recommended to the Ministry of participation in this project. The State Government itself was also sharing part of the cost of the project. The Ministry, therefore, depended on the reports of the State Government. On receipt of complaints, action was taken through the State Government. An officer of that Government was asked to carry out on-the-spot inquiry which was done, and thereafter the matter was referred to the Special Police

Establishment. The witness also added that a new director and an accountant had been deputed by the State Government to work in this institution and that the one working before had been removed. The witness stated that after this incident, separate accounts for grants given for recurring expenditure were opened.

1.141. Asked whether the work of this institute in imparting rural education was considered satisfactory, the witness replied: "We have been told so by the State Government also." He further stated that on receipt of the information relating to irregularities admissions to the institute were stopped as the Ministry "did not want any thing further to go on until the whole institute was cleared of the charges." "In the following years", the witness stated "the State Government themselves recommended to us that we should allow the admissions again and there need be no fear that anything would go wrong because they had their own director who would take care of the institute."

1.142. The Committee asked whether any inquiry had been made into the working of the other institutions of this type. The representative of the Ministry replied in the negative but stated that there was the National Council for Rural Higher Education with a Standing Committee which consisted of people drawn from the institutions and outsiders like representatives of the Ministries of Food and Agriculture, Community Development etc. Off and on, the visiting Committees of the Council went to these institutions in order to consider proposals for further expansion or for improvement. But there had been no comprehensive inquiry to evaluate the project or to come to conclusions with regard to the usefulness of each one of these institutions.

1.143. The Committee desired to know whether the purpose for which these institutes had been set up had been fulfilled. The representative of the Ministry stated: "I would not say that it has been completely fulfilled." but disclosed that recently a Visiting Committee of the University Grants Commission visited some of these institutions in connection with a proposal to grant some of them the status of 'demand universities' so that they could confer degrees." On the basis of the recommendation of that Committee, the University Grants Commission had considered three of these institutions, at Coimbatore, Gandhigram and Bijpuri (Agra) for the purpose, although no final decision had been taken in the matter. The view of the University Grants Commission was that these 3 institutions had fulfilled the purpose, and the others should be assisted so that they might also come up to that level. The witness stated that from the visiting Committee's view one could conclude that they had been endeavouring to fulfil the original purpose.

1.144. The Committee are distressed to note these cases of misappropriation of public funds in educational institutions. The Committee cannot too strongly stress the need for the exercise of proper vigilance by the Ministry. The Ministry should not wait for Audit to bring financial lapses to light but should evolve their own system, in collaboration with the State Governments concerned, of checking and satisfying themselves that the funds advanced by them are in fact put to proper use.

1.145. The Committee would also like to be informed of the result of cases instituted by the Special Police Establishment against the Secretary and the Store-Keeper-cum-Accountant in this case.

Grant of loan without completion of formalities—Para 116. pages 149-150.

1.146. On the recommendations of the State Government of Punjab, an interest free loan of Rs. 1.20 lakhs was sanctioned by the Ministry in March, 1968 to a College for the construction of a hostel building. The loan was recoverable in 30 equal annual instalments, commencing from the last day of 1958-59 or one year after the construction of the hostel, whichever was earlier. The date on which the repayment of the loan was to commence was later extended to 31 March, 1962. Out of the sanctioned amount, a sum of Rs. 0.90 lakh was released by the Ministry in three instalments during March, 1958 to March, 1959. The release of the remaining amount of Rs. 0.30 lakh was withheld as the agreement bond submitted by the College in terms of the loan sanctioned was found unacceptable due to certain legal difficulties.

1.147. In July, 1962 the State Government informed the Ministry that the hostel building had been completed in March, 1961. The building was not mortgaged to Government nor were audited accounts obtained from the College. However, out of the amount released a sum of Rs. 0.15 lakh was repaid by the College upto March, 1966.

1.148. Following reports in the Press of alleged misappropriation of Government loans, the Ministry asked the State Government on 29 June, 1963 to furnish a detailed report on this case. During June, 1963 to July, 1966 the matter remained under correspondence between the Ministry and the State Government. Enquiries conducted by the State Government in July, 1966 showed that a major portion of the hostel building had already been constructed before the loan

was applied for. According to the enquiry report, the College authorities had declined to show the original plans and estimates, audited statements of accounts and other related records to the enquiry officers.

1.149. The Ministry have stated that they have decided not to give further assistance to the college till it renders a satisfactory account of the loan and have also requested the State Government to consider the advisability of recovering the entire amount of the loan together with interest at penal rates from the College in one lump sum (December, 1966).

1.150. The Committee enquired during evidence, whether the Ministry had ascertained from the State Government as to how the loan was initially recommended when a major portion of the building had been already completed and how was the report given in July, 1962, that the building had been completed in March, 1961. The representative of the Ministry replied in the negative. He also stated that attempts were being made to get back the money with penal interest and the good offices of the State Government were being enlisted to see if they could agree to adjust this amount against the grants payable to the institute by the Government.

1.151. Asked about the practice of releasing the grant direct to the institute after receiving recommendation of the State Governments, the witness stated that when this loan was given it used to be the practice to release such assistance direct to the institute, but the procedure had since then been changed and all loans were now given to the State Governments themselves, so that they would have a direct responsibility of disbursing the loans to the institutions. Regarding the delay of a year in finalisation of loan agreement the witness stated in reply to a query that the college agreed to execute a bond and it did send one, but the examination of the bond in consultation with the Ministry of Law and other authorities took a little time. In the meantime, part of the money was given to the institute. Later it was found that the agreement form needed certain changes and there was correspondence with the institute to get those changes made. As to the safeguarding of Government's interest in the loan, the witness stated that when the college was on the approved list of the State Government and was in receipt of grants the State Government could always be approached for adjusting the amounts advanced. He, however, admitted that "there is no legal hold that we have in recovering the monies, when the bond is not actually executed."

1.152. The Committee then enquired whether Government made independent enquiries before making a grant to the college, the representative of the Ministry stated that no direct enquiries were made. Government depended on the recommendations of the State Government. He further stated that "This is a part of the Second Five Year Plan Scheme of giving loans for the construction of hostels". The college itself indicated the purpose for which the loan was wanted by it. He added: "When a State Government forwards an application and recommends it, our presumption is that the details of the application have been scrutinised" by the State Government.

1.153. The Committee desired to be informed of the present position regarding the recovery of the outstanding loan of Rs. 75,000. The representative of the Ministry replied, "We have not received the latest information on this." He also had no information whether the State Government had given any aid in the meantime.

1.154. Asked when it was found that transactions had not been above-board, did the Ministry attempt to have the building mortgaged so that the Government money was secured, the witness replied that mortgage of the building was part of the loan agreement. He however, added that the college authorities did not sign the loan agreement, as they had already completed the building before the loan was granted. He further stated that attempts were being made to get the adjustments made, for the refund of the amount through the State Government.

1.155. The Committee referred to the information furnished to the Audit that copies of the plans and estimates furnished to Government by the College at the time of asking for loan were not traceable in the Ministry, and asked whether any investigation was held to fix responsibility for the loss of documents. The witness replied in the negative and added that those plans and estimates had been returned to the State Government.

1.156. Referring to the information furnished to Audit that the State Government had decided not to give any kind of grant-in-aid to the college till it rendered a satisfactory account of the loan and that the University Grants Commission had also been requested to withhold grants admissible to the college for the present, the Committee enquired how far these had been implemented. The witness replied that the University Grants Commission had not released any

2973(Aii)LS—4.

grant to the institution and regarding the stopping of grant by the State Government, the Ministry had no information.

1.157. The Committee enquired as to what steps were taken to ascertain the progress of the project before the subsequent instalments were released. The representative of the Ministry stated that the progress report in regard to expenditure towards purchase of material was received and it formed the basis for further release of grants. He, however, added that the reports that had been received were not complete as they did not indicate the progress of construction of the building. In reply to a query it was stated that the progress reports were signed by the Principal. The witness also disclosed that the Ministry had asked the State Government whether the college had already any hostel building in March, 1958 when the loan was sanctioned and if so the number of rooms etc. which were in existence at the time of receipt of loan. The witness further discussed that in April, 1967, the University Grants Commission had brought to the notice of the Ministry complaints against the college regarding manipulation of accounts and irregular utilisation of certain grants. He added that information and confirmation from the State Government on the above was still awaited. It was also stated that the Ministry proposed to send all the papers to the Special Police Establishment for investigation.

1.158. The Committee are perturbed to note that in this case an educational institution obtained a loan of Rs. 90,000 from the Ministry of Education for a hostel building, a major portion of which had already been constructed before the loan was applied for. The Committee take a very serious view of this attempt of an educational institution to obtain a loan on the basis of false information. They would stress that the Ministry should try to instil a greater sense of responsibility in those who manage educational institutions imparting education to the younger generation so that they function in an exemplary manner. For this purpose the Committee emphasise that such questionable activities in educational institutions should be curbed with a firm hand.

1.159. The Committee hope that, with the revised procedure for giving financial assistance to educational institutions through the State Governments as outlined by the Ministry's representative during evidence, such cases will not recur.

1.160. The Committee also desire that this case alongwith the other complaints against this institution should be investigated through the Special Police Establishment with a view to taking action against the persons at fault. They would also like to be informed about the recovery of Rs. 75,000 from the college and the action taken.

II

COUNCIL OF SCIENTIFIC AND INDUSTRIAL RESEARCH

Sale of a chemical—para 122, page 154.

In December, 1963, the State Government of Jammu and Kashmir granted the sole agency for selling "pyrethrum Oleoresin 25 per cent. W/W" (extracted from the flowers of a medicinal plant, pyrethrum, grown in the State drugs farms) to a private firm at Rs. 141 per kilogram, at which the firm had offered to purchase the chemical. In January, 1964, the Council took over the drugs farms from the State Government and continued to sell the chemical to the same firm at Rs. 141 per kilogram, without calling for any competitive tenders or conducting any cost analysis for the chemical. After a period of about two years, i.e. from November, 1965, the firm agreed, at the instance of the Council, to pay an enhanced price of Rs. 190 per kilogram for the chemical; and the sale is being continued at this rate.

2.2. During the period January, 1964 to December, 1966, pyrethrum worth Rs. 6.71 lakhs was sold to the firm. In the absence of any competitive tenders or detailed cost analysis, it cannot be stated if the price obtained by the Council for the chemical was competitive.

2.3. During evidence the Committee referred to the audit para and asked the names of the organisations which were dealing with the chemical and the context in which offers were obtained by the Council from those organisations. The representative of Council of Scientific and Industrial Research giving background of the case stated that the chemical was produced from Pyrethrum flowers and when the Council took over the pyrethrum flower farms from the Government of Jammu and Kashmir the flowers were not much in demand. The State Government had entered into agreement with M/s Bombay Chemicals just one month before the Council took over the farm, for the supply of chemical to them at the rate of Rs. 141 per kg. As the stocks of pyrethrum flowers had been accumulating and the Bombay Chemicals had established some kind of consumer acceptance for the use of pyrethrum, it was thought better to continue the agreement with that firm. In regard to the number of

firms which actually quoted, the witness stated that only two firms—M/s. Tata Fison and M/s. Bombay Chemicals—offered to purchase the chemical. The rate quoted by both the firms was Rs. 141 per kg. As Tata Fison, the witness added, did not show much inclination, the Council was left with no alternative except to sell to Bombay Chemicals at that rate.

2.4. Asked how it was assumed that no other firm would respond even if open tenders were called, the witness replied that the number of people interested was very limited as only those who were using the material for making the finished product could be expected to come forward. Elaborating his point further, the witness stated that "inviting a quotation from a number of parties who are interested may not lead to any increase and even if we did and even supposing somebody quoted a much higher price, if they did not take the material, only the Council would have been faced with a difficult situation, especially in view of the deteriorating nature of pyrethrum flowers. So it was considered better that the agreement which had been entered into for Rs. 141 was continued till better times arrived." In reply to a query, it was stated that the contract with the Bombay Chemicals was in existence for the last three years.

2.5. The witness agreed that the present arrangement did look like monopolistic and added that, "in view of a good deal of synthetics being now in use instead of Pyrethrum flower alone and this firm having established consumer acceptance for this material, it was considered desirable to see how far this firm was able to utilise the Pyrethrum flowers that were being produced." The witness added that the C.S.I.R. was interested in growing the flowers in the country as they were still being imported from Kenya worth Rs. 3 lakhs annually. He further stated if more firms were willing to undertake manufacture of finished product from the pyrethrum, the Council would be interested in calling open tenders and having more competitive quotations. But as the things were, the Bombay Chemicals was the only firm which used the pyrethrum as one of constituents, and also the only firm which imported the chemical.

2.6. Asked whether the Council requested the Ministry of Commerce and Industry to examine the total requirement of the chemical, the indigenous production and desirability of allowing the imports to continue, the witness stated that no such request had been made because the production at this plant in Kashmir was much smaller than the total demand, and the flowers had to be imported.

2.7. In reply to a query, it was stated that the total production of pyrethrum flowers in the country was about 50 to 100 tons, whereas the demand was more than 100 to 150 tons.

2.8. Asked whether in fixing the selling price, the Council took the cost of production into consideration, the witness stated that some estimate of the cost of production was made, but the calculations were very approximate. Only recently, the witness disclosed, a qualified cost accountant had been appointed to work out the cost. He added that one of the indices was that the imported price was lower than what the Council was getting. The imported price was stated to be Rs. 124 per kg. (including 43 per cent duty) at the Bombay Port before 1965.

2.9. The Committee pointing out that the price was enhanced to Rs. 190 per kg. from November, 1965, as mentioned in the audit para, asked on what basis the price was so fixed. The witness replied that though the cost of production had been calculated at Rs. 180, the selling price had not been arrived at on that account. It had rather been fixed on the basis of market conditions and considering the inherent fact that the material deteriorated early. He added that the Council was also interested in increasing consumption of the material in the production of insecticides and other things. The witness added "but still, even on the basis of cost of production, as it comes out today, the price charged is at least not lower."

2.10. Asked how the firm readily agreed to the raising of price from Rs. 141 to Rs. 190, the witness said that the firm, by using the material, had organised its production and the schedule of operations. It therefore possibly felt that it would be better to pay Rs. 190 than to reject the chemical completely. In response to a query it was stated that in March, 1967, prices of products at which the firm was selling were as under:—

Pyrethrum extract	Rs. 18 per lit.
Pip Insecticide	Rs. 147.60 per dozen.
Pyro-dust	Rs. 2000 per metric ton.
Pyro Colloid	Rs. 30 per lit.
Pyrethrum EC	Rs. 20 per lit.
Pyrocon 2/10	Rs. 19 per lit.
Pyrocon E	Rs. 55 per lit.

2.11. In reply to a query it was stated that the Ministries of Health and Defence purchased from Bombay Chemicals the finished products of which pyrethrum was a constituent.

2.12. When asked whether any complaints had been received that the firm was selling chemical at an excessive price, the witness stated that one or two complaints were received, but after investigation they were not found to be well based. In reply to a query it was stated that the Council intended to double the production of pyrethrum flowers and was taking steps to achieve that end. The witness felt that, with the availability of more flowers extract in the country, its demand would go up.

2.13. The Committee called for the comments of the C.S.I.R. on the following note recorded by one of their officers, in regard to the continuation of sole agency for the sale of chemical to the Bombay Chemicals:—

“It would not be in keeping with C.S.I.R. Policy to grant monopoly to any particular firm which may adversely affect the interests of consumers. However, since the J. & K. Government had entered into some negotiations with Bombay Chemicals, we shall try to accommodate them to a reasonable extent.”

The Note furnished by the Council of Scientific and Industrial Research *inter-alia* states as under:—

“The Jammu and Kashmir Government had already agreed in a meeting held on 11th November, 1963 between the Managing Director, J. & K. Industries (Shri), the Financial Controller (Shri) and Shri to the terms and prices. Unless there was some overriding considerations to repudiate the terms, the C.S.I.R. would normally have honoured them. Since our own conclusions after discussion and examination confirmed the position it was considered advisable to enter into this agreement with the approval of the Executive Council.”

2.14. Now that the use of Pyrethrum Oleoresin has been established in the country, the Committee hope that the Council would ensure that the sale of the chemical is made on a competitive basis so that it does not give rise to monopolistic tendencies and that the rates of finished goods charged by firms from Government Departments or agencies and the public are moderate and are in consonance with the price paid by the firms for the chemical purchased from the C.S.I.R.

2.15. The Committee would like the C.S.I.R. to determine the cost of production of Pyrethrum on their farm. The sale price should be reviewed in consultation with the Ministry of Finance (Cost Accounts Branch) so as to ensure that it is in consonance with the cost of production, the landed cost of the imported flowers, the demand in the market and the price charged by firms for the end product.

Overpayments and improper maintenance of library records, Para—123. Pages—154-155

2.16. A special audit of the library accounts of the Regional Research Laboratory, Jammu, for the years 1961-62 and 1962-63, conducted at the instance of the Council during November/December, 1964, showed that various records such as quotation letters, comparative statements, sanction letters, purchase orders, suppliers' bills, etc., had been tampered with or replaced ostensibly with a view to getting overpayments made in favour of certain book sellers. The overpayments made during 1961 to 1963, which came to the notice of Audit, amounted to Rs. 29,136 as detailed below:—

	No. of cases		Amount Rs.
(i) Overpayments by making interpolation in vouchers and other records	11		13,590
(ii) Payments for books not received or received short	6		10,266*
(iii) Payment to firms other than the actual suppliers	4		5,280
TOTAL	21		29,136

*In one particular case involving Rs. 5,600 the powers of three different officers in regard to the sanctioning of expenditure, recording of "Pay Order" etc. were exercised by a single officer.

2.17. The Council intimated in November, 1966 that out of Rs. 29,136 recoveries amounting to Rs. 4,081 were effected from the supplier concerned in January, 1966.

2.18. The following irregularities were also noticed:—

Nature of irregularity	Remarks
(i) 250 books costing about Rs. 3,400 had been found short during a physical verification	The physical verification officer had observed that "the officer in charge of the library has not been

Nature of irregularity	Remarks
<p>conducted by the Council's officers in 1960 and the loss was written off in November, 1962. 235 books and some sets of journals costing Rs. 7,827 were again found short in another physical verification conducted during April to August, 1963.</p>	<p>keeping proper checks on the quotations, sanctions verification of books on receipt and has been certifying payments carelessly".</p>
<p>(ii) In several cases, sanctions for purchase of books, journals, etc., were accorded without any requisitions for purchases from the research departments. In a number of cases, duplicate or triplicate sets of books and journals were purchased, resulting in unnecessary expenditure.</p>	<p>The Council have stated that a few duplicate sets which were found not essential have since been returned to the suppliers and cost recovered or adjusted in their pending bills (November, 1966).</p>
<p>(iii) Claims of five firms amounting to Rs. 24,294 were pending with the Laboratory since 1960. Some of the firms had initiated legal action against the Council for non-settlement of their dues.</p>	<p>The Council have intimated that an amount of Rs. 21,049 pertaining to three firms has since been settled either in the court of law or by private negotiations (November, 1966).</p>

2.19. The services of the librarian were terminated by the Council in June, 1964 and the case was reported to the Special Police Establishment for investigation in April, 1965. Preliminary investigation has shown that there was criminal conspiracy and misconduct on the part of the officials of the Laboratory leading to the misappropriation of Government money. The Council have stated that two civil suits for the recovery of Rs. 3,857 and Rs. 5,600 are being filed in the Court (January, 1967).

2.20. The Ministry have, in response to a written questionnaire, furnished a detailed information about the overpayments and improper maintenance of library records in the Regional Research Laboratory, Jammu.

2.21. The Committee note that a number of officials of the Laboratory, including the Librarian, are suspected of committing irregularities in the working and maintenance of the library. They also note that during the last 20 years of the Laboratory, under the State Government of Jammu and Kashmir, 'no physical verification of the books in the library, has been carried out by the State Government'. The Committee also find from the Ministry's note that the Special

Police Establishment has recommended filing of civil suit against a supplier of books of Jammu and the former librarian and that C.S.I.R. has filed civil suits in Civil Court at Jammu in two cases. According to the Ministry, 'tampering of documents and the resultant embezzlement in the Regional Research Laboratory, Jammu, were mainly due to laxity of control and lack of responsibility and carelessness or probably collusion on the part of some of the supervisory staff and could not be attributed to any defects in the procedures as such'.

2.22. The Committee are perturbed to observe from the Ministry's note that in the misappropriation in this case besides the librarian and a supplier of books, various supervisory officers are also involved.

2.23. The Committee desire that responsibility for the various lapses which resulted in the misappropriation may be fixed and suitable action taken against the persons found responsible. The Committee would also like to be informed of the results of the two civil suits filed by the C.S.I.R. They hope that with the procedure regarding procurement/purchase/issue of library books laid down in February, 1966, the chances of repetition of such cases will be eliminated.

Scientists' Pool, Para—124, Pages—155-156

2.24. The Ministry of Home Affairs set up in October, 1958, a pool for the temporary placement of qualified scientists and technologists returning from abroad until they were absorbed in suitable posts on a more or less permanent basis. The administration of the pool was entrusted to the Council who post them to different laboratories/institutes till their regular appointment. Upto 1st January, 1967, 2,104 scientists and technologists joined the pool, out of which 1,415 officers secured regular employment in the country. The total payment made to the pool officers upto 1965-66 amounted to Ra. 148.92 lakhs.

2.25. The duration of the stay of officers in the pool as on 31st December, 1966 was as follows:—

Duration	No. working
Over 24 months	74
18—24 months	70
12—18 months	125
6—12 months	122
Less than 6 months	137
TOTAL	528

2.26. In October, 1965, the Governing Body of the Council decided that no scientist should remain in the pool for more than a period of two years and that assessment of every pool officer should be made after a period of one year to judge the field of work for which he was best suited so that his absorption on a regular basis in that field could be ensured. The Governing Body also desired that no pool officer should be allowed to remain in the pool once he had received an offer for regular assignment. In December, 1965, the Advisory Committee for the pool, consisting of officers of the Council, various Ministries of Government of India, University Grants Commission, etc., suggested that there should be no rigid maximum limit for the duration of the stay of the officers in the pool and that the cases of long stay should be individually looked into and necessary action taken for termination of services of the officers in appropriate cases.

2.27. Preliminary notices were issued from August, 1965 onwards to 336 officers who had continued in the pool for over 18 months or had refused offers of regular employment. The notice stated that the question of their continuance in the pool was under review and that there was a likelihood of their appointment being terminated unless there were special circumstances justifying an extension. Of these 199 officers left the pool voluntarily and, out of the remaining 137 officers, services of 63 officers have been terminated and 8 officers are under notice of termination of services leaving 66 officers who are still continuing in the pool (February, 1967).

2.28. 91 officers had left the pool during 1960 to 1966 for taking up assignments in the foreign countries. The total payment made to them during their stay in the pool amounted to about Rs. 6.75 lakhs. 17 others, who had left the pool and gone abroad, had, however, returned to India and then re-appointed to the pool during the same period.

2.29. Referring to the Audit Para, the Committee enquired during evidence about the difficulties in securing employment for the specially trained people in the pool. The representative of the C.S.I.R. stated that several things came into play for securing jobs for the scientists who returned to India after studying abroad. One of them, he said, was the number of placements available in the country. According to the witness, there were cases where employment had been found after six months or even earlier. But there were also cases in which the scientists had to stay in the pool for more than one or two years. The witness added that placements of those scientists who refused to accept the jobs offered to them were terminated from the pool.

2.30. It was further stated that though the Governing Body of the C.S.I.R. had decided that normally a person should not stay in the Pool for more than two years, there were cases where the scientists had been permitted to continue in the Pool for a little more time. However, those cases, the witness stated, were examined individually. A person who might be busy with some assignment was given some latitude instead of his placement being terminated immediately after two years.

2.31. Asked about the machinery applied by the Council to get the officers in the Pool fixed in a short time, the representative of the Council stated that the information about the officers in the pool was conveyed to Universities, Chambers of Commerce and other places where there was the possibility of getting employment. The Council also kept a watch on the placements and sometimes the organisation themselves asked for the persons who suited their requirements. In reply to a query, it was stated that a unit in the C.S.I.R. was especially charged with that responsibility and it assisted them as much as possible to find employment. About 1,500 persons have already received employment after remaining in the Pool.

2.32. The Committee referred to the Cabinet decision, taken a few years back, for the quick absorption of pool officers and asked the steps taken to implement that. The witness replied that the decision was brought to the notice of various organisations. So far as the creation of supernumerary posts was concerned, the witness stated some supernumerary posts were created in the C.S.I.R. laboratories to keep the pool officers there.

2.33. Referring to the decision of the Governing Body of the Council of October, 1965 that no scientist should remain in the pool for more than two years and the suggestion of the Advisory Committee for the Pool that there should be no rigid maximum limit for the stay of officers in the Pool, the Committee asked as to what were the considerations which led the latter to revise the decision of the Governing Body. The witness replied that it was not possible rigidly to terminate placements immediately after two years. Every case had to be examined on its own merits. The Council was not at present permitting those people to stay in the pool for more than two years who had not made reasonable efforts for finding employment.

2.34. In reply to a question, it was stated that the Advisory Committee's decision had not yet been placed before the Governing Body, but was to be submitted at the next meeting. Cases were being reviewed periodically after 3 months, 6 months and one year. If it

was found that an officer had refused to accept an appointment, his placement was terminated even though he had not completed two years in the Pool.

2.35. So far as performance of the Pool Officers was concerned, it was stated that the Council received reports from the institutions and the individual scientists with whom the Pool Officers were working. There were cases where the performance of Pool Officers had not been found satisfactory. In reply to a query, it was stated that there were also cases where the officers had not applied for regular appointment or had refused to appear for an interview when called for. Referring to the Advisory Committee's decision of December, 1965, that the possibility of assessment of the Pool Officers by the Union Public Service Commission, with suitable experts, be explored, the witness stated that the U.P.S.C. had not agreed to undertake the work.

2.36. Asked why 66 officers out of those who had continued in the Pool for over 18 months or had refused offers of regular employment, had been retained in the Pool, the witness replied that out of 66 officers, 18 had already left, 28 had been given notice of termination, 14 cases were under consideration or under review and 6 had been reappointed to the Pool.

In regard to the 91 officers who had left the Pool during 1960 to 1966 and had gone abroad, the witness stated that 'it is not a bad experience' when 1,500 people had been given placements. He also stated that those officers might have come here for 4 to 5 months, enrolled themselves in the pool and gone back after the expiry of that period. Asked whether the officers who left the pool and went abroad refunded the money they had drawn from the pool, the witness replied in the negative.

2.37. With regard to reappointment to the pool, it was stated that there were cases where officers after having been placed in the Pool had gone abroad for special training and after completing the training when they returned they were again taken on the Pool as fresh entrants.

2.38. The Committee understand that category-wise distribution of Pool Officers selected and working as on 30th June, 1966 was as below:—

S. No.	Category	Selected	Joined	Working
1	Science	1384	721	262
2	Engineering	1613	501	137
3	Technology	228	901	23
4	Medicine	1280	626	228
	TOTAL	4505	1939	650

2.39. Asked whether the fact that there were 228 medical scientists out of 650 scientists on the pool, did not indicate 'overloading a branch which was not primarily in mind when the pool was created', the witness replied, "It so happens that the number of people with medical qualifications and experience happens to be larger. In a country where there is a great deal of planning about health services and about other services it has been considered a good policy for the pool to encourage these people and retain them." There was a Committee, over which a member of the U.P.S.C. presided, for electing the officers for placement in the pool.

2.40. The representative of the C.S.I.R. added, "We should be very much concerned in getting people in fields which are of great relevance. In other words, the criterion should be our needs in the country. Otherwise, we will be making things more difficult instead of solving the problem. Today the question of sending people abroad for training is discussed at many platforms. I think that before they are sent abroad even at that stage, we should take stock of the fields in which we have the maximum needs. Then, the question of placing in the country will be easily tackled. After all certain imbalances have happened because we have not done it always."

2.41. In regard to the present placement on the Pool, it was stated that officers both with foreign qualifications and Indian qualifications were there, but the number of latter was much lower i.e. about 5 per cent. The officers on the Pool were paid salaries and allowances, applicable to the place of their posting and while on the post they were full time workers. They worked with the academic or research institutions, industries and were posted to the organisations in

consultation with them. The witness further said that officers received salaries from the Pool but worked for the institutions where they were placed. Those institutions did not compensate the Council in any manner.

2.42. In reply to a question, it was stated that there was no schedule for fixing the salary of the officer. The salary was, however, fixed on the basis of the qualifications and experience of the officer, by a Committee which decided about the placement of officers in the Pool. The Committee were also informed that the officers were not required to apply for employment through the C.S.I.R. Only once in six months a report was received which indicated the jobs for which an officer had applied. Asked if there could not be a specific provision that those who were in Pool should route their applications through the C.S.I.R., the witness replied that that would increase the Council's work.

2.43. The Committee had asked for additional information in regard to certain points, which the C.S.I.R. has furnished and is at Appendix IV. From that information the Committee note that:

- (i) Out of 336 officers, mentioned in the Audit para who had continued on the Pool for more than 18 months or had refused to accept regular appointments, 33 officers were working on the Pool on 30-6-1967.
- (ii) Among those who left the pool during 1960—66 for taking up assignments abroad, 23 officers had specialised in various branches of Engineering and Technology.
- (iii) 91 officers during 1960—66 had gone back to take up assignments in foreign countries. Out of those who had gone back abroad, there were a few officers who had a very brief stay in the Pool. According to the C.S.I.R. 'presumably they had come to India during vacation from abroad'.
- (iv) Out of the 336 officers, only 99 officers had found employment through the assistance of the C.S.I.R. In the case of other 158 officers, C.S.I.R. had no information about their employment.
- (v) 17 officers who had left the Pool and gone abroad, during the period, were reappointed to the Pool on their return to India, though the scheme did not prove for the re-admission of a Scientist into the pool after his having left

it once. According to the C.S.I.R. 'There is at the same time no bar on his re-admission. If a person who worked for sometime in the Pool and left it, seeks re-admission into the Pool, he is treated as a fresh case. In such cases, the record of his performance in the Pool, reasons for his leaving the pool, his subsequent performance and the reason for his wish to rejoin the pool are all considered before a decision is taken.'

2.44. The Committee note that a systematic review has been made of the persons who remained in the Scientists' Pool for more than 18 months. They note that out of 66 persons who had stayed for more than 18 months in the Pool in February, 1966, 33 had already left and out of the remaining 33, 25 had been served with a notice of termination varying from 3 to 6 months and that the balance of 8 cases were being reviewed. The Committee feel that if this rule of 18 months stay is strictly adhered to, it would act as a wholesome check on any tendency on the part of the Pool Officers not to exert their best to find regular placement.

2.45. The Committee are not happy that the C.S.I.R., who are regulating the scheme, do not even know whether or not the 158 scientists who had left the pool earlier had found employment. The Committee attach the greatest importance to the follow-up of scientists from the Pool who get regular employment so that the C.S.I.R. can judge the trend of requirements in regulating future entries to the Pool.

2.46. The Committee also commend the suggestion that the Pool scientists should be asked to route their applications for placement through the C.S.I.R. If there is likely to be any procedural delay, applicants should be asked to endorse a copy of the application simultaneously to the C.S.I.R. so that the C.S.I.R. are kept concurrently informed of the efforts being made by the scientists to secure regular placement.

2.47. The Committee would like to draw attention to the fact that, out of 650 scientists working as on 30th June, 1966, 228 belonged to the field of medicine. As regards the absorption of these 228, the Committee suggest that a systematic and earnest effort should be made to find them placement in the health and family planning programmes of Government and in the Army Medical Corps so as to reduce the burden on the Pool.

2.48. As regards engineering scientists, the Committee feel that effort should be made for their early absorption. They would particularly stress that the scope for absorbing them in the Ministry of Defence (Research and Development Programme) and in public undertakings should be fully explored.

2.49. The Committee need hardly emphasise that the Scientists Pool should not be allowed to be treated as a refuge from unemployment particularly for those who are not adequately qualified and therefore not likely to find placement. The Committee suggest that scientists who leave the pool once should not be taken back as a matter of course. The Committee also deprecate the practice of allowing scientists to join the Pool during their vacation because that hardly appears to serve any national purpose.

Printing of publications in excess of requirements—Para 126—Page 157

2.50. The data given in the table below regarding publications brought out by the National Botanical Gardens, Lucknow and the Central Mining Research Station, Dhanbad, would show that the publications were printed much in excess of the requirements:—

Year	No. of the publications	Cost of printing (in lakhs of rupees)	Copies printed	Copies sold	Copies distributed free	Balance of copies in hand	Percentage of unsold copies to the total print order
<i>(A) National Botanical Gardens, Lucknow.</i>							
1963	11	0.09	12,100	23	4,255	7,822	65
1964	27	0.39	27,450	119	10,100	17,231	63
1965	8	0.07	5,750	13	466	5,271	91
1966 (Upto March, 1966).	11	0.08	8,000	Nil	45	7,955	99
<i>(B) Central Mining Research Station, Dhanbad.</i>							
1963-64	4	0.12	6,000	320	996	4,684	78
1964-65	6	0.20	8,000	451	832	6,717	84
1965-66	5	0.15	6,000	101	480	5,419	90

2.51. The Committee referred to the Audit para and enquired about the latest position of the unsold publications. The representative of the C.S.I.R. replied that there was only a little improvement in the position. With regard to the publications of the National Botanical Gardens, the witness stated that the percentage of unsold copies to the total number printed was—60.77 per cent., —55.91 per cent,—83.35 per cent and—92.2 per cent for 1963, 1964, 1965 and 1966 respectively.

2.52. Asked about the basis for determining the requirements of printed copies, the Director General, C.S.I.R. stated "The decision as the number of copies that should be printed is taken by the Executive Council of the Laboratory on the recommendation of the Director who places suggestions. There was a decision of the Governing Body that keeping in view the complimentary copies of the publication which again is determined by the nature of the publication and the discipline in which the publication is there and, of course, an approximate anticipation that so many copies may be sold that should be printed". The witness added:—"I feel very distressed that in this case the off take is so small", and admitted that it was a case of "wrong planning".

2.53. Asked if any study had been made to investigate reasons for the poor sale of publications, the witness replied that it was very likely that the publications were of a special character and the number of persons interested in such publications was small and limited. The National Botanical Garden's publications were of special character. He added that the laboratories were trying to increase the sale and there was some improvement, though not much.

2.54. In reply to a question, it was stated that these publications were printed in private presses.

2.55. In reply to a query, the witness stated: "We have told the Directors that while deciding the number of copies to be printed they should be extremely cautious". He, however, added: "In every case it may not be possible to anticipate clearly, but they (Directors) must take care that they should not print excessive number of copies because it not only involves money but the question of storage etc."

2.56. In reply to a written question of the Committee: "Whether the C.S.I.R. have analysed the reasons for the poor sale of their publications e.g. lack of information to the general public or the interested scholars; quality of publications etc. If so, what are their

2973(Aii)LS—5.

findings? Please also indicate the remedial measures, if any, taken in the matter", the C.S.I.R. have stated that "No analysis has been done till now. We will look into the reasons".

2.57. The Committee are distressed to note that in spite of the heavy accumulation of unsold publications in the two institutions since 1963 (the percentage of accumulation ranged between 63 and 99 during 1963—65), as mentioned in the Audit para, indicating an avoidable waste of public funds, no effort was made by the C.S.I.R. to analyse the reasons for it. It is only recently that, in pursuance of the recommendations contained in paras 4.361 and 4.362 of 41st Report (Third Lok Sabha) and para 2.33 of 5th Report (Fourth Lok Sabha) of the Public Accounts Committee, they have appointed two Expert Committees to examine the publication and pricing policies of the various institutions of the C.S.I.R.

2.58. The Committee need hardly stress that the Expert Committee should conclude their deliberations early so that the entire policy of printing by various institutions of the C.S.I.R. is placed on sound and realistic footing without undue delay. In the meantime, the C.S.I.R. should impress on all the Laboratories and Institutions under its control the need to observe the utmost economy in the printing of publications and to avoid further waste of the tax payers' money. At the same time, the Committee would like the C.S.I.R. to make a sustained effort to dispose of the large number of unsold copies which have accumulated with the institutions of the C.S.I.R.

III

UNIVERSITY GRANTS COMMISSION

Grants for Construction of Buildings—Para 128, pages 158—162

The Commission give grants to the Universities and colleges for construction of hostel buildings. The approved cost of construction is shared by the Commission to the extent of 50 per cent in the case of men's hostels and 75 per cent in the case of women's hostels. In the case of colleges, assistance is also provided for construction of buildings for non-resident students' centres, libraries, laboratories, staff quarters, etc. No time limit has been prescribed for the completion of the construction works.

3.2. In respect of the assistance provided to the Universities, the Commission's office has not maintained any consolidated record, indicating the total cost of the projects approved, expenditure agreed to be borne by the Commission, grants released for construction purposes, progress of expenditure reported by the Universities from time to time, dates of receipt of audited statements of accounts, building completion certificates, etc. from the Universities.

3.3 Consolidated records showing the above particulars are, however, being maintained in respect of the assistance provided to colleges. The following table indicates the assistance given to the colleges during the Second and Third Plan periods (upto March, 1966) and the progress of construction of buildings, as at the end of December, 1966:—

	Approved cost of projects and the Commission's share			Projects assisted	Projects in respect of which completion documents have been received.	Projects in respect of which completion documents have not been received.
	Approved cost	Commission's share	Grants paid			
(In crores of rupees)						
Projects sanctioned during Second Plan period.	4.26	2.47	2.33	395	288	107
Projects sanctioned during Third Plan period.	5.0	.66	1.62	380	157	223
TOTAL	9.31	5.13	3.95	775	445	330

3.4. An Examination of the details of grants-in-aid paid to the various institutions has brought out a number of cases of unauthorised diversion of the commission's grants non-utilisation of the buildings assisted, either wholly or partially etc. Some of them are given below:—

Name of the College and Project	Approved cost	Commission's share	Grant released upto December 1966.	Remarks
Date of approval by Commission				
1	2	3	4	5
(In lakhs of rupees)				
(i) People's College, Nanded (Maharashtra).				
Women's Hostel (February, 1961).	1.37	1.03	0.95	There were only 42 women students on the rolls of the college in February 1961, when the Commission approved the construction of a hostel for 54 students. In 1961-62 only 8 students resided in the hostel ; during 1962-63 and 1963-64 it was lying vacant and during 1964-65 to 1966-67, the number of boarders ranged between 1 and 12. Audited statements of accounts, utilisation certificate and the building completion certificate have not been received from the College so far (January, 1967).
(ii) Lahiri College, Chirimiri (M.P.)				
Women's Hostel (June, 1961)	0.80	0.60	0.60	There were 26 students on the rolls of the college in June, 1961 when the Commission approved the construction of the hostel for 40 students. Towards the end of the year 1964 the college informed the Commission that the construction of the hostel had been completed in October.

1 2 3 4 5

1964. On receipt of certain complaints alleging mis-utilisation of grants, an on the-spot enquiry was made by officers of the Commission and Ravishankar University in February, 1967. In their report, it has been stated that the construction of the hostel was far from complete as the works like flooring and plastering of the entire building were yet to be done and some of the rooms have also still to be constructed. It was observed that there was no demand for hostel accommodation from the girl students and that the building, on completion was proposed to be utilised as hostel for tribal students and coal miner wards.

(iii) A. K. College,
Shikohabad (U.P.)

Men's Hostel (December, 1959)	2.53	1.25	0.40	In regard to the construction of the men's hostel, the College informed the Commission in December, 1960 that out of the grant of Rs. 0.40 lakh, a sum of Rs. 0.22 lakh had been spent on purchase of building material. In June, 1961 the Ministry of Education, after conducting an enquiry into the utilisation of the grants paid by themselves and the Commission, reported that the construction of the hostel had not yet started and that although some material of inferior quality had been purchased for the hostel building it had been used for certain other purposes. In March, 1962 the Agra University after making further investigations reported that there was no need for a new hostel as there was already a hostel for 62 students which was partially occupied and that "whatever small work on the hostel building was done, was to extract grants from the Commission". On being asked to refund the grant of Rs. 0.40 lakh, the College
Non-resident students centre. (January, 1960).	0.51	0.35	0.30	
Hobby workshop (July, 1960).	0.36	0.20	0.05	

1	2	3	4	5
				<p>refunded a sum of Rs. 0.12 lakh only in August, 1962; and the balance of Rs. 0.28 lakh is still outstanding against it.</p>
				<p>As regards the non-resident students centre and the hobby workshop, the Commission have stated that, although the College had informed them in June, 1966 that these projects were nearly complete, it has not furnished the completion documents as yet; and that, as such, the matter is being referred to the Central Bureau of Investigation (January, 1967).</p>
<p>(iv) Victoria Institution, Calcutta. (West Bengal)</p>				
<p>Women's Hostel (November, 1959).</p>	1.52	1.00	0.55	<p>The Commission had approved the construction of a new two storey building for the women's hostel. The College informed the Commission in 1961 that the construction would require some remodelling of a part of an existing hostel which would have to be demolished for the erection of a new building. In June, 1962 the College intimated that instead of a two-storey building, it had undertaken construction of a three-storey building. The deviations were not objected to by the Commission. In December, 1963, the College reported that the building had been completed in the middle of 1962. Up-to-date expenditure on the construction work has, however, not been intimated by the College, nor have the audited statements of accounts and the utilisation certificate, been furnished by it so far (January, 1967).</p>
<p>(v) Vaish Degree College, Samli, (U.P.)</p>				
<p>Men's Hostel (October, 1959).</p>	1.22	0.61	0.57	<p>A checking of the accounts of the College by an Ac-</p>

1	2	3	4	5
Library Building (March, 1959).	0.57	0.38	0.34	<p>countant of the Commission in February, 1962 brought out serious irregularities such as award of construction works without inviting tenders; utilisation of material purchased with the Commissions grants on other schemes; mis-appropriation of cement; improper maintenance of accounts; etc. During March, 1962 to July, 1966 the matter remained in correspondence with the Agra University. In August 1966 the University reported that the affairs of the College were extremely bad and that it was not advisable to release further grants to the College. The matter is reported to be under further investigation of the Meerut University.</p>
Non-resident Students Centre. (Marh, 1959).	0.53	0.35	0.25	
(vi) Gandhi Memorial National College, Ambala (Haryana).				
Library Building (December, 1960)	0.25	0.17	0.14	The projects have not been completed so far (January 1967).
Non-resident Students Centre (February, 1961).	0.43	0.35	0.30	<p>Certain complaints alleging misutilisation of grants were received in February, 1966 and the Punjab University, after conducting an enquiry at the instance of the Commission reported in August, 1966 that it was difficult to express an opinion about the utilisation of the Commission's grants due to the non-availability of the College's cash books which were reported to have been removed by a dismissed employee of the College. The matter is reported to be under further investigation.</p>
College's additional building (1961-62).	1.50	0.75	0.56	

3.5. The Committee, referring to the audit para, asked if the University Grants Commission did not consider it necessary to lay down some time schedule for execution of projects assisted by them and

adhere to that schedule so that large amounts of grants given to various bodies were not unnecessarily locked up. The Secretary of the Ministry replied that there were some serious difficulties in prescribing time-limit for construction projects rigidly. Enumerating them, he stated that initially it took a considerable time to call for tenders etc. Then there was the difficulty in obtaining the materials which were sometimes in short supply or were not available at the approved estimates. On some projects, the witness said, expenditure was to be shared by the institutions concerned. The Commission's share was a fixed amount and all expenditure beyond that was to be met by the institutions concerned. Due to general shortage of funds with the colleges, the witness said, the Commission dealt with them with a great measure of flexibility and fixed the time-limit for the completion of a project only where it was considered essential. The witness also agreed that there was to a certain extent locking up of amounts, but not on a very massive scale.

3.6. In reply to a question, it was stated that it was true that the Commission did not maintain a consolidated record indicating the total cost of the projects approved, expenditure agreed to be borne by the Commission, grants released, progress of expenditure, dates of receipt of audited statement of accounts and other relevant data. But, the witness said, all information was available in individual files and the Commission kept a watch on the progress of expenditure through them.

3.7. When asked how the Commission ensured that the ceiling of expenditure fixed for a project was not exceeded, the representative of the U.G.C. stated that for every project a file was maintained and the institution was paid the amount in instalments which was in relation to the progress of the project. Often, the entire amount was paid in four or five instalments and the first instalment was released after the desired progress report had been received. The witness agreed that the maintenance of a register would be useful as all the information would be consolidated which would facilitate reference. He also disclosed that instructions had been issued for recording progress reports in a general register.

3.8. Asked how, in the absence of completion documents, the Commission ensured that delay in the execution of projects was only due to genuine difficulties and that the money had not been diverted for other purposes or the projects abandoned, the representative of the University Grants Commission stated that the Commission was in constant touch with the colleges in regard to their progress reports.

Grants were paid to the colleges in instalments and before they paid an instalment, they insisted on the progress report of the work. He further stated that whenever it was found that there was inordinate delay and there was no proper explanation, the Commission sent its officers to make local enquiries and also asked the University concerned to make enquiry about the project. This new method, the witness added, had been devised as it was found that the colleges had not used the funds. In reply to a further query, it was stated that a regular machinery had been evolved to watch the progress of the execution of projects and to ensure early completion.

3.9. The Committee referred to the individual cases of irregularities committed by the institutions, mentioned in the Audit report, and enquired what the Commission was doing to check repetition of such cases. The witness replied that each case was being gone through thoroughly and proper vigilance was also being kept. Referring to the People's College, Nanded (Maharashtra), the witness stated that the project for that College was started when there was demand for the expansion of educational facilities for women—after Mrs. Durgabai Deshmukh Committee report. The College had at that time argued that the construction of a girls' hostel would attract more girls towards education. The construction of the hostel had been completed according to schedule. But there being no girl students, the college authorities had suggested the conversion of the hostel into boys' hostel. The witness disclosed that the U.G.C. had agreed to the conversion on the condition that the college refunded Rs. 26,000—difference between the grant given for the girls' hostel and that eligible for boys' hostel. It was added that the college had agreed to refund that amount. The information furnished by the Ministry in regard to individual colleges mentioned in the audit para is at *Appendix V*.

3.10. The witness, explaining the general condition of colleges, stated that out of 1600 colleges of Arts, Science, Commerce etc. in the country the U.G.C. had assisted about 600 colleges. He added "In some cases there are governing bodies which reflect political air of the country. There are influences and pressures. Principals are fired. New principals are appointed. Some principals have run away with records. Some records are destroyed. We have some such cases. We asked the University the correct information. We ask the State Government and we take up with the local Accountant General to audit the accounts. With all this, there is some misappropriation or diversion of funds or funds are not properly utilised. We refer where we think it is a case for Central Bureau of Investigation or police investigation and it is much better to be on safe side."

3.11. The Committee referred to para 1.88 of their 61st Report (Third Lok Sabha) and asked what measures had been taken or were proposed to be taken to avoid or prevent misdirection of funds by the colleges. The witness replied that the cases mentioned in the Audit Report were old and related to the period 1958-59 to 1961. After 1962-63, there were no such cases. The procedures had been strengthened. Applications for grants were now received through the Universities, progress was watched after the issue of every instalment. If any suspicion was aroused, an officer was sent by the Commission to make an enquiry and report. The witness added that the Commission had now gained experience and he hoped that there would not be any more such cases. The representative of the Commission expressing his regrets stated. "We did not know that there will be such things as misappropriation of funds. We did it in good faith as educationists. Corruption in the field of education was a new word for us."

3.12. The Committee referred to the Estimates Committee's following recommendation contained in para 58 of their 102nd Report (Third Lok Sabha) and asked about the specific action taken in pursuance thereof:

"The Committee feel that the U.G.C. should not only allocate more funds to those universities which show progress but they should also analyse the causes of slow progress in other universities so as to devise remedial measures for smooth functioning of development schemes sponsored by them. They are also of the view that the expenditure on plan projects should be so worked out that there is an even distribution of such expenditure in various years of the plan to avoid hasty and unscrutinised disbursement of amounts in the last year of the plan period."

The witness stated that so far as universities were concerned the Commission was giving large amounts—Rs. 15 to 20 lakhs—to them for the construction of library, new block of buildings for laboratories and science blocks etc. He added that the delay in the execution of projects was due to the scarcity or non-availability of building material and other reasons. He, however states that the commission knew that 'it is public money and we are more careful about it.' He added: "At the same time we are having a general approach to the whole development of higher education. That is why there is a complete sense of co-operation and belonging between the Universities and the U.G.C."

3.13. Explaining the system of giving matching grants to Universities or Colleges, the witness stated that for the post-graduate departments the Commission gave 100 per cent grant to the University and so far as colleges were concerned the State Governments were also asked to share the expenditure, as the colleges belonged to the States and there was a Plan provision for higher education.

3.14. The Committee had desired to be informed of the number of cases, completion documents in regard to which were outstanding till the end of June, 1967, and the amount involved in those cases. The Ministry have furnished the following information in September, 1967:

“The position of the building projects in colleges completion documents in respect of which were outstanding till the end of June, 1967, is as follows:—

	No. of Schemes in which completion documents were pending on 1-7-1967	U.G.C. Share in respect of these projects	Rs. lakhs
Second Five Year Plan	72		54.36
Third Five Year Plan	185		179.56
	<u>257</u>		<u>233.92</u>

The revised table indicates the assistance given to the colleges in Second and Third Year Plans and the progress of construction of buildings for hostels, libraries, laboratories, staff quarters and Non-Resident Students Centres upto the end of June, 1967.”

3.15. The Ministry have also stated:

“Out of 72 cases of Second Plan (pending), 25 cases pertain to West Bengal Government sponsored colleges where hostel buildings were approved in 1959-60. They have since been completed and are in use. The utilisation certificates from the A. G. West Bengal have not so far been received. The P.W.D., West Bengal has, however, given the completion certificates in these cases.

Out of 185 cases of the Third Plan, 138 cases pertain to latter part of Third Five Year Plan which were sanctioned after 1.4.1964.

It will be observed that during the last 6 months the University Grants Commission has received completion documents from 93 colleges and the Utilisation Certificates have been issued. In other cases, final payments are pending subject to the receipt of completion documents."

3.16. The Committee find that, during the last 6 months completion certificates have been received in regard to 93 projects. They are constrained, however, to note that there are still 72 projects relating to the Second Five Year Plan in regard to which completion certificates had not been received till 1st July, 1967. The Second Five Year Plan was completed on 31st March, 1961, and the Committee are not able to appreciate as to why the completion certificates in respect of 72 projects have not been received till now. The Committee desire that the University Grants Commission should take vigorous steps through the State Governments and the Universities to obtain completion certificates from the institutions concerned so as to make sure that the grants have in fact been utilised for the purpose for which they were given. The Committee feel that the University Grants Commission should fix a time-limit for furnishing completion certificates after completion of the project. The University Grants Commission may also consider the question of retaining a reasonable amount from the final grant which should be released only after the completion certificate has been furnished.

3.17. The Committee also feel that the Universities/State Governments who sponsor grants for colleges should in equity take a good measure of responsibility for ensuring that the money is properly utilised and that the requisite progress reports and the completion certificates are submitted in time to the University Grants Commission. The Committee would, therefore, like the Ministry to examine this aspect further in consultation with the State Governments/U.G.C. to evolve a suitable working arrangement.

3.18. In view of the huge outlay involved in the grants given to colleges for the construction of buildings, the Committee desired to know the machinery evolved by the University Grants Commission to keep watch over the progress of construction work and to ensure that the projects are completed by the institutions by scheduled date.

3.19. The procedure adopted to keep watch over the progress of construction work has been stated by the U.G.C. to be as under:—

- (i) Grants are released in proportion to the progress of expenditure certified by the Engineer Incharge of the cons-

truction. Universities concerned are kept informed of the progressive release of grants.

- (ii) No proposal is accepted until it is received through the University concerned. Colleges have to give an assurance that the matching share would be available. Certified progress reports have to be submitted periodically.
- (iii) A consolidated record indicating the date of approval of the project and the release of grants in instalments is maintained on every file. No new project is normally sanctioned until projects approved earlier have been completed.
- (iv) Payment made on these old projects during the present Plan are debited to the Fourth Plan ceiling of assistance to each college concerned, and constitute the first charge on that ceiling.
- (v) Cases of slow implementation are reported to the Universities concerned and they are requested to take necessary action in this regard.
- (vi) In individual cases where there is inordinate delay in completing projects, colleges are requested to complete the projects within a specified period.

A rigid time limit for construction projects is not prescribed for the following reasons:—

- (a) Building operations are liable to be delayed or even suspended when the necessary material are in short supply or cannot be procured at the rates in the approved estimates.
- (b) Expenditure on the approved projects in most cases has to be shared by the institutions concerned. Affiliated colleges have limited financial resources. They invest their matching share in stages, and the Commission's grants are generally released in instalments in proportion to the expenditure incurred.
- (c) The Commission's share of expenditure is fixed and all expenditure beyond the approved cost has generally to be met by the Institution concerned. Many of the buildings sanctioned are finally completed at a cost in excess of the estimates and the institutions concerned are compelled to find additional funds from their own resources.

3.20. The Committee had asked whether the U.G.C. had to take any measures for improving the financial discipline of the institutions assisted by them and also making their management legally responsible to repay the amounts in cases of diversion, rendition of false certificates etc. The note furnished by the U.G.C. *inter alia* states:—

“By and large, there has been no difficulty in obtaining proper completion certificates for building projects sanctioned to colleges. The Commission sanctioned about 750 building projects during the Second and Third Plan periods but only half a dozen cases of false certificates, etc. have come to notice. However, in such exceptional cases action is taken as indicated.....”

3.21. The Ministry of Education agreed with the view of the Commission. The Commission's note also states that in cases where the colleges were found responsible for mis-utilising the grants, the following action was also taken:—

- (a) requesting the Universities to investigate such cases;
- (b) getting the accounts audited by the Accountant General concerned;
- (c) getting the buildings valued by P.W.D.;
- (d) in case of defalcation, referring them for investigation by the C.B.I.;
- (e) asking the institutions concerned to refund the grants paid and banning all payments to them; and
- (f) seeking the advice of Ministry of Law for recoveries.

3.22. From the information furnished by the University Grants Commission, the Committee note that there were as many as half a dozen cases of furnishing false certificates which have come to notice so far. The Committee take a serious view of the furnishing of false certificates by educational institutions. The Committee would like the University Grants Commission to take stringent action in all those cases where false certificates have been given by educational institutions. The Committee also feel that the progress reports received from educational institutions regarding the construction of buildings need to be examined more critically.

3.23. The Committee consider that on the analogy of the indemnity bond taken for release of funds for the Campus Works Project Scheme, the University Grants Commission may consider the ques-

tion of prescribing an indemnity bond as a pre-condition for the release of funds to colleges.

3.24. The Committee also hope that, with the present procedure evolved for watching the progress of projects financed by the University Grants Commission, there will be no case of diversion of funds and the rendering of false certificates and that the projects undertaken will be completed, as far as possible, on schedule.

Release of grants not covered by the University Grants Commission Act, para 130, pages 163-164.

3.25. In paragraph 106 of the Audit Report (Civil), 1963 and paragraph 108 of the Audit Report (Civil), 1964 mention was made of certain cases of payments of grants which were not covered by the University Grants Commission Act, 1956.

3.26. The Public Accounts Committee in para 61 of their 29th Report (Third Lok Sabha) desired that, in view of two conflicting opinions given by the Ministry of Law, the Attorney General's opinion in the matter should be taken. On a reference from the Government of India, the Attorney General reiterated, in April, 1965, the views expressed by the Ministry of Law earlier in August, 1963 that "maintenance" grants could not be given by the University Grants Commission to a University other than a University established or incorporated by or under a Central Act. "Maintenance" grants aggregating Rs. 72.54 lakhs were, however, paid by the Commission during 1965-66 to five institutions which are deemed to be universities under the provisions of the U.G.C. Act, but have not been established by any Central Act, as detailed below:—

Name of the Institution	Grants released (In lakhs of rupees)
Gujarat Vidyapith	2.50
Gurukul Kangri Vishvavidyalaya	1.50
Indian Institute of Science	60.50
Indian School of International Studies	4.79
Kashi Vidyapith'	3.25
TOTAL	72.54

3.27. It has been stated that the question of regularisation of these grants is under consideration and that grants will be given by Government direct in future.

3.28. The Committee, referring to the audit para, asked how the Commission justified the issue of grants which were not covered by the University Grants Commission Act? The Secretary, Ministry of Education, replied: "The Law Ministry's view was not as clear as that of the Attorney General." The Attorney General gave his opinion on 24th April, 1965, and this was conveyed to the University Grants Commission in June, 1965. The Commission considered that the meeting held on the 4th August, 1965 and resolved:—

"The Commission noted that the communication from the Government of India with regard to the payment of maintenance grants to institutions deemed to be universities under the U.G.C. Act. It was felt that restricting the scope of the Commission to payment of 'development grants' only may in some cases create difficulties and may not be consistent with the Commission's responsibility for maintenance of proper standards. The Commission desired that the matter may be further discussed with the Government."

3.29. The question was discussed further with the participation of the Ministries of Finance and Law. After a careful consideration, the witness stated, it was decided that the Ministry of Education should pay the maintenance grant to the 'deemed' universities directly. The system now in force for the giving of maintenance grants was in accordance with the opinion of the Ministry of Law and the Attorney General.

3.30. In reply to a query it was stated that as there was difference of opinion between the Attorney General and the Law Ministry, there was some delay in arriving at the decision. Asked why the grants were paid to the institutions even after the view of the Attorney General was known, the witness replied if that had not been done the work of the Institutions would have been affected. In reply to a further query it was stated that University Grants Commission in this matter acted on their own and had no direction from the Ministry.

3.31. Asked how the Commission proposed to regularise the grants already given, the representative of the Ministry stated that the question of regularisation was a separate and difficult one. "The only way it could be regularised is to legislate retrospectively" which, the witness hoped, would be avoided. He, however, added that the matter was still under consideration in consultation with the Law Ministry.

3.32. In reply to a question, the Committee were informed that the grant of Rs. 60.50 lakhs paid to the Indian Institute of Science was a block grant for 3 years. The Institute had utilized the grant during the three year period, except a small amount of Rs. 3-4 lakhs. When asked whether the five institutions, mentioned in the audit para, had been established under the Central Act or the State Act, the representative of the Ministry stated that the Indian Institute of Science had been established under the Charitable Endowments Act and the other institutions under the Societies Registration Act. These institutes were deemed to be universities under section 3 of the University Grants Commission Act.

3.33. The Committee regret to observe that, in spite of the Attorney General's opinion given in April, 1965, that the "maintenance" grants could not be given by the University Grants Commission to an institution other than a University established or incorporated by or under a Central Act, maintenance grants aggregating Rs. 72.54 lakhs were given during 1965-66 to five institutions deemed to be Universities.

3.34. The Committee need hardly stress that Government should expeditiously take remedial action for regularising the grants already given by the University Grants Commission to these "deemed universities."

Hostel deficits met out of maintenance grants of the University, Para 131, pages 164-165.

3.35. A Reviewing Committee appointed by the University Grants Commission in October, 1954, to go into the financial needs of the Central Universities recommended that the hostels attached to the Banaras Hindu University should be "made self-supporting and if this is not possible in the very near future, this objective should be gradually attained". The Commission accepted the recommendations of the Committee and advised the University accordingly in December, 1956. The hostels, however, continued to incur heavy deficits, as indicated below, which have been met out of the block grants sanctioned by the Commission for the maintenance of the University.

Year	Deficit (In lakhs of rupees)
1955-60 . . .	7.93
1960-61 . . .	1.26
1961-62 . . .	2.02
1962-63 . . .	1.70
1963-64 . . .	1.46
1964-65 . . .	3.01
TOTAL . . .	17.38

3.36. The Commission have stated that the hostels attached to the Aligarh and Visva Bharati Universities are also running in deficits and that these deficits are met out of the maintenance grants; but in the case of the Delhi University, the income and expenditure of the hostels are not being taken into account for determining the maintenance grant (January, 1967). The Commission have thus not been following any uniform policy with regard to the subsidising of the hostel deficits. Even in the case of the Banaras, Aligarh and Visva Bharati Universities, no specific scales upto which these deficits should be met out of the maintenance grants have been laid down.

3.37. The Commission have intimated that a committee appointed to determine block grants for the Central Universities during the Fourth Plan period tentatively recommended in September, 1966, that the income and expenditure of the hostels should be taken into account while determining the maintenance grants (January, 1967).

3.38. In response to Committee's query as to what steps have been taken to implement the recommendation of the Reviewing Committee that the hostels attached to the Banaras Hindu University should be "made self-supporting and if this is not possible in the very near future, this objective should be gradually attained," the University Grants Commission have stated:

"While forwarding the recommendation of the Review Committee to the Banaras Hindu University, *inter-alia* the Commission had stated, 'It is hoped that the authorities of the B.H.U. will soon adopt the suggestion made by the Committee' in regard to the recommendation of the Committee that the hostels attached to the University should be self-supporting.

The question of self sufficiency of hostels had been considered by the University authorities and the increasing difference between receipts and expenditure has been causing concern to the University authorities. To improve the state of affairs it was decided to raise the hostel rent from Rs. 100 to Rs. 120 with effect from the academic year 1960-61. Reduction in staff consistent with the minimum amenities for the students were also effected. However, with the increased cost of running hostels due to the revision in the scales of pay and D.A. of staff from time to time, it may be difficult to attain self-sufficiency in the near future."

3.39. Regarding the running of hostels attached to the Aligarh and Visva Bharati Universities, the Commission have stated that they are collecting information about the period since when those hostels have been running a deficit and the total amount of deficit in regard to each. The Commission, also furnished the following information:—

“So far as the Aligarh Muslim University is concerned, the deficit of the hostels is met from the maintenance grants with the approval of the Commission. This approval was accorded in respect of all halls of the University when they were taken over under the University Accounts with effect from 1st July, 1963. So far as Visva Bharati is concerned, all along the deficit of the hostels has been met from the maintenance grants.”

“The Commission have not so far considered it necessary to lay down any scales of the maximum for assistance because they view that the Finance Committee of the Universities would normally look into the justifiableness of the expenditure.”

“In the case of the Delhi University, the accounts of the two Halls, viz: Jubilee Hall and Gwyer Hall have so far been outside the normal accounts of the Delhi University and no grant had been paid to meet the deficit. In fact, there has been no deficit till 1963-64. The University has, however, approached the Commission that with effect from 1964-65, the deficit of the two hostels may be met out of the maintenance grant. This question is under the consideration of the University Grants Commission.”

3.40. The University Grants Commission have also stated that they have so far not taken any final decision on the tentative recommendation of the Committee, appointed to determine the block grants of the Central Universities during the Fourth Plan period, that the “income and expenditure of the hostels should be taken into account while determining the maintenance grants.”

3.41. The Committee hope that a final decision on the recommendation of the Review Committee that ‘the income and expenditure of the hostels should be taken into account while determining the maintenance grants’ will be taken soon. The Committee also suggest that a uniform policy should be followed as far as possible for giving grants to Central Universities for the running of hostels and that suitable scales incorporating a maximum for such assistance should be prescribed.

Unsatisfactory implementation of projects—Para 132, pages 165—167

3.42. In December, 1954 the Commission considered proposals of the Annamalai, Baroda and Travancore Universities for grants for research and publication of the Variorum edition of Kamba Ramayana, critical edition of Valmiki Ramayana and a Malayalam Lexicon, estimated to cost Rs. 2.88 lakhs, Rs. 8.25 lakhs and Rs. 15.00 lakhs respectively. During the period 1955-56 to 1958-59 grants amounting to Rs. 0.70 lakh, Rs. 0.80 lakh and Rs. 0.80 lakh respectively were paid to these universities on an *ad hoc* basis. No time limit was prescribed by the Commission for the completion of these projects before releasing the grants.

3.43. In February, 1959, the Commission appointed Expert Committee to assess the requirements of the universities for continuing these projects. On the basis of their recommendations the Commission decided to pay further grants to the Universities according to a definite pattern and also laid down a time-schedule for the completion of the projects. The table below indicates the cost in respect of the remaining work, as approved by the Commission in September, 1960, grants actually released and the progress of work at the end of December, 1966.

University and Project undertaken	Approved cost for the re-maining work	Commission's share (in lakhs of Rs.)	Grants released	Target for completion of work	Progress of work
Annamalai (Kamba Ramayana).	Salaries, contingent & printing expenses.	3.39	2.26	1.94	December, 1966
Baroda (Valmiki Ramayana).	Do.	6.82	4.55	3.98	March, 1967
Travancore (Malayalam Lexicon).	(i) Salaries & contingencies. (ii) Printing expenses	1.20 per annum 8.40	0.60 5.60	2.38	March, 1966

Out of the seven "Kandas" to be brought out, the work on two "Kandas" is yet to be completed. The period for completion of the remaining work has since been extended upto December, 1968 and a further grant of Rs. 1.15 lakhs has also been agreed to by the Commission.

Out of the seven "Kandas" to be published, work on the three "Kandas" is yet to be completed. Out of the seven volumes to be published, six volumes are still at various stages of editing and printing. The University informed the Commission in February, 1966 that "for preparing the final script of the remaining six volumes and seeing them through the press a period of at least six years more will be absolutely necessary". The final decision regarding extension of time has not been taken so far. Extension of time, if granted, would involve recurring payment of grants for meeting salaries of staff and other contingent expenditure.

3.44. The Commission have stated that it has not been possible for the Universities to complete the work within the target period due to various technical difficulties (January, 1967).

3.45. The income of the Universities from sale proceeds of the books was not taken into account while releasing the grants except in the case of the project undertaken by the Baroda University. It has been stated that the question whether the sale proceeds should be taken into account in respect of the projects of the Annamalai and Travancore Universities also will be placed before the Commission in their next meeting (January, 1967).

3.46. The Committee were informed that financial assistance rendered to the projects by the University Grants Commission fell within the latter's purview, and it was a part of development grants and not the maintenance grants.

3.47. The representative of the University Grants Commission referring to the three projects stated that they were considered to be important research projects by scholars, and it was the Commission which estimated their cost and decided the period required for their completion. The witness admitted that the projects had taken more time to complete than estimated earlier but added that in the beginning various factors could not be taken into account.

3.48. The officers of the Commission had now visited the three centres and had understood their problems. The witness also stated that the projects were not being wholly financed by the Commission. The Commission shared 50 per cent of the recurring expenditure and 2/3 of the non-recurring expenditure. The balance was shared by the State Governments. In reply to a query the witness stated that the instalments had been paid according to the requirement of particular project and not on a uniform basis. The universities had their own resources to finance the projects and the State Governments too gave them grants.

3.49. In reply to a question whether the Expert Committee ascertained the progress actually made during the four years, the University Grants Commission's representative stated that recently a Visiting Committee was sent to the three Universities to examine their programmes for the next five year plan and also to assess their past achievement. The Committee's Report, the witness added, would be placed before the Commission next month. He also disclosed that the Visiting Committee had more or less recommended that since the scholars had done the work to a certain stage, the work should be continued to the stage of completion. Asked what were the difficulties in the execution of the projects, the witness replied that they were high level works of scholarships and new

material which had not been foreseen earlier had come to light and had thus delayed the projects.

3.50. Asked if the Expert Committee tried to find out or formulate the time-schedule for the completion of projects so that the same could be stuck to, the witness stated that the Commission either wrote to those scholars who were engaged on the projects or discussed with them and had their explanations, which were then considered. It was on that basis that they agreed to continue the schemes. He added that the Commission maintained a close liaison with the Universities to keep a watch on the progress of the projects.

3.51. Stating the progress of the projects, the representative of the Commission stated that the first volume of the Malayalam Lexicon had been printed and the other six volumes were at various stages of editing and printing; and time for completion of the Kamba Ramayana had been extended to December, 1968. So far as Valmiki Ramayana was concerned, four Kandas had been completed and the remaining three were yet to be done. The witness added that some of the foreign journals had reviewed those Kandas favourably.

3.52. The witness informed the Committee that the Valmiki Ramayana was being published in Sanskrit and English and the project was meant to standardise the text.

3.53. The Committee asked if printing and publishing of such books fell within the purview of University Grants Commission Act. The representative of University Grants Commission stated it fell under section 12 of U.G.C. Act. He added "This is scholarly research which we encourage".

3.54. The latest position about the progress made in the completion of research projects, the estimated cost, the actual expenditure incurred etc. is indicated in the following written note received from the Ministry of Education:

S. No.	University	Project	Approved cost	U.G.C. Share	Remarks	Expenditure incurred
1	Annamalai	Kamba Ramayana	3,39,000 (NR)	70,000 2,26,000 (NR)	Token grant. The scheme was sanctioned upto Dec. 1966.	1960-61 to 1965-66 Rs. 2,80,711.06 (Actuals)
			1,72,000 (NR)	1,14,666 (NR)	The Commission has agreed to the continuation of the scheme upto 31st Dec. 1968.	1966-67 Rs. 60,500.00 (Estimated)
			5,11,000			
2	M.S. University of Baroda.	Valmiki Ramayana	6,82,150 (NR)	80,000 4,54,700 (NR)	Token grant. The scheme was sanctioned upto 31st March, 1967.	1959-60 to 1966-67 Rs. 6,63,805 (Actuals).
			2,52,828 (R)* 1,10,900 (NR)	1,26,414 (R) 1,10,900 (NR)	*The Fourth Plan Visiting Committee has recommended the continuation of the scheme upto 31st December, 1970 with the facilities indicated in the previous column. This is under the consideration of the Commission.	
			10,45,875 (R&NR)	6,92,014 (R&NR)		

3 Kerala

Malayalam
Lexicon

	80,000	} Token grant.	
8,40,000 (NR)	5,60,000 (NR)		The Scheme was sanctioned upto 31st
8,40,000 (R)	4,20,000 (R)	} March, 1966.	1959-60 10
			Rs. 5,87,543.32
			(Actuals)
8,40,000 (NR)*	5,60,000 (NR)	} *The Visiting Committee has recommended the continuation of the scheme during the Fourth Plan period. This is under the consideration of the Commission.	1965-66.
2,94,000 (R)	1,47,000 (R)		Rs. 15,387,00
			(Estimated)
<u>28,14,000 (R&NR)</u>	<u>17,67,000 (R&NR)</u>		

State Government's share of Expenditure

(ii) (a) *Annamalai University:*

The share of the University Grants Commission is 2/3rd; of the State Government 1/6th; the remaining expenditure is being met by the University.

(b) *Kerala University:*

The share of the University Grants Commission is 50 per cent of the recurring expenditure and 2/3rd of the non-recurring expenditure. The State Government is meeting 1/3rd of the total cost of the scheme. The remaining expenditure is being met by the University.

(c) *M. S. University of Baroda:*

The share of the University Grants Commission is 2/3rd. The State Government met 1/3rd of the expenditure for the years 1959-60 and 1960-61. From 1961-62, the State Government is meeting 20 per cent of the expenditure and the remaining 13 1/3 per cent is being met by the University.

Likely Date of Completion of Project

(iii) (a) *Annamalai University:* December, 1968.

(b) *Kerala University:* The Scheme was sanctioned upto 31st March, 1966. The Visiting Committee has recommended the continuation of the scheme during the Fourth Plan period and this is under consideration of the Commission.

(c) *M. S. University of Baroda:* The scheme was sanctioned upto 31st March, 1967. The Fourth Plan Visiting Committee has recommended the continuation of the scheme upto 31st December, 1970 and this is under consideration of the Commission.

3.55. In regard to the views of Scholars, journalists etc. on these compilations the Ministry have stated as under:—

“The following are the comments of Prof. Suryakant of the Banaras Hindu University and Prof. R. N. Dandekar of the Poona University on one of the projects undertaken by the M. S. University of Baroda regarding the publication of a critical edition of the Valmiki Ramayana: ‘We found that the various sections of the Ramayana Department, e.g.

collation and critical apparatus have been properly organised. We are satisfied with the work that has been accomplished so far in publishing the 'Great Epic' since the inception of the scheme in March, 1951. In view of the volume and nature of work yet to be done and in view of the difficulties in getting proper material, human and otherwise on this type of work, we recommended that University Grants Commission may share the expenditure at 2/3:1/3 on this account."

3.56. The Committee find that the Visiting Committee appointed by the University Grants Commission to go into the Fourth Plan requirements of Universities have also made some observations about the progress made with these research projects. The Committee hope that the University Grants Commission will keep a careful watch on these research projects so that they are completed without avoidable delay.

3.57. The Committee would suggest to the University Grants Commission that, in the light of the experience gained so far in sanctioning grants for research projects to Universities, they should evolve suitable criteria for the guidance of all concerned. In particular, the Committee suggest that the sponsoring Universities should furnish to the University Grants Commission an outline of the project in greater depth together with a realistic time-schedule. The University Grants Commission should also watch the progress made through periodical progress reports so that necessary action may be taken for the timely completion of the assignment.

Delay in completion of hobby workshops, Para 133, Pages 167-168.

3.58. The Commission have been assisting the universities and colleges to establish hobby workshops for providing opportunities to students for self-expression and development of personalities through the cultivation of hobbies like carpentry, smithy, photography, tailoring, etc. The assistance comprised (i) non-recurring grants for construction of buildings and purchase of equipment at the rate of Rs. 50,000 in the case of universities and Rs. 20,000 in the case of colleges; and (ii) recurring grants for meeting expenditure on salaries of staff and contingencies at the rate of Rs. 5,000 per annum in the case of universities and Rs. 2,500 per annum in the case of colleges, for a period of five years.

3.59. Grants aggregating Rs. 16.38 lakhs (non-recurring) and Rs. 3.10 lakhs (recurring) were paid to 87 institutions (17 universities and 70 colleges) during the period April, 1958 to December,

1966. The table below indicates the progress of the scheme as at the end of December, 1966:—

	Number	Amount involved (in lakhs of Rs.)	Remarks
Cases in which projects were completed.	39	12.87	The institutions are reported to have completed all the three stages, viz., construction of buildings, purchase of equipment and appointment of training staff. Building completion documents have, however not yet been submitted by the institutions to the Commission in 9 cases.
Cases in which projects have not yet been completed.	41	6.31	Of the 41 projects, 32 were approved by the Commission during 1959-62, 8 projects during 1962-65, and the remaining 1 project during 1965-66. 27 institutions have completed construction of buildings and out of these, 9 institutions have also purchased the requisite equipment; but the necessary staff has not yet been appointed. Building completion documents have also not yet been submitted by the institutions in 18 cases.
Cases in which the projects were cancelled.	7	0.30	In 5 cases grants totalling Rs. 0.25 lakh which were released as advance prior to March, 1965 have not yet been recovered.

3.60. These details show that upto December, 1966 the projects had been completed only in 50 per cent of the cases. According to the report of an Evaluation Committee (appointed by the Commission), submitted in January, 1966 "many institutions have referred to the difficulty of finding suitable instructors within the framework of the scheme as well as lack of time for the pursuit of hobbies by the students particularly because N.C.C. training has become compulsory". It has been stated that "the University Grants Commission on the recommendations of the Evaluation Committee decided not to sanction any fresh project for the time being" (February, 1967).

3.61. The Committee were informed that there were 3 phases for completion of the hobby workshops. One was the construction of building; second was purchase of equipment and the third was appointment of technical personnel. In all the three phases, the representative of the U.G.C. stated, there were difficulties which delayed the execution. For building, the witness said, there was difficulty of getting cement and other material. The equipment involved foreign exchange which was also difficult to get. Appointment of technical personnel was the major difficulty as technically trained persons were not easily available.

3.62. The witness also felt that those, persons who came to take up the jobs must have interest in the work and should not look for any other appointment. Actually the persons who joined a hobby workshop left it when they were able to secure another job. The witness felt that in an expanding economy, technical personnel were able to get appointment easily.

3.63. The witness disclosed that a Committee which was appointed to look into the matter had considered the programme important, but he felt that it was not easy to execute the programmes due to various factors. On account of those difficulties no new sanction for hobby workshops was being given. Attention on those workshops which had already been established was being concentrated. So far as issue of grants was concerned, it was stated that they were being paid in instalments.

3.64. Asked if the difficulties like lack of time on the part of students etc. faced by the hobby workshops were brought to the notice of the Commission before 1966, the witness replied that they came to their notice gradually. When it was noticed that there was inordinate delay in the implementation of the scheme, information about them was gathered and placed before the Commission. The

Commission decided to set up a Committee to study the problem. The Committee had gone into that question in detail and made certain recommendations. The witness also stated that position was different with different universities. The Rajasthan University was doing excellent work, whereas in Delhi it was not successful. However, the programme was very interesting and educationally too it was successful.

3.65. The Committee are surprised that the University Grants Commission launched upon the scheme of a hobby workshop involving an amount of about Rs. 20 lakhs without first ensuring that the scheme would be smoothly implemented. What is more surprising is that, having launched the scheme, the Commission did not ascertain the practical difficulties in its implementation from 1958 to 1966 despite the fact that there was inordinate delay in its implementation. According to the Report of the Evaluation Committee on Hobby Workshops, submitted in January, 1966, the scheme ran into difficulties for two main reasons:—

- (i) non-availability of suitable instructors; and
- (ii) the lack of time for the pursuit of hobbies by students, particularly because of compulsory N.C.C. training.

3.66 The Committee feel that these two impediments in the execution of the scheme in various Universities and colleges could have been foreseen and proper safeguards in that respect could have been provided.

3.67. The Committee have no doubt that the recommendations made by the Evaluation Committee about the Hobby Workshops will now be implemented by the University Grants Commission and the Universities faithfully. In particular, the Committee would like to stress that hobby Workshops, where set up, should be activised. No further grants should, however, be given for setting up new Hobby Workshops till it has been demonstrated from experience that these Workshops serve a useful purpose in fostering hobbies amongst students.

*Printing of publications in excess of requirements, Para—135
Pages-168-169.*

3.68. During 1959-60 to 1965-66 the Commission brought out 28 priced publications on various subjects. Only a small percentage of the books could be sold and the remaining books were either dis-

tributed as complimentary copies or were lying in stock, as indicated in the table below:—

Year	No. of publications brought out	Copies printed	Copies sold ¹	Books issued as complimentary copies	Copies in hand in March 1966	Sale price of copies in stock	Percentage of copies sold to the total print order
1959-60 to 1962-63 .	11	43,500	4,254	23,485	15,761	54,754	10
1963-64 .	3	7,500	658	6,093	749	1,859	9
1964-65 .	5	11,250	1,195	6,368	3,687	10,657	11
195-66 .	9	18,000	673	4,746	12,581	49,872	4

3.69. The Commission have stated that steps have been taken to boost up the sales and to reduce the print order and free distribution of copies to the barest minimum as an economy measure (January, 1967).

3.70. Since the Commission had explained to Audit (January, 1967) that in the interest of promoting, co-ordinating and maintaining the standards of teaching, examination and research in Universities, the Commission collected information on all such matters in India and other countries and the reports so prepared were circulated free of charge to University authorities and educational institutions/experts etc. and that some copies were also placed for sale for those interested in educational problem, the Committee enquired from the Ministry:—

(a) "Whether the Commission had conducted a special review of these publications and taken steps to ensure that all the publications were not sent to all the Institutions as a matter of routine and that the print order of copies was restricted to the actual minimum requirements; and

(b) the steps taken, if any, to boost up the sales."

3.71. The Ministry have furnished the information in a note which is at Appendix VI.

3.72. The Committee find that the percentage of the copies sold to the total print order during the six financial years from 1959-60 to 1965-66 has varied from 4 to 11. The Committee feel that this percentage is shockingly low, even taking into consideration that some

of the books have to be issued as complimentary copies. Further, the number of copies of the different publications in stock is also distressingly high. The corresponding waste of public funds cannot be overlooked or condoned. The Committee suggest that the University Grants Commission should review their publication policy and evolve a suitable procedure whereby the print order is kept to the essential minimum.—The number of books to be issued as complimentary copies should also be drastically reduced. The Committee desire that the University Grants Commission should take suitable measures to boost the sale of unsold copies so that the money spent is not needlessly blocked.

IV

MISCELLANEOUS CASES

Page 27, para 19 and Appendix VII—Page 195.

The appendix indicates that out of the loans aggregating Rs. 117.31 lakhs sanctioned by the Ministry to three State Governments (between October, 1963 and March 1966) a sum of Rs. 24.49 lakhs remained unspent and was not refunded to the Central Government till 31st March, 1966.

4.2. In response to the Committee's question, "could not the Ministry adjust the unutilised balances of a particular year while sanctioning the loans in subsequent year", the Ministry have given the following reply:—

"The question as to what may be done with the unspent amounts left with the State Governments was duly considered in consultation with the Ministry of Finance and it was decided that such amounts should be refunded to the Central Government at the end of the particular financial year. A para to this effect is added in all communications sanctioning amounts to the State Governments and it is expected that they will comply with this condition. Where a State Government fails to refund the unutilized balance, the Accountant General intimates to the Ministry of Education the amount involved and the Ministry immediately takes up the matter with the concerned State Government. Accordingly, on receipt of intimations from the Accountants-General concerned, the Ministry requested the State Governments (Gujarat, Maharashtra and Madhya Pradesh) to refund the unspent balances as on 31st March, 1966, and they were last reminded in the matter on 7th July, 1967."

4.3. The Committee regret to note that an amount of Rs. 24.49 lakhs representing the unspent balance of the loans lying with the State Governments has not been refunded till 7th July, 1967, though it should have been refunded on 31st March, 1966, i.e., at the end of the financial year. The Committee feel that in such cases, the terms and conditions of loans should be strictly enforced and for this purpose every effort should be made to secure the cooperation of

the State Governments concerned. In case the State Governments do not respond, it should be open to the Central Government to set off the unspent balance against future loans given to the State Governments in questions.

Page 28, para 21 and Appendix VIII—page 198.

4.4. The appendix indicates cases of loans granted to certain institutions and individuals where the recovery of principal and interest remained in arrears as on 31st March, 1966.

4.5. The following are some of the important items:—

Name of Institution	Amount overdue		Earliest period to which the arrears relate
	Principal	Interest	
(In lakhs of rupees)			
(i) Cooperative Crafts Schools	3.24	1.56	1963-64
(ii) Various educational institutions including Engineering Colleges	1.60	*2.58	1955-60
(iii) Rabindra Nath Tagore Centenary Committee	0.84	0.94	1965-66

4.6. The Ministry was asked to furnish a comprehensive note on the construction of Rabindra Rangshala in New Delhi, covering inter-alia the following points:

- (a) the amount given as grant or loan to Rabindra Nath Tagore Centenary Committee for setting up Rabindra Rangshala in New Delhi;
- (b) the objectives in setting up the Rangshala in New Delhi;
- (c) the estimated cost of the project;
- (d) the progress made by the Rabindra Nath Tagore Centenary Committee in executing this project.

4.7. The Ministry have furnished the following reply:—

“As a part of Tagore Centenary Celebration held in 1961, the Rabindra Nath Tagore Centenary Committee, a private Registered Society has constructed Rabindra Rangshala,

*Includes arrears of interest of Rs. 119 lakhs recoverable from Vidya Bhavan Society, Udaipur on the loan of Rs. 4 lakhs sanctioned in December 1959.

an open air theatre near the 'Bholi Bhatihari Ka Tank' on the upper Ridge Road, New Delhi. The project was undertaken by the R.T.C.C. with a view to setting up a permanent memorial to Rabindra Nath Tagore. The theatre has been planned in a way that it can be used for legitimate dramas, ballets, dance-shows, spectaculars shows etc. by using the same stage and auditorium. The seating capacity ranges from 2,000 to 8,000 persons and it can be adjusted according to requirements."

- "(a) The Government of India in the erstwhile Ministry of S.R.&C.A. had given a grant-in-aid of Rs. 10 lakhs to the Committee for the construction of the Rangshala as under:—

1960-62	..	Rs. 66,000.00
1961-62	..	Rs. 9,34,000.00
Total	..	<u>Rs. 10,00,000.00</u>

After the theatre was partly constructed, the Committee approached for an additional grant of Rs. 17 lakhs to complete the construction as it had no funds with it. The Ministry of Finance suggested that the amount of Rs. 17 lakhs asked for by the R.T.C.C., be sanctioned as an interest bearing loan."

- "The Ministry of Education accordingly gave an interest bearing loan of Rs. 17,00,000 to the Committee during 1963-64."
- "(b) As a part of R.T.C.C.'s programme during 1963-64 for the Tagore Centenary celebrations, the Rangshala has been constructed by the Committee as a permanent memorial to Tagore."
- "(c) The original estimated cost as considered by the R.T.C.C. was Rs. 20 lakhs—10 lakhs to be met by R.T.C.C. and the remaining 10 lakhs to be paid by Government by way of grant to the R.T.C.C. As, however, the time was running out and the target date for the completion of theatre was May, 1962, tenders were called in February, 1961 for civil works even though detailed plans and estimates were not ready at that time. The contract for the civil works were placed on one of the firms for Rs. 14.76 lakhs and it was considered by the R.T.C.C. that the remaining 5.24 lakhs would be enough to provide for other items e.g. lighting, sound equipment and other services. Subsequently, how-

ever, a detailed estimate was prepared in September, 1962 which after having been checked by the experts of the C.P.W.D., stood at Rs. 36.43 lakhs—Rs. 22.55 lakhs for civil works and Rs. 13.88 lakhs for other items.”

“(d) The construction work was started in March, 1961 and the construction of the Rangshala proper (Auditorium and stage block) was completed in February, 1966.”

4.8. As regards taking over by Government of the Rangshala by way of purchase along with liability, for the repayment of the loan of Rs. 17 lakhs together with interest thereon, the Ministry was asked to furnish information on the following points:

- (a) the reasons for the decision to purchase Rangshala;
- (b) whether the Rangshala has since been taken over by the Government. If so, the value of the Rangshala equipment and the basis for arriving at this value;
- (c) the latest progress made in completing the Rangshala and the likely date of its completion and putting it to use;
- (d) the extent to which the project would be able to meet its recurring expenditure and pay back the capital expenditure incurred on it

4.9. The Ministry has given the following reply to this—

“(a) From the very beginning, it was the intention of the R.T.C.C. to hand over the Rangshala to the Government after it was built. Since the R.T.C.C. was set up for a specific purpose and is now in the process of winding up its affairs, the Committee offered the Rangshala to the Government on the condition that the loan obtained from the Government of India be treated as set off against the Rangshala with its assets worth Rs. 36 lakhs. The offer was considered by the Government of India in the Ministry of W.H.&U.D., who obtained Cabinet’s approval on 17th November, 1966 to the taking over of the Rangshala with all its equipment by way of purchase along with the liability for the re-payment of Rs. 17 lakhs and interest thereon.”

“(b) The administrative control of the Rangshala has since been transferred *de-facto* to Ministry of W.H.&S. by the regarding the *de-jure* transfer (i.e. execution of formal R.T.C.C. with effect from 1st April, 1967 and the case

transfer deed etc.) is being processed. The value of the Rangshala is Rs. 35.89 lakhs which has been arrived at on the basis of (i) actual payments made to the contractors for construction of the building (including all equipment/installations), (ii) anticipated payments yet to be made to the contractors and (iii) the usual establishment charges”

“(c) As stated above, the Rangshala has already been transferred *de-facto* to the Ministry of W.H.&S. with effect from 1st April, 1967 and the question of any further work on it so far as the R.T.C.C. is concerned, does not arise. It is now for the Ministry of W.H.&S. to put the Rangshala to proper use.”

“(d) As pointed out above, the Rangshala which has a seating capacity of 2,000 to 3,000 persons can be used for legitimate dramas, ballets, dance shows, spectacular shows. It can thus be let out on rental basis to Art/Literary and other analogous societies or individuals who want to hire it for *bonafide* purposes. In view of this, it is expected that the Project should be able not only to meet its recurring expenditure but also pay back the capital expenditure incurred on it. How far these expectations are fulfilled will, however, depend on the actual experience after the theatre is put to use by the Ministry of W.H.&S.”

4.10. The Committee appreciate the laudable object for which the Rangshala was built. They find however, from the note furnished by the Ministry that the estimate of the Rangshala, rose from Rs. 20 lakhs to Rs. 36.43 lakhs. The construction of the Rangshala proper (Auditorium and Stage Block) was completed in February, 1966, as against the target date for the completion of the theatre in May, 1962. The Ministry's note indicates that the former Ministry of S.R.&C.A. agreed to pay a grant of Rs. 10 lakhs to the R.T.C.C. without ascertaining the complete details of the memorial proposed to be set up and the ability of the R.T.C.C. to provide the remaining amount and complete the theatre. The Committee are surprised to note that for the completion of the project a further payment of Rs. 17 lakhs had to be made as loans and finally the Government had to take over the Rangshala with effect from 1st April, 1967.

4.11. The Committee hope that the Rangshala will be put to the use for which it had been built and that the Government will not only be able to meet the recurring expenses but also get back the capital expenditure incurred on it.

Grant of Undue higher pay to an officer Para 58 (Appendix I—Pages 179-180).

4.12. An officer holding the post of a permanent Under Secretary in Council of Scientific and Industrial Research and drawing a basic pay of Rs. 1,050 per mensem was appointed, with effect from 1st January, 1964 as an interim measure, to look after the duties of the post of Manager, Hindi Unit (having the scale of Rs. 1100—50—1300—60—1600—1800) in addition to his normal duties. In consideration of the dual charge, he was allowed an additional pay of Rs. 210 per mensem, being 20 per cent of his basic pay. Subsequently, in April, 1964, the post of Manager, Hindi Unit was advertised and the same officer who was also one of the applicants, was appointed to the post in August, 1964 on the recommendations of a Selection Committee constituted by the Council. Under the Fundamental Rules of the Government of India (adopted by the Council) he was normally entitled to have his pay fixed at Rs. 1,100 per mensem with reference to his substantive pay (Rs. 1,050 per mensem). But on the consideration that the officer should not suffer any loss in his total emoluments, the Committee recommended that he might be given five increments over the basic pay. Accordingly, his pay was fixed with effect from 13 August, 1964 at Rs. 1,360 per mensem.

4.13. The fixation of pay at Rs. 1,360 lacked justification as (i) prior to his regular appointment as Manager, Hindi Unit, the officer had held additional charge of that post for 7 months only and no protection of the additional allowance of Rs. 210 drawn during this period was admissible under the rules and (ii) the pay fixation in this manner not only protected him against loss in the higher emoluments (viz., Rs. 1,260 per mensem) drawn during this short period but also gave him an additional benefit of Rs. 100 per mensem.

4.14. The Council have stated in August, 1966 that after detailed discussion, the Governing Body decided that normally fixation of initial pay should be done in accordance with rules, but in exceptional cases higher initial pay might be given as recommended by the Selection Committee for departmental candidates.

4.15. The Committee were informed, during evidence, that the Officer in question had been promoted as Deputy Secretary, but later when some lacuna was found in the way he was promoted, he was reverted to his original post of under Secretary. The reversion orders were passed on 23rd April, 1964 under the direction of the

Vice-President of the Council, who was the Minister of Education. The witness added that the officer, after reversion continued to do the work of Hindi Unit in addition to his usual duty as Under Secretary, and for that purpose he was given 20 per cent extra of the salary drawn by him.

4.16. Asked if the concurrence of the Finance Ministry was required in cases where Selection Committee recommended advance increments, the witness replied that their approval was needed when more than five increments were recommended.

4.17. The Ministry of Education have also stated in a written note that the Selection Committee after considering all things recommended as under:—

“The salary of Shri _____ may be fixed in such a way that he may not suffer any loss in total emoluments. We, therefore, recommend that he may be given five increments over the basic pay.”

“Vice-President, C.S.I.R., approved of the proceedings of the Selection Committee and Shri _____ was offered the appointment of the post of Manager, Hindi Unit on an initial salary of Rs. 1360 p.m. in the scale of Rs. 1100—50—1300—60—1600—100—1800.”

“Shri _____ took charge of the post of Manager Hindi Unit (now Indian Language Unit) from 13th August, 1964.”

“As stated above, the Selection Committee recommended grant of five advance increments to Shri _____ so that he does not suffer any loss in total emoluments.”

“Shri _____ was then drawing a salary of Rs. 1050 as Under Secretary plus Rs. 210 (20 per cent for looking after the work of Hindi Unit) i.e. in all Rs. 1260. On 14th September, 1964, his emoluments would have been Rs. 1100 plus 220 (i.e. Rs. 1320). As recommended by the Selection Committee his initial pay was fixed at Rs. 1360 p.m. in the grade of Rs. 1100—50—1300—60—1600—100—1800 by grant of five advance increments to him in the scale so that he did not suffer loss in the total emoluments he was drawing.”

“The fixation of Shri _____ Pay at Rs. 1360 was done with the sanction of the Vice-President under Fundamental Rules 27.”

4.18. It has also been stated that the Financial Adviser who was a member of the Selection Committee did not attend the meeting. The concurrence of the Financial Adviser was not sought in the matter of fixation of his initial pay in the post of Manager, Hindi Unit, as the Appointing Authority could, on the recommendation of Selection Committee grant of five advance increments.

4.19. In the particular case the appointing authority considered the recommendation of the Selection Committee reasonable and accepted it.

4.20. While the Committee have not been able to appreciate the way in which it was sought to protect his emoluments, especially when he had held combined charge of two posts for a period of seven months only. The Committee feel that, if the financial adviser could not attend the meeting of the Selection Committee for some reason, his advice about the fixing of the pay should have been obtained before takings final decision. The Committee hope that normal rules will be followed by the C.S.I.R. in determining the pay in such cases and that a deviation will be made only in exceptional cases and that the reasons for such a deviation will be recorded.

Audit Report on the accounts of the National Council of Educational Research and Training for 1965-66:

Non-Receipt of Utilisation Certificates, para—2:

4.21. The following table indicates the grants paid by the Council during the years 1962-63 to 1964-65 and the amounts and number of cases for which utilisation certificates were wanting on 3 February, 1967:—

Year	No. of cases in which grants were paid	Amount of grants paid (in lakhs of rupees)	No. of cases in which utilisation certificates awaited	Amount for which utilisation certificates awaited (in lakhs of rupees)	Percentage of cases of utilisation certificates awaited to the total number
1962-63	526	23.30	99	12.61	19%
1963-64	517	18.75	303	8.15	59%
1964-65	937	23.97	363	14.00	39%

4.22. The Committee had desired to know (i) the latest position in regard to the receipt of utilisation certificates; (ii) reasons for a higher percentage of outstandings during 1963-64 as compared to 1962-63; and (iii) the purpose of these grants and the basis on which they were sanctioned.

4.23. The Ministry have furnished the following information:

"The position regarding receipt of utilisation certificates in respect of grants paid during the years 1962-63, 1963-64 and 1964-65 has since improved. Out of 526 cases relating to 1962-63 involving an amount of Rs. 23.30 lakhs, utilisation certificates are awaited only in respect of 95 cases involving an amount of Rs. 12.45 lakhs. In 1963-64, out of 517 cases involving an amount of Rs. 18.75 lakhs, utilisation certificates are awaited in 282 cases for an amount of Rs. 7.86 lakhs. In 1964-65 out of 937 cases involving an amount of Rs. 23.97 lakhs, utilisation certificates in 333 cases involving an amount of Rs. 13.53* lakhs only are awaited."

"All these outstanding cases of utilisation certificates relate to grants given by the Council to various institutions for conducting extension and field activities, research projects etc. It is seen from the following table that out of the outstanding cases the majority of the cases are those which involve grants upto Rs. 2,000 in each case."

Year	No. of outstanding cases	No. involving Rs. 2,000/- each
1962-63	95	61
1963-64	282	244
1964-65	333	251

"It has been decided by the Council (in May, 1967) with the concurrence of the Finance Committee that for grants given by the Council not exceeding Rs. 2,000 in each case for research projects, experimental projects, development of libraries, Science fairs, Science Clubs etc., the formality of auditing the accounts of the Institution concerned, through the Chief Accounts Officer of the Council or any other authority may be waived and a certificate by the

*According to Audit the figure is Rs. 11.53 lakhs.

head of Institution (and a Gazetted Officer in the case of voluntary organisation) shall be sufficient."

"In view of the above, it is expected that the majority of the cases mentioned above will be settled and the number of outstanding cases will be considerably reduced."

4.24. Though some progress has been made in the receipt of utilisation certificates, the Committee note that a number of them are still outstanding. They would like the Council to make sustained efforts for securing the remaining utilisation certificates.

4.25. Before implementing the decision taken in May, 1967 in regard to the waiving of the formality of the auditing of accounts for grants not exceeding Rs. 2,000, the Committee would like the Council to devise suitable means to ensure that no undue advantage is taken of this relaxation by anyone.

V

GENERAL

Outstanding Utilisation Certificates and Completion Certificates.

5.1. While examining the Audit paras relating to the Ministry of Education, the Committee have observed that, in an inordinately large number of cases, utilisation certificates are outstanding so far as Ministry of Education University Grants Commission or the offices attached to that Ministry are concerned. In the case of the University Grants Commission, completion/utilisation certificates were pending in respect of 72 projects (value Rs. 54.36 lakhs) in respect of the Second Five Year Plan and 185 projects (value Rs. 179.58 lakhs) in respect of the Third Five Year Plan. In the case of the National Council of Education Research and Training, utilisation certificates for Rs. 33.84 lakhs were outstanding in 710** cases for the years 1962-63, 1963-64 and 1964-65. The Sangeet Natak Akademi had also to get the utilisation certificates for grants amounting to Rs. 2.65 lakhs from 31 institutions upto 13th June, 1967. The Committee view with concern the non-receipt of utilisation/completion certificates. The Committee desire that the Ministry of Education/University Grants Commission should take suitable measures to obtain the outstanding utilisation certificates and the completion certificates.

5.2. The Committee feel that the submission of utilisation certificates should be insisted upon before releasing further grants. However, in exceptional cases, where a utilisation certificate is likely to be delayed and a further grant is urgently needed, the granting authority must satisfy itself that the previous grant had been put to the use for which it had been intended before sanctioning and authorising further grants.

Excessive Printing of Publications.

**Year	No. of cases	Amount
1962-63	95	Rs. 12.45 lakhs
1963-64	282	R. . 7.86 lakhs
1964-65	333	Rs. 13.53 lakhs

5.3. The Committee find that a habit has developed of print orders being placed for various publications very much in excess of requirements, with the result that the percentage of unsold copies remained very high. In the case of the Sangeet Natak Akademi, the percentage of unsold copies to total printed copies has ranged between 74 to 93 (c.f. para 1.83). In the case of two institutions of the Council of Scientific and Industrial Research, viz., National Botanical Gardens and the Central Mining Research Station, Dhanbad, the percentage of accumulation of various publications ranged between 63 to 99 during 1963—65 (c.f. para 2.50). During 6 financial years 1959-60 to 1965-66, the percentage of copies sold to total print order has varied from 4 to 11 (c.f. para 3.68), in the case of University Grants Commission and the number of copies of different publications in stock was distressingly high. Overprinting and overpricing appear to be mainly responsible for the accumulation of unsold publications. The Committee desire that the Ministry of Education/University Grants Commission should examine the printing and pricing policy of the various institutions attached to them and issue suitable instructions so that excessive print orders and unrealistic pricing are avoided. The number of books to be issued as complimentary copies should also be drastically reduced. Suitable measures should also be taken to boost sales of unsold stocks. The Committee feel that a realistic and conservative attitude is called for so far as the printing of various publications is concerned. Such a step will not only result in economy, but also in avoidance of accumulation of unsold stock.

NEW DELHI;
February 13, 1968.
Magha 24, 1889 (Saka).

M. R. MASANI,
Chairman,
Public Accounts Committee

APPENDIX I

(Reference para 1.37 of the Report)

Statement indicating the break-up of expenditure on general administration (viz. salaries of establishment, office contingencies etc.) of the Sangeet Natak Akademi for each of the years 1963-64, 1964-65 and 1965-66.

	1963—64	1964—65	1965—66
1. Pay of Establishment	1,28,981·56	1,38,842·02	1,31,717·03
2. Allowances & Honoraria	38,272·59	42,929·55	59,491·60
3. T.A. to Staff	9,655·87	11,942·50	5,806·03
4. F.A. to Members	12,634·32	20,905·73	13,086·44
5. Contingencies	39,969·04	52,380·87	51,310·75
	<u>2,29,513·38</u>	<u>2,67,000·67</u>	<u>2,61,411·85</u>

APPENDIX II

(Reference para 1·89 of the Report)

Statement indicating the number of bills brought out, copies printed, sold etc., by the Sangeet Natak Akademi, during the period 1955—60 and from year 1961 to 30th June 1967.

Year	No. of titles brought out	copies printed	copies issued as complimentary	copies sold	copies in hand on 30-6-67	Value of copies in stock		Percentage of unsold copies to total print order
						Rs.	P.	
1955—60	11	5349	543	685	4121	7,270·00		77
1961	3	3305	43·7	398	2470	34,379·50		74
1962	1	971	758	83	130	130·00		13
1963	1	794	20	33	741	14,620·00		93
1964	4	4071	458	297	3316	15,011·50		81
1965	2	1991	389	120	1482	3,963·50		74
1966	4	3990	611	232	3147	6,966·60		79
1967	1	1000	74	59	867	2,601·00		87

104

A. M. D'ROZARIO
Joint Secretary.
14-7-67.

MANMOHAN SHUNGLOO,
Publication Assistant.

APPENDIX III

(Reference para 1.132 of the Report)

Under this project, among other things, lists of phonemes of various languages showing their frequencies were required to be prepared. A statement showing detailed instructions issued to the various Universities for undertaking the analysis is enclosed (*Annexure*) which would give fuller information about the nature of the project to be undertaken.

ANNEXURE

Procedural Instructions for Morpho-Phonemic analysis of Indian Languages

In order to settle the minimum standard of Morphic and Phonemic Analysis and also to correlate the work done by scholars for different languages, the following procedure was laid down:

- (a) A representative sample of literature of the language concerned from which a count of one lakh of words is to be made by choosing any principle of selection, preferably, some random rule;
- (b) These words should be alphabetically arranged and their frequency noted;
- (c) The total separate items should then be written out phonemically with syllables and morpheme boundaries marked out; and
- (d) With the help of punch-card machine, the following data should be collected and given in the order mentioned below:
 - (i) Alphabetical list of items with their frequency.
 - (ii) List of items in descending order of frequency up to ten.

- (iii) Alphabetical list of syllables with their frequency.
- (iv) List of syllables with descending order of frequency.
- (v) List of phonemes with their frequency.
- (vi) List of phonemes with descending order of frequency.
- (vii) Alphabetical list of morphemes with frequency.
- (viii) List of morphemes with descending order of frequency.

A copy of the Introduction of the Hindi Report along with a sample page, in which all the 8 categories of analysis of Hindi language were done by the Deccan College, Poona, was also sent for information of the research scholars.

APPENDIX IV

(Reference para 2.42 of the Report)

SCIENTISTS POOL

QUESTION.—It is noted that out of 336 Officers, who had continued in the Pool for over 18 months or had refused offers of regular employment there were 66 Officers in the Pool till February, 1966. Please state their present (30th June, 1967) number, reasons for their being retained beyond the specified period and the financial implications thereof?

REPLY.—Out of 66 persons referred to in Point 25 (a), only 33 persons were working in the Pool on 30th June, 1967.

25 of the 33 have already been served with notice of termination varying from three to six months. 8 other cases who were allowed to continue are again being reviewed.

The grounds for their continuance in the pool are given below:—

Sl. No.	Grounds for continuing in the pool	No. served with notice of termination	No. under consideration for termination	Total
1	Outstanding or Good report from Organisation of attachment	6	4	10
2	Request from the Organisation	10	4	14
3	Request from the candidate on grounds of expected job	5	..	5
4	Cases under litigation	2	..	2
5	Delay in receipt of report from Organisation	2	..	2
TOTAL		25	8	33

Of the 25 Pool Officers indicated above who were served with notice of termination, two, whose cases are under litigation, have continued beyond the specified period.

The total emoluments of one officer whose term expired on 15-6-1966 are Rs. 1021.80 and of the other person whose term expired on 6-6-1967 are Rs. 879.60 respectively per month. The total financial implication involved in their cases till 30-6-1967 is about Rs. 13580/- and Rs. 1901.40 per month thereafter.

QUESTION.—What is the number of Officers who have returned abroad, out of 199 who left the Pool voluntarily?

REPLY. Three Pool Officers went abroad out of the 199. One went for higher studies another to accept a job abroad and the reasons for the last person's going abroad are not known.

QUESTION. Whether there are any Scientists, who though needed in the country for certain basic industries etc.; have left the Pool and gone abroad, since they were not able to secure suitable employment in the country. Please state the number and other relevant details about them?

REPLY. Twenty three Pool Officers with specialisation in various branches of Engineering and Technology left the Pool and went abroad. Three of them returned to India and were re-appointed to the Pool. Two rejoined the Pool, but one of these two has again gone abroad. The third did not join. The two who rejoined the Pool had previously stayed in the Pool for only about a month each. Presumably they had come to India during vacations from abroad. Three others who went back had also a very brief stay in the Pool.

Of the 23 Pool Officers, 14 went back on accepting employment positions in foreign countries, 5 to continue further research or studies, one for personal reasons. Three of them did not indicate any reasons for going abroad again.

As per records in Directorate of Scientific and Technical Personnel none of them was offered a job in any basic industries or apparently even tried himself. However, 4 Pool Officers had tried for jobs, mostly in Research and Teaching Organisations, but did not succeed. One was offered a post in the I.I.T., New Delhi but he did not accept.

A copy each of their brief particulars including qualifications and experience from India and abroad is attached for reference. (Annexure II).

QUESTION—Please also state the number of those, out of 336 who were found employment through the assistance of the C.S.I.R.?

REPLY.—Of the 336 persons, 99 found employment through the assistance of the CSIR. In 158 cases, details of present employment are not known and so it cannot be said how many of them benefitted from the efforts of the C.S.I.R. A statement regarding the employment position of the 336 persons is given below:—

A. Those who were Successfully Assisted

Employed in the Organisations where attached as Pool Officers	44
Employed in the Organisations where their candidature was sponsored	12
Offered posts through C.S.I.R. assistance but not accepted	14
Employed in the Organisations where their particulars were referred	29
TOTAL	99

B. Those who got jobs through their own efforts

Employed in Organisations	38
Self employed	2
TOTAL	40

C. Others

Gone abroad	4
Unemployed	2
No information regarding their employment	158
TOTAL	164

D. Working

Still working in the pool	33
Grand Total	336

Particulars of those who left the Pool were referred against more than 1200 posts.

In addition to this, their particulars were also circulated to several hundred organisations through Technical Manpower Bulletin, Pool Supplements and Directories etc. Particulars of Pool Officers are sent to all Employment Exchanges also for consideration.

QUESTION.—Whether medical Officers registered in the Pool are permitted to do private practice? If so, please state the number of Officers who have been allowed to do so?

REPLY.—Medical Officers admitted into the Pool are not permitted to do private practice. A statement to the effect that the Pool Officers is not engaging himself in private practice is being obtained periodically. The six monthly report being submitted by the Pool Officers and the confidential report being obtained every six months from the Heads of the Institution also contain information as to whether the Pool Officer is engaging himself in private practice or not. None of the Pool Officers working at present is allowed to do private practice.

QUESTION.—Please state the criteria for determining the salary and allowances of an Officer in the Pool.

REPLY.—The salaries of Pool Officers are considered individually by the Special Recruitment Board and the UPSC before a final decision is taken. The salary given depends broadly upon the qualifications and experience. The degrees obtained, the classes, divisions or grades obtained in examinations, publications, nature of subsequent experience, positions-held and the exact field of specialisation—all receive consideration in the fixation of salary in the Pool. The experience accumulated through the selection and placement of over 5,000 persons, the types of jobs and opportunities available in the country, the supply of similarly qualified persons in the country, and their level of emoluments are also taken into account in fixing the emoluments of Pool Officers. The salary to be offered is considered by several persons before a final decision is taken. In certain cases, referees and experts in the fields are also consulted. Sometimes, candidates are also called for interview to enable a proper assessment of their competence and to fix their level of emoluments.

The Pool Officers are being given all allowances admissible to Temporary Class I Officers of the Council of Scientific & Industrial Research. The salary in the Pool has to be sufficiently good to attract persons who wish to look for regular employment in the coun-

try, but not so high as to prevent them from acceptance suitable employments which may be available. The minimum total emoluments in the Pool are about Rs. 600 in an 'A' Class City. The Pool does not provide any increments.

An analysis of about 423 cases where information regarding salary in regular employment after leaving the Pool is available shows that nearly four-fifths of the Pool Officers have been able to get salaries higher by Rs. 100 or more. Thirty per cent have got salaries higher by Rs. 400 or more.

Table:—Regular salary in relation to Pool Salary.

Excess salary in first employment after the Pool	No. of persons getting excess amount	Per cent
Lower Salaries	34	8.0
More or less the same salaries	58	13.7
Rs. 100 or more	331	78.3
Rs. 200	266	62.9
Rs. 300	189	44.7
Rs. 400	127	30.0
Rs. 500	90	21.3
Rs. 600	59	13.0
Over Rs. 600	40	9.5
TOTAL	423	..

Only in about 34 cases (about 8 per cent) is the total salary less than what they were getting in the Pool. Fifteen of them are medical personnel who may be getting other facilities like private practice. Seventeen were getting more or less the same of higher basic salary. Only 2 Scientists had to accept posts with lower emoluments than in the Pool.

QUESTION.—The Audit Para indicates that '17 Officers who had left the Pool and gone abroad had, however, returned to India and been re-appointed to the Pool'. How does this reconcile with the statement of CSIR as mentioned in the 29th Report of PAC (THIRD LOK SABHA) Para 56 Page 75, that the Scheme did not provide for re-admission of a Scientist to the Pool after his having left it once.

REPLY.—In Para 56 (Page 75) of the 29th Report of PAC, it is mentioned that the scheme did not provide for re-admission of a Scientist into the Pool after his having left it once. There is at the same time no bar on his re-admission. If a person who worked for sometime in the Pool and left it, seeks re-admission into the Pool, he is treated as a fresh case. In such cases, the record of his performance in the Pool, reasons for his leaving the Pool, his subsequent performance and the reasons for his wish to rejoin the Pool are all considered before a decision is taken. We have received a number of requests for re-admission into the Pool. Although the Pool is not to be treated as a refuge from un-employment, in a few deserving cases people have been re-admitted into the Pool.

Another category re-appointed to the Pool consists of those who went abroad on leave without salary from the Pool, whose period of absence exceeded three months. According to the rules of the CSIR and also of the Government of India, a temporary servant who goes on leave without salary for a period exceeding 90 days can re-join his duty only as a fresh entrant. It became, therefore necessary in a number of cases of Pool Officers to make fresh appointments on the earlier terms.

APPENDIX V

(Reference para 3.9 of the Report)

QUESTION :

- (a) Did the U.G.C. pay any other grant to the Lahiri College, Chirimiri, in addition to the grant of Rs. 0.60 lakh for the construction of a hostel building;
- (b) What is the amount of grants which is alleged to have been misappropriated by the Lahiri College; and
- (c) Have the A.G. Madhya Pradesh, the Chief Engineer, PWD and the Central Bureau of Investigation since completed their investigation into the false certificates submitted by the college, and the alleged misappropriation of grants by it. If so, what are their findings and the action taken in the matter by UGC.

REPLY:

(a) The University Grants Commission has also paid the following grants to Lahiri College Chirimiri, in addition to the grant of Rs. 60,000 paid for the construction of hostel building:—

	UGC share	Grant paid
	Rs.	Rs.
(i) Non-resident Students Centre	35,000	35,000
(ii) Three-Year Degree Course	51,055	51,055
(iii) Students Aid Fund	10,807	10,807
(iv) Shooting Range	2,400	2,400
TOTAL	99,262	99,262

The details of these grants have been given in the inspection Report on the joint scrutiny of the accounts of the College by the Assistant Registrar, Ravishankar University and a Section Officer of the UGC. A copy of the report is enclosed.

(b) The report of the Inspection Committee has been sent to (i) A.G. Madhya Pradesh for the detailed scrutiny of the accounts of the College in respect of the above-mentioned grants, (ii) The Chief Engineer, Madhya Pradesh for the valuation of the buildings

constructed with UGC assistance and (iii) Ministry of Education, Government of India for referring the matter to the Central Bureau of Investigation for investigation. The Government of India has sought the advice of the Government of Madhya Pradesh before entrusting the matter to the C.B.I.

The amount of grants allegedly misappropriated by the College, will be determined after the reports from the above three sources are received.

(c) The University Grants Commission has not yet received the reports from the above three sources. The question of taking further action will be taken up on the receipt of the reports mentioned above.

The Ravishankar University has intimated that until the irregularities are investigated and the accounts completely audited by the A.G., Madhya Pradesh, it is difficult to fix responsibility.

QUESTION:

- (a) Has the A. K. College, Shikohabad, since refunded the balance grant of Rs. 0.28 lakh and, if not, what steps have been taken or are proposed to be taken to effect its recovery?
- (b) It is noted that as no completion documents had been received in regard to the construction of non-resident student centre and the hobby workshop, of the College, the case had been referred to the C.B.I. Please state the present position of the case.

REPLY:

(a) and (b). A. K. College, Shikohabad, has not yet refunded the grants of Rs. 27,852/-. The following note explains the measures taken by the University Grants Commission in this regard:

- (i) The College was asked to refund this amount on 6-7-1965. The University was also informed of the decision. The College has not refunded the amount despite numerous reminders and the instruction of the University.
- (ii) The Commission informed the University and the State Government of the situation and requested suitable action to obtain the refund. The Agra University's Executive Council thereupon resolved that the State Government be requested to deduct Rs. 27,852/- out of the grant-in-aid payable by the State Government to the college and to pay to the Commission.

- (iii) The Commission requested the A.G., U.P. in August, 1966 to audit the accounts of the College. In March, 1967, the case was entrusted to the Ministry of Education for reference to the C.B.I. for investigation.
- (iv) The State Government informed the Agra University in March, 1967 that the amount could not be recovered out of the maintenance grant which had been suspended for the college. The University also intimated that the question of disaffiliation of this College from July, 1967 was engaging the attention of the University. The State Government informed in May, 1967 that the accounts of the College were being audited by the Departmental Auditor and the action on the University's request regarding repayment to U.G.C. would be taken on receipt of audit report and the Directorate's comments thereon.
- (v) The Ministry of Education was requested in May, 1967 to seek the advice of the Ministry of Law for the recovery of the amount. Further, information required by the Ministry of Law is now being obtained from the University.
- (vi) The Ministry of Education has referred the matter to the State Government before entrusting it to the C.B.I.

QUESTION:

- (a) Please state whether the grant given to the Victoria Institution, Calcutta, was utilized for the construction of a new hostel building or for renovation of an old one; and
- (b) whether the deviations from the approved plans for the utilisation of grants given by the U.G.C. needed prior approval of the Commission and the reason why U.G.C.'s prior approval was not taken in the present case.

REPLY:

- (a) The grant has been utilised by the Victoria Institution, Calcutta, for the construction of new hostel building.
- (b) The deviations needed prior acceptance of the U.G.C.

In 1960 the late Dr. B. C. Roy, Chief Minister of West Bengal was the president of the Governing body of the College and Dr. D. M. Sen, the then Education Secretary was one of the members. The College is a sponsored college of the Govt. of West Bengal. The initiative in obtaining the U.G.C. grant for this project was taken by the West Bengal Government. When the plans needed to be altered because of rules of Calcutta Corporation, the changes were ap-

proved by the West Bengal Government and the Calcutta Corporation. The other members of the Governing Body remained under the impression that all that was needed in the matter had been done by the West Bengal Government.

QUESTION:

Has the Victoria Institution, Calcutta, now submitted the audited statements of accounts, the utilization certificates and the building completion certificate?

REPLY:

Photographs of the building and photostat copies of the completion certificate issued by the Chief Engineer, Construction Board Directorate, West Bengal, have been received. A copy of the Completion Certificate is enclosed.

Audited statement of accounts, and utilisation certificates are awaited. The College vide its letter dated 15th May, 1967 promised to send the same within a period of one month but these have not yet been received. The college has since been reminded to expedite the same.

QUESTION:

It is understood from audit that an officer of the U.G.C. visited the Victoria Institution, Calcutta, in January, 1967. Has the officer submitted any report in regard to the construction of hostel, its utilization, state of accounts maintained by the College etc.? If so, what are his findings.

REPLY:

The Institution was visited by Dr. (Mrs.) V. Mazumdar, Education Officer, in January, 1967. A copy of the report submitted by the Officer is enclosed.

QUESTION:

- (a) What action did the Commission take when their Accountant in 1962 brought to their notice serious irregularities committed by the Vaish Degree College, Shamli, in regard to the construction works for which grants had been given;
- (b) Did the Commission release any grants, after the receipt of the above report from the Accountant, to the College and, if so, the details thereof;

- (c) **Has the Meerut University completed its investigation in the matter and if so, what are its findings; and**
- (d) **Has the college completed all the three projects, financed by the Commission, and furnished the audited statement of accounts, utilization and completion certificates?**

REPLY:

(a) The University Grants Commission sent extract copy of the report of the Accountant, U.G.C., to the Vice-Chancellor, Agra University for comments. In reply the Vice-Chancellor sent a copy of the comments, of the then Principal on the report of the Accountant. The Principal claimed that the report was one-sided since he had not been allowed to be present during the enquiry and alleged that the Secretary of the Managing Committee was responsible for the delay and irregularities. The Vice-Chancellor confirmed the fact of conflict between the Principal and the Secretary. He felt that for all the financial irregularities mentioned in the report, the Secretary was directly or indirectly responsible. He recommended that the buildings for which the grants had been given should be completed with the least possible delay. Balance of grants should be released after completion had been certified by the proper authority independent of the College.

The U.G.C. thereupon requested the Vice-Chancellor to take immediate steps to set right the affairs of the college, if necessary, with the help of the State Government. It was also suggested that the University might consider a take-over of the College management by the State Government. The Vice-Chancellor agreed to take necessary action after warning the College that stern measures would be recommended if the buildings were not completed expeditiously.

Some time later, in reply to a reference from the Commission, the University reported that the buildings had been inspected by the University Engineer. Further investigation was under way, and the University's comments would be sent on receipt of all reports. The University Engineer intimated that the buildings could be completed with a little extra expense. The Library was nearly complete, the hostel was at an advanced stage of construction. After this, the Commission received several progress reports on these buildings from the College, indicating that work was in progress. The Commission has reminded the College from time to time to expedite the work and despatch completion documents.

On 24.2.1965, the College reported that construction of the Library was completed, that the Non-Resident Students Centre would be completed within the month, and work on the hostel had started.

Audited statement of accounts supporting this statement were received in September, 1966.

Two payments totalling Rs. 7,000 were made in 1965 on receipt of progress reports. These reports were substantiated soon afterwards by audited statement of accounts. The Commission, however, issued periodic reminders requesting completion papers. These have been received in case of the following:—

Library.

Non-Resident Student Centre.

In December, 1965, the Commission learnt that the Agra University had recommended to the State Government cessation of grants to the College. On a reference from the U.G.C., the University reported that a Committee had been appointed to investigate various complaints received against the College. The Commission informed the University of the receipt of completion papers for the Library and the Non-Resident Student Centre from the College, and sought the University's advice regarding payment of balance grant. The University replied in August, 1966, advising against payment. A formal ban was then imposed on further payments to the College. Before the Enquiry Committee could do its work, the College was transferred to the jurisdiction of Meerut University. The Commission then requested the Vice-Chancellor, Meerut University to investigate the matter. The University Inspection Committee visited the College on April 9th and 10th, 1967. It was accompanied by Section Officer (Colleges) of the U.G.C. In view of the Committee's findings, the Commission has requested the PWD to value the buildings constructed with U.G.C. grant and the Accountant General, U.P. to hold a special audit of the grant paid to the College. Their reports are awaited.

(b) The following grants were paid by the University Grants Commission after the report of the Accountant, U.G.C.:—

Project	UGC share	Grants paid after the report of Accountant	Date of payment
1	2	3	4
Purchase of Books	Rs. 20,000	Rs. 2,000 (Rs. 16,000 paid so far)	17-8-65 (Paid on receipt of progress report certifying expenditure amounting to Rs. 22,231.28 nP.)

1	2	3	4
N.R.S.C.	35,000	5,000 (Rs.25,000 paid so far).	20-1-1965 Paid on the receipt of progress report signed by Engineer certifying that construction work was completed. (Rs. 37,729.52).

Grants to the College were formally banned on the advice of the University in August, 1956.

(c) The Meerut University has completed the investigation and a copy of the report of the Inspection team is enclosed. The report was placed by the University before the Executive Council. The resolution of the Executive Council is as follows:-

- (i) Notices be served on the college to show cause why it be not recommended to the Chancellor that the College be disaffiliated for the following reasons:-
The University wrote to the College in this regard on 12th June, 1967.
- (ii) The College has no regularly constituted Managing Committee.
- (iii) The post-graduate departments of Hindi, Mathematics and Economics of the College are without qualified and approved Heads of Departments. The Head of Department of Economics who is qualified and approved is under suspension from October, 1966, and has not been paid the subsistence allowance since the time of his suspension as per University rules.
- (iv) Agreements have not been executed with Dr. Laxmi Narain and Dr. K. N. Pathak, who are approved Principal and Head of the Department of Economics respectively.
- (v) The college is being run by an unapproved Principal, Shri K. K. Kaushik, who is not even qualified to be Head of the Department.
- (vi) The College was never given approval by the University for suspending the Principal Dr. Laxmi Narain.
- (vii) The College appoints teachers temporarily in permanent vacancies and does not submit their cases for approval of

the University under Section 26(4) of the Act. It bypasses the rules of the University by terminating the services of teachers exactly on completion of six months and then re-appointing them immediately after the termination.

(viii) The College has not approved Provident Fund Rules.

2. The report of the periodical Inspection be sent to the College, for perusal and compliance. Further resolved that Shri Balwant Singh dissenting, unless the college fulfils all the conditions of recognition including restoration of the Principal, and the Professor and Head of the Economics before the commencement of next session, the Chancellor be approached with a request that the College be disaffiliated.

(d) The College has completed the Library building and the Non-Resident Students Centre and the completion documents, viz., audited statements of accounts, Utilisation Certificates, completion certificates and the photographs have been received in these two cases.

As regards men's hostel the audited statement of accounts for a part expenditure of Rs. 1,10,298/- against the approved cost of Rs. 1.22 lakhs has been received from the College. No other completion documents has so far been received.

QUESTION:

Have the Accountant General, Punjab, Chief Engineer, PWD and the Commission's officers completed their investigations into the Gandhi Memorial National College, Ambala, and if so, what are their findings?

REPLY:

The Audit Party from the A. G., Punjab completed the scrutiny of the accounts of G. M. N. College, Ambala Cantt. on 3rd July, 1967, pertaining to the 3 buildings viz. Library, N. R. S. C. and additional College building constructed under the Three-Year Degree Course Scheme. The inspection report is still awaited.

The Executive Engineer, Ambala Cantt. had not started the valuation of the buildings till second July, 1967. He has been reminded to expedite the work and send the report as early as possible.

A Section Officer of the U.G.C. visited the College on 1st and 2nd July, 1967.

APPENDIX VI

(Reference para 3.71 of the Report)

Note on printing of publications in excess of requirements by U.G.C.

(a) The distribution of the publications is considered and decided by a specific decision in each case while important reports and publications of general interest are distributed to all institutions, the circulation of some reports is restricted to the institutions/departments specially interested in or connected with them. The Commission usually desires to obtain the comments of departments concerned on the suggestions made in these reports and publications. Copies of the U.G.C. publications are supplied to the Ministry of Education (including N.C.E.R.T. and C.S.I.R.), other Ministries and State Departments concerned, Planning Commission, National Library, Central Secretariat and Parliament Libraries etc 1000 copies of the Annual Report are made available to the Ministry of Education for the use of the Parliament. Copies of publications have also to be provided to some Missions/Embassies abroad, to Foreign agencies like the UNESCO, USAID, British Council etc. and to some foreign universities. Selected publications have also to be made available for the Conferences, Symposia, Meeting etc. convened by the U.G.C. to discuss important academic issues.

The print order of the copies has to be determined keeping in view the present needs as well as future requirements since reprinting them would involve extra expenditure. During 1966-67, the number of priced publications brought out by the Commission was six. The total number of copies printed, the number sent for sale and the number kept for complimentary distribution may be seen in the following table:—

Title of publication	Total No of copies printed	Copies sent for sale to Publica- tions Branch	Copies kept for distrib- tion
Philosophy in Indian Universities	700	400	300
Political Science in Indian Universities	700	400	300
Mathematics Reforms Committee	2000	1600	400
Sociology in Indian Universities	700	300	400
University Development in India, 1964-65	700	300	400
Study in Examination Results	500	150	350

The free distribution of University Grants Commission publications has now been reduced as an economy measure.

(b) A list of the priced publications of the Commission along with their prices and place from where they can be purchased is printed on the back cover of each priced publications being brought out since 1966-67, to boost up their sales. Besides, a list of all such publications was printed and sent to all the colleges, universities and other educational institutions in 1966. An advertisement was also given in 'The Journal of University Education' brought out by Delhi University to give publicity to our publications. The Manager of Publications, Publications Branch, Government of India, being the sole selling agent, also advertises U.G.C. publications.

It may also be stated that the various priced publications of the U.G.C. are of continuing academic interest and value even though they may be more than one year old. They are, therefore, not disposed of as waste paper. They are needed by the growing number of university/colleges and other institutions, as well as by the expending academic community. From time to time they are also required by various committees, seminars and conferences convened to consider important academic issues.

APPENDIX VII

Summary of the main conclusions/recommendations

Sl. No.	Para No. of the Report	Ministry Deptt. Concerned	Conclusion recommendations
1	2	3	4
1	1.20	Education	<p>The Committee regret to note a misappropriation of Rs. 91,132 by a cashier in the External Relations Division of the Ministry of Education during the period June, 1962, to September, 1964. It is all the more regrettable that the defaults committed by the cashier were not known to the Ministry till a report in the press about his suspected attempt to commit suicide was published in September, 1964. It is also surprising to note that the Audit Inspection Reports in April, and November, 1963, mentioning serious irregularities such as improper maintenance of cash-books; non-incorporation of certain monetary transactions therein, non-attestation of entries by the Drawing & Disbursing Officer, non-verification of cash in hand periodically and non-maintenance of bill registers in the prescribed form, did not receive prompt attention in the Ministry, and even the papers relating to them were not traceable. The Committee feel that the various lapses in this case and the failure of the Drawing and Disbursing Officers to conduct the checks prescribed in the Central Treasury Rules and the General Financial Rules require thorough investigation.</p>

1

2

3

4

The Committee have no doubt that suitable action will be taken against the cashier for the embazzelment and against the Supervisory Officers if their negligence in the performance of their duties is proved.

2

1.21

Education

The Committee also desire that the failure and negligence on the part of the drawing and disbursing officers to observe the prescribed Financial Rules should be viewed seriously by Government. Suitable instruction should be issued to all the drawing and disbursing officers in the Ministry of Education impressing upon them the necessity of observing strictly the Financial Rules prescribed for them and also making it clear to them that any failure on their part to observe the prescribed rules will entail disciplinary action.

3

1.22

do.

The Committee note that the Ministry of Education have taken certain measures to avoid the recurrence of such cases in future. They find that it was primarily the non-observance of the various checks prescribed in the rules which led to mis-appropriation in this case. The Committee hope that the Ministry of Education will take appropriate steps to ensure strict compliance of financial rules by the drawing and disbursing officers and all others concerned.

3 I. 38 do. The Committee note that during the years 1963-64, 1964-65 and 1965-66 the administrative expenditure of Akademi ranged from 33% to 38% of the total expenditure, if the figures of grants-in-aid payments made to other institutes on which the Akademi has no direct administrative control were excluded. Though, according to the Ministry, 'there was no administrative waste in the Akademi', the Committee feel that the percentage of expenditure on administration is on the high side. They would, therefore, like the Ministry to review the expenditure of the Akademi and ensure that a greater percentage of it is spent for the furtherance of the aims for which the Akademi has been set up rather than allow it to be consumed on mere administration.

4 I. 39 do. The Committee hope that a firm decision will soon be taken about the set up of the Kathak Kendra. In case it is decided to take over the institution on a permanent basis, its accounts should be made open to check by the Audit as is the case in other similarly placed institution. Meanwhile, the Committee would like the Akademi to make sure that the substantial assistance at present extended to the institution is being properly and fully utilised for approved objectives and that the assets created therefrom will be available in fact, if the Akademi decide later to take over the institution.

5 I. 66 do. While the Committee do not question the utility of producing really artistic films on the lives of great musicians, they feel that if justice is to be done to the underlying idea, the production should conform to the highest standards. The Committee see no reason why the Sangeet Natak Akademi in selecting a producer for these films did not avail

itself of the expert advice available in the Ministry of Information and Broadcasting (Films Division) or at least ascertain whether the name of the particular producer to whom these films were being entrusted continued to be on their approved list.

- 6 1.67 Education The Committee are further perturbed to find that apart from the gross delay in the production of the film their quality and presentation have been the subject of adverse comment. The Committee are surprised to find that after taking up the matter with the producer for furnishing an adequate financial guarantee against the advances given to him, the matter was not pursued to its logical conclusion.
- 7 1.68 do. The Committee suggest that the Ministry may prepare a case study of the production of these films with a view to pinpointing various errors of omission and commission which have resulted in the lapses mentioned in the Audit para so as to avoid their recurrence.
- 8 1.82 do. The Committee feel that the submission of utilisation certificates should be insisted upon before releasing further grants. However, in exceptional cases where a formal utilisation certificates is likely to be delayed and a further grant is urgently needed, the granting authority should satisfy itself that the previous grant has been put

to the use for which it was intended before sanctioning and authorising further grants.

9

1.90

do.

The Committee find from the statement that the number of copies sold of each publication has generally been less than the copies issued as complimentary and that the percentage of unsold copies to total printed copies, during the above period, has ranged between 74 and 93. In only one case were there 13% unsold copies. The total value of unsold copies during the period was about Rs. 85,000. The Committee also note that though the number of titles brought out by the Akademi has considerably gone down, the percentage of unsold copies has gone up.

10

1.91

do.

In para 46 of their 29th Report (Third Lok Sabha), the Committee had observed that "gaining experience from the accumulation of publications, the Akademi should in future keep the number of copies to be printed to the minimum. All out efforts should be made to sell publications lying in stock." The Committee regret that their earlier suggestions do not appear to have been acted upon in the following year and the tax-payers' money thus continues to be wasted. They reiterate their earlier recommendation and suggest that the publication policy of the Akademi should be reviewed and the utility of its publications assessed and that the print orders should be kept to the minimum necessary. They also desire that the Akademi should decide immediately about the disposal of unsold publications, as their storage and upkeep are an additional financial burden on the Akademi and on the public revenues.

1	2	3	4
11	I. 105	Education	<p>The Committee cannot but consider it regrettable that a project initiated in 1955, with the expectation of completion in 1959, has remained incomplete till 1967. They are constrained to observe that the Ministry themselves are responsible for this delay as they failed to exercise proper supervision over the execution of the project by the Sammellan. Initially when the project was entrusted to the Sammellan in 1955, the Ministry had not cared to verify whether the Sammellan had competent staff to compile a dictionary. When the special officer had expressed a view in 1957 that the staff engaged by the Sammellan on the work did not know even the fundamentals of the modern principles of lexicography, the Ministry should have satisfied themselves fully about the capacity of the Sammellan to pursue the project. The Committee regret to observe that the Ministry instead of assessing the Sammellan's capacity to complete the work gave further grants amounting to Rs. 37,500 during the period from April 1958 to February 1961 (Rs. 10,500 each in April 1958; December 1959, and February, 1960, and Rs. 6,000 in February, 1961).</p>
12	I. 106	do	<p>Again, in 1961, on being informed by the Sammellan that the manuscripts had been completed in all respects in the light of suggestions made by the Ministry, the latter agreed to give further assistance of Rs. 1,38,650 to the Sammellan for printing the dictionary and out of this actually released Rs. 32,800 as the first instalment in October 1961.</p>

- 13 I. 107 do. In 1963, the Sammelan informed the Ministry that the defects pointed out by them had actually not been removed and that the manuscripts required proper revision upon this the amount of Rs. 32,800 was got refunded only in January, 1964. The Ministry have also stated that they did not "entirely depend on the certificate given by the Sammelan" and that their two officers carried out a sample check and found the manuscript to be 'generally satisfactory'. The Committee are unable to understand as to now these two divergent situations came to exist. They feel that neither the Sammelan did not present a correct picture to the Ministry in 1961 and that the Ministry's officers did not carry out an effective check.
- 14 I. 108 do. The Committee hope that the Ministry will now maintain close liaison with the Sammelan and exercise adequate supervision over the project in order to ensure that the text is revised and printed as early as possible. They would like to be informed of the date of the completion and issue of the dictionary.
- 15 I. 109 do. The Committee also suggest that, before entrusting such projects to different organisations in future, the Ministry of Education should satisfy themselves that such organisations have adequate and competent staff to undertake such projects and that such staff is actually employed on the projects entrusted by Government to them.
- 16 I. 121 do. The Committee are constrained to observe that in spite of the comments of the Chief Minister of the erstwhile State of Hyderabad that the Sabha's proposals 'needed closer scrutiny in consultation with the State Government', the Ministry did not think it proper to consult

1	2	3	4
			<p>them on the ground that the State Government was not required to finance the project and entrusted this work to an unregistered body. Apart from this, the Ministry did not also satisfy themselves about the quality of the work done by the Sabha before releasing the second and third instalments.</p>
17	I. 122	Education	<p>The Committee feel that had the Ministry shown vigilance and examined expeditiously the portion of the manuscript submitted by the Sabha in February, 1957, at least the amount advanced to the Sabha after February, 1957, would have been saved. The Committee suggest that in future, while entrusting work or granting financial assistance to such institutions, the State Government should invariably be taken into confidence and should as far as possible be associated with the work. The State Government being nearer the scene can exercise more effective control than the Ministry at the Centre.</p>
18	I. 123	do.	<p>The Committee hope that with the revised policy of sanctioning grants to non-official institutions like the Hindustani Hindi Sabha, Hyderabad, such instances will not recur. They further hope that the Ministry will in future satisfy themselves fully as to the suitability of private institutions after consulting the relevant State Government before deciding to entrust any project to them.</p>
19	I. 124	do.	<p>The Committee regret to observe that the Ministry did not make a realistic assessment of the work involved in the project. The project entrusted to various universities/colleges for implementation from</p>

1957 was required to be completed by September, 1959, in the first instance and later by 1965, but has not been completed even now.

20

I. 134

do.

In this connection, the Committee find that in the case of three languages, no arrangements were made by the Universities after 1957/1959 to complete the work. In the case of the fourth language, although the scholar was in India upto January, 1965, no appreciable progress was made during the seven years 1957 to 1964. The Committee cannot, therefore, help feeling that the Universities did not take up these projects seriously and that the Ministry did not pursue them vigorously. The Committee desire the Ministry to examine whether, in future, such projects in which the States would be equally interested should not be undertaken in conjunction with the State Governments and funds made available on a matching basis.

21

I. 135

do.

The Committee hope that the Ministry will safeguard their interests adequately while engaging fresh persons for the work that remains and that every effort will be made to get the project completed as early as possible.

22

I. 144

do.

The Committee are distressed to note these cases of misappropriation of public funds in educational institutions. The Committee cannot too strongly stress the need for the exercise of proper vigilance by the Ministry. The Ministry should not wait for Audit to bring financial lapses to light but should evolve their own system, in collaboration with the State Governments concerned, of checking and satisfying themselves that the funds advanced by them are in fact put to proper use.

1	2	3	4
23	I. 145	Education	The Committee would also like to be informed of the result of cases instituted by the Special Police Establishment against the Secretary and the Store-keeper-cum-Accountant in this case.
24	I. 158	do.	The Committee are perturbed to note that in this case an educational institution obtained a loan of Rs. 90,000 from the Ministry of Education for a hostel building, a major portion of which had already been constructed before the loan was applied for. The Committee take a very serious view of this attempt of an educational institution to obtain a loan on the basis of false information. They would stress that the Ministry should try to instil a greater sense of responsibility in those who manage educational institutions imparting education to the younger generation so that they function in an exemplary manner. For this purpose the Committee emphasise that such questionable activities in educational institutions should be curbed with a firm hand.
25	I. 159	do.	The Committee hope that, with the revised procedure for giving financial assistance to educational institutions through the State Governments as outlined by the Ministry's representative during evidence, such cases will not recur.
26	I. 160	do	The Committee also desire that this case alongwith the other complaints against this institution should be investigated through the Special Police Establishment with a view to take action against the

persons at fault. They would also like to be informed about the recovery of Rs. 75,000 from the college and the action taken.

- | | | | |
|----|------|--------------------|--|
| 27 | 2.14 | Education/C.S.I.R. | Now that the use of Pyrethrum Oleoresin has been established in the country, the Committee hope that the Council would ensure that the sale of the chemical is made on a competitive basis so that it does not give rise to monopolistic tendencies and that the rates of finished goods charged by firms from Government Departments or agencies and the public are moderate, and are in consonance with the price paid by the firms for the chemical purchased from the C.S.I.R. |
| 28 | 2.15 | do. | The Committee would like the C.S.I.R. to determine the cost of production of Pyrethrum on their farm. The sale price should be reviewed in consultation with the Ministry of Finance (Cost Accounts Branch) so as to ensure that it is in consonance with the cost of production, the landed cost of the imported flowers, the demand in the market and the price charged by firms for the end product. |
| 29 | 2.22 | do | The Committee are perturbed to observe from the Ministry's note that in the misappropriation in this case, besides the librarian and a supplier of books, various supervisory officers are also involved. |
| 30 | 2.23 | do | The Committee desire that responsibility for the various lapses which resulted in the misappropriation may be fixed and suitable action taken against the persons found responsible. The Committee would also like to be informed of the results of the two civil suits filed by the C.S.I.R. They hope that with the procedure regarding procurement/purchase issue of library books laid down in February, 1966, the chances of the repetition of such cases will be eliminated. |

1	2	3	4
31	2.44	Education C.S.I.R.	<p>The Committee note that a systematic review has been made of the persons who remained in the Scientists' Pool for more than 18 months. They note that out of 66 persons who had stayed for more than 18 months in the Pool in February, 1966, 33 had already left and out of the remaining 33, 25 had been served with a notice of termination varying from 3 to 6 months and that the balance of 8 cases were being reviewed. The Committee feel that if this rule of 18 months stay is strictly adhered to, it would act as a wholesome check, on any tendency on the part of the Pool Officers not to exert their best to find regular placement.</p>
32	2.45	do.	<p>The Committee are not happy that the C.S.I.R., who are regulating the scheme, do not even know whether or not the 158 scientists who had left the pool earlier had found employment. The Committee attach the greatest importance to the follow-up of scientists from the Pool who get regular employment so that the C.S.I.R. can judge the trend of requirement in regulating future entries to the Pool.</p>
33	2.46	do.	<p>The Committee also commend the suggestion that the Pool scientists should be asked to route their applications for placement through the C.S.I.R. If there is likely to be any procedural delay, applicants should be asked to endorse a copy of the application simultaneously to the C.S.I.R. so that the C.S.I.R. are kept concurrently</p>

informed of the efforts being made by the scientists to secure regular placement.

- 34 2.47 do. The Committee would like to draw attention to the fact that, out of 650 scientists working as on 30th June, 1966, 228 belonged to the field of medicine. As regards the absorption of these 228, the Committee suggest that a systematic and earnest effort should be made to find them placement in the health and family planning programmes of Government and in the Army Medical Corps so as to reduce the burden on the Pool.
- 35 2.48 do. As regards engineering scientists, the Committee feel that effort should be made for their early absorption. They would particularly stress that the scope for absorbing them in the Ministry of Defence (Research and Development Programme) and in the public undertakings should be fully explored.
- 36 2.49 do. The Committee need hardly emphasise that the Scientists Pool should not be allowed to be treated as a refuge from unemployment particularly for those who are not adequately qualified and therefore not likely to find placement. The Committee suggest that scientists who leave the pool once should not be taken back as a matter of course. The Committee also deprecate the practice of allowing scientists to join the Pool during their vacation because that hardly appears to serve any national purpose.
- 37 2.57 do. The Committee are distressed to note that in spite of the heavy accumulation of unsold publications in the two institutions since 1963 (the percentage of accumulation ranged between 63 and

1	2	3	4
			<p>99 during 1963—65). as mentioned in the Audit para, indicating an avoidable waste of public funds, no effort was made by the C.S.I.R. to analyse the reasons for it. It is only recently that, in pursuance of the recommendations contained in paras 4.361 and 4.362 of 41st Report (Third Lok Sabha) and para 2.33 of 5th Report (Fourth Lok Sabha) of the Public Accounts Committee, they have appointed two Expert Committees to examine the publication and pricing policies of the various institutions of the C.S.I.R.</p>
38	2.58	Education/C.S.I.R.	<p>The Committee need hardly stress that the Expert Committee should conclude their deliberations early so that the entire policy of printing by various institutions of the C.S.I.R. is placed on sound and realistic footing without undue delay. In the meantime, the C.S.I.R. should impress on all the Laboratories and Institutions under its control the need to observe the utmost economy in the printing of publications and to avoid further waste of the tax payers' money. At the same time, the Committee would like the C.S.I.R. to make a sustained effort to dispose of the large number of unsold copies which have accumulated with the institutions of the C.S.I.R.</p>
39	3.16	Education/U.G.C.	<p>The Committee find that, during the last 6 months, completion certificates have been received in regard to 93 projects. They are constrained however, to note that there are still 72 projects relating to the Second Five Year Plan in regard to which completion certificates had not been received till 1st July, 1967. The Second Five Year</p>

Plan was completed on 31st March, 1961, and the Committee are not able to appreciate as to why the completion certificates in respect of 72 projects have not been received till now. The Committee desire that the University Grants Commission should take vigorous steps through the State Governments and the Universities to obtain completion certificates from the institutions concerned so as to make sure that the grants have in fact been utilised for the purpose for which they were given. The Committee feel that the University Grants Commission should fix a time-limit for furnishing completion certificates after completion of the project. The University Grants Commission may also consider the question of retaining a reasonable amount from the final grant which should be released only after the completion certificate has been furnished.

3.17

do.

The Committee also feel that the Universities/State Governments who sponsor grants for colleges should in equity take some responsibility for ensuring that the money is properly utilised and that the requisite progress reports and the completion certificates are submitted in time to the University Grants Commission. The Committee would, therefore, like the Ministry to examine this aspect further in consultation with the State Governments/U.G.C. to evolve a suitable working arrangement.

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3.22

do.

From the information furnished by the University Grants Commission, the Committee note that there were as many as half a dozen cases of furnishing false certificates which have come to notice so far. The Committee take a serious view of the furnishing of false

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			certificates by educational institutions. The Committee would like the University Grants Commission to take stringent action in all those cases where false certificates have been given by educational institutions. The Committee also feel that the progress reports received from educational institutions regarding the construction of buildings need to be examined more critically.
42	3.23	Education: U.G.C.	The Committee consider that, on the analogy of the indemnity bond taken for release of funds for the Campus Works Project Scheme, the University Grants Commission may consider the question of prescribing an indemnity bond as a pre-condition requisite for the release of funds to colleges.
43	3.24	do.	The Committee also hope that, with the present procedure evolved for watching the progress of projects financed by the University Grants Commission, there will be no case of diversion of funds and the rendering of false certificates and that the projects undertaken will be completed, as far as possible, on schedule.
44	3.33	do.	The Committee regret to observe that, in spite of the Attorney General's opinion given in April, 1965, that the "maintenance" grants could not be given by the University Grants Commission to an Institution other than a University established or incorporated by or under a Central Act, maintenance grants aggregating Rs. 72.54 lakhs were given during 1965-66 to five institutions deemed to be Universities.

- 45 3-34 do. The Committee need hardly stress that Government should expeditiously take remedial action for regularising the grants already given by the University Grants Commission to these "deemed universities."
- 46 3-41 do. The Committee hope that a final decision on the recommendation of the Review Committee that 'the income and expenditure of the hostels should be taken into account' while determining the maintenance grants, will be taken soon. The Committee also suggest that a uniform policy should be followed as far as possible for giving grants to Central Universities for the running of hostals and that suitable scales incorporating a maximum for such assistance should be prescribed.
- 47 3-56 do. The Committee find that the Visiting Committee appointed by the University Grants Commission to go into the Fourth Plan requirements of Universities have also made some observations about the progress made with these research projects. The Committee hope that the University Grants Commission will keep a careful watch on these research projects so that they are completed without avoidable delay.
- 48 3-57 do. The Committee would suggest to the University Grants Commission that, in the light of the experience gained so far in sanctioning grants for research projects to Universities, they should evolve suitable criteria for the guidance of all concerned. In particular, the Committee suggest that the sponsoring Universities should furnish to the University Grants Commission an outline of the pro-

ject in greater depth together with a realistic time-schedule. The University Grants Commission should also watch the progress made through periodical progress reports so that necessary action may be taken for the timely completion of the assignment.

49 3.65 Education/U.G.C. The Committee are surprised that the University Grants Commission launched upon the scheme of a hobby workshop involving an amount of about Rs. 20 lakhs without first ensuring that the scheme would be smoothly implemented. What is more surprising is that, having launched the scheme, the Commission did not ascertain the practical difficulties in its implementation from 1958 to 1966 despite the fact that there was inordinate delay in its implementation. According to the Report of the Evaluation Committee on Hobby Workshops, submitted in January, 1966, the scheme ran into difficulties for two main reasons:—

(i) non-availability of suitable instructors; and

(ii) the lack of time for the pursuit of hobbies by students, particularly because of compulsory N.C.C. training.

50 3.66 do. The Committee feel that these two impediments in the execution of the scheme in various Universities and colleges could have been foreseen and proper safeguards in that respect could have been provided.

51 3.67 do. The Committee have no doubt that the recommendations made by the Evaluation Committee about the Hobby Workshops will

now be implemented by the University Grants Commission and the Universities faithfully. In particular, the Committee would like to stress that the hobby Workshops, where set up, should be activated. No further grants should, however, be given for setting up new Hobby Workshops till it has been demonstrated from experience that these Workshops serve a useful purpose in fostering hobbies amongst students.

52 3.72 do.

The Committee find that the percentage of the copies sold to the total print order during the six financial years from 1959-60 to 1965-66 has varied from 4 to 11. The Committee feel that this percentage is shockingly low, even taking into consideration that some of the books have to be issued as complimentary copies. Further, the number of copies of the different publications in stock is also distressingly high. The corresponding waste of public funds cannot be overlooked or condoned. The Committee suggest that the University Grants Commission should review their publication policy and evolve a suitable procedure whereby the print order is kept to the essential minimum. The number of books to be issued as complimentary copies should also be drastically reduced. The Committee desire that the University Grants Commission should take suitable measures to boost the sale of unsold copies so that the money spent is not needlessly blocked.

53 4.3 Education

The Committee regret to note that an amount of Rs. 24.49 lakhs representing the unspent balance of the loans lying with the State Governments has not been refunded till 7th July, 1967, though it

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			<p>should have been refunded on 31st March, 1966, i.e., at the end of the financial year. The Committee feel that in such cases, the terms and conditions of loans should be strictly enforced and for this purpose every effort should be made to secure the cooperation of the State Governments concerned. In case the State Governments do not respond, it should be open to the Central Government to set off the unspent balance against future loans given to the State Governments in question.</p>
54	4.10	Education	<p>The Committee appreciate the laudable object for which the Rangshala was built. They find, however, from the note furnished by the Ministry that the estimate of the Rangshala rose from Rs. 20 lakhs to Rs. 36.43 lakhs. The construction of the Rangshala proper (Auditorium and Stage Block) was completed in February, 1966, as against the target date for the completion of the theatre in May, 1962. The Ministry's note indicates that the former Ministry of S.R.&C.A. agreed to pay a grant of Rs. 10 lakhs to the Rabindra Nath Tagore Centenary Committee without ascertaining the complete details of the memorial proposed to be set up and the ability of the R.T.C.C. to provide the remaining amount and complete the theatre. The Committee are surprised to note that for the completion of the project a further payment of Rs. 17 lakhs had to be made as loans and finally the Government had to take over the Rangshala with effect from 1st April, 1967.</p>
55	4.11	do	<p>The Committee hope that the Rangshala will be put to the use for which it had been built and that the Government will not</p>

only be able to meet the recurring expenses but also get back the capital expenditure incurred on it.

56 4.20 Education C.S.I.R. While the Committee have not been able to appreciate the way in which it was sought to protect his emoluments, especially when he had held the combined charge of two posts for a period of seven months only. The Committee feel that, if the financial adviser could not attend the meeting of the Selection Committee for some reason, his advice about the fixing of the pay should have been obtained before taking a final decision. The Committee hope that normal rules will be followed by the C.S.I.R. in determining the pay in such cases and that a deviation will be made only in exceptional cases and that the reasons for such a deviation will be recorded.

57 4.24 Education N.C.E.R.T. Though some progress has been made in the receipt of utilisation certificates, the Committee note that a number of them are still outstanding. They would like the National Council of Educational Research and Training to make sustained efforts for securing the remaining utilisation certificates.

58 4.25 do. Before implementing the decision taken in May, 1967 in regard to the waiving of the formality of the auditing of accounts for grants not exceeding Rs. 2,000, the Committee would like the Council to devise suitable means to ensure that no undue advantage is taken of the relaxation by anyone.

While examining the Audit paras relating to the Ministry of Education, the Committee have observed that, in an inordinately large number of cases, utilisation certificates are outstanding so far

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59	5-1	Education /U.G.C.	<p>as Ministry of Education/University Grants Commission or the offices attached to that Ministry are concerned. In the case of the University Grants Commission, completion/utilisation certificates were pending in respect of 72 projects (value Rs. 54.36 lakhs) in respect of the Second Five Year Plan and 185 projects (value Rs. 179.56 lakhs) in respect of the Third Five Year Plan. In the case of the National Council of Education Research and Training, utilisation certificates for Rs. 33.84 lakhs were outstanding in 710 cases for the years 1962-63, 1963-64 and 1964-65. The Sangeet Natak Akademi had also to get the utilisation certificates for grants amounting to Rs. 2.65 lakhs from 31 institutions upto 13th June, 1967. The Committee view with concern the non-receipt of utilisation/completion certificates. The Committee desire that the Ministry of Education, University Grants Commission should take suitable measures to obtain the outstanding utilisation certificates and the completion certificates.</p>
60	5-2	-do-	<p>The Committee feel that the submission of utilisation certificates should be insisted upon before releasing further grants. However, in exceptional cases, where a utilisation certificate is likely to be delayed and a further grant is urgently needed, the granting authority must satisfy itself that the previous grant had been put to the use for which it had been intended before sanctioning and authorising further grants.</p>

The Committee find that a habit has developed of print orders being placed for various publications very much in excess of requirements, with the result that the percentage of unsold copies remained very high. In the case of the Sangeet Natak Akademi, the percentage of unsold copies to total printed copies has ranged between 74 to 93 (c.f. para. 1.83). In the case of two institutions of the Council of Scientific & Industrial Research, viz., National Botanical Gardens and the Central Mining Research Station, Dhanbad, the percentage of accumulation of various publications ranged between 63 to 99 during 1963-65 (c.f. para. 2.50). During 6 financial years 1959-60 to 1965-66, the percentage of copies sold to total print order has varied from 4 to 11 (c.f. para. 3.68) in the case of University Grants Commission and the number of copies of different publications in stock was distressingly high. Overprinting and overpricing appear to be mainly responsible for the accumulation of unsold publications. The Committee desire that the Ministry of Education/University Grants Commission should examine the printing and pricing policy of the various institutions attached to them and issue suitable instructions so that excessive print orders and unrealistic pricing are avoided. The number of books to be issued as complimentary copies should also be drastically reduced. Suitable measures should also be taken to boost sales of unsold stocks. The Committee feel that a realistic and conservative attitude is called for so far as the printing of various publications is concerned. Such step will not only result in economy but also in avoidance of accumulation of unsold stock.

SL No.	Name of Agent	Agency No.	SL No.	Name of Agent	Agency No.
27.	Bahree Brothers, 188, Lal petra Market, Delhi-6	27	31.	Bookwell, 4, Sant Narun kari Colony, Kingsway Camp, Delhi-6.	26
28.	Jayana Book Depot, Chap parwala Kuan, Karni Bagh, New Delhi.	28	MANIPUR		
29.	Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi-1	29	34.	Shri N. Chabha Singh, News Agent, Ramlal Parul High School Annex, Imphal.	27
30.	People's Publishing House, Rani Purni Road, New Delhi.	30	AGENTS IN FOREIGN COUNTRIES		
31.	The United Book Agency, 48, Amrit Kaur Market, Pahar Ganj, New Delhi	31	35.	The Secretary, Establish- ment Department, The High Commission of India, India House, Aldwych, LONDON, W.C.-2.	
32.	Hind Book House, 82, Janpath, New Delhi	32			

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