

**PUBLIC ACCOUNTS COMMITTEE
(1971-72)**

(FIFTH LOK SABHA)

FORTY SECOND REPORT

[Appropriation Account (Civil) 1969-70 and Report of the Comptroller and Auditor General of India for the year 1969-70—Central Government (Civil) relating to the Ministries of Health and Family Planning (Department of Health) and Labour and Rehabilitation (Department of Rehabilitation) and Planning Commission.]



**LOK SABHA SECRETARIAT
NEW DELHI**

April 1972/Vaisakha 1894(S)

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APRIL, 1972.

<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
1	1.3	10	"insitution"	"institution"
8	1.22	1	"lessg"	"less"
12	2.9	11	"Pirces"	"Prices"
14	2.16	5	"opened"	"opined"
16	2.26	11	<u>after</u> "we do" <u>omit</u>	"not"
20	2.43	2	<u>after</u> "position" <u>add</u> "seriatim" and "delete" "seriatim" appearing as heading in line 3	
24	3.5	8	"conceptsa nd"	"concepts and"
25	3.8	4	<u>omit</u> bracket before schemes	

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PUBLIC ACCOUNTS COMMITTEE

(1971-72)

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Shri Avtar Singh Rikhy—*Joint Secretary*

Shri B. B. Tewari—*Deputy Secretary*

Shri T. R. Krishnamachari—*Under Secretary*

*Declared elected to the Committee on 3-8-1971 vice Shri Niranjan Verma, resigned.

**Ceased to be Member of the Committee consequent on retirement from Rajya Sabha w.e.f. 2-4-1972.

INTRODUCTION

I, the Chairman of the Public Accounts Committee as authorised by the Committee, do present on their behalf this Forty Second Report of the Public Accounts Committee (Fifth Lok Sabha) on Appropriation Accounts (Civil) 1969-70 and Report of the Comptroller and Auditor General of India for the year 1969-70—Central Government (Civil) relating to the Ministries of Health and Family Planning (Department of Health) and Labour and Rehabilitation (Department of Rehabilitation) and Planning Commission.

2. The Appropriation Accounts (Civil) 1969-70 and the Report of the Comptroller and Auditor General of India for the year 1969-70—Central Government (Civil) were laid on the Table of the House on 22-6-1971. The Committee examined the Ministry of Health and Family Planning (Department of Health) and Ministry of Labour and Rehabilitation (Department of Rehabilitation) and Planning Commission at their sittings held on 26-8-71 (F.N.) and 27-8-71 (F.N.) respectively. The Committee considered and finalised this Report at their sitting held on the 20th April, 1972. Minutes of these sittings 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). 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 matters by the Comptroller and Auditor General of India.

5. The Committee also like to express their thanks to the officers of the Ministries of Health and Family Planning (Department of Health) Labour and Rehabilitation (Department of Rehabilitation) and Planning Commission for the cooperation extended by them in giving information to the Committee.

ERA SEZHIYAN,
Chairman,

NEW DELHI;

April 21, 1972

Public Accounts Committee.

Vaisakha 1, 1894(S)

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CHAPTER I
MINISTRY OF HEALTH AND FAMILY PLANNING
(DEPARTMENT OF HEALTH)
Development of Homoeopathy

Audit Paragraph :

1.1 Non-fulfilment of conditions of grants :—On the recommendation of Government of Maharashtra, the Ministry paid Rs. 5.33 lakhs as non-recurring grants and Rs. 6.23 lakhs as recurring grants during 1960-61 to 1969-70 to a society in Bombay for construction of a college building, equipment, fittings, staff salaries, etc.

1.2 One of the conditions of the grant sanctioned since 1960-61 was that the society should upgrade the existing course to a degree course. The degree course has not been started so far (April 1970).

1.3 The Ministry stated in December 1970 that "the Homoeopathic Advisory Committee has circulated a uniform syllabus for a degree course which could be followed in all Homoeopathic Medical Colleges. Before, however, the syllabus could be adopted, it should make sure that a 200-bed hospital is attached to the teaching institution for the purposes of clinical teaching. The Homoeopathic Education Society, Bombay is trying to build up a hospital now providing for the required number of beds. . . . Even though the institution has not so far been able to introduce a degree course, it is not the intention of the Government to deny the financial assistance to this institution on this account. Efforts are being made now by the Society to raise loan for the construction of a hospital."

[Paragraph 63 of the Report of Comptroller and Auditor General of India for 1969-70]

1.4 The following statement shows the year-wise break up of recurring and non-recurring grants paid to the Homoeopathic Education Society, Bombay :

Year	Non-recurring	Recurring
	(Rupees in lakhs)	
1960-61	1.00	0.50
1961-62	2.75	0.57
1962-63	0.98	0.50
1963-64	—	0.50
1964-65	—	0.75
1965-66	—	0.60
1966-67	—	0.60
1967-68	—	0.60
1968-69	—	0.60
1969-70	0.60	1.00
	5.33	6.22

1.5 The Committee desired to know the reasons for the Homoeopathic Education Society not being able to upgrade their existing course to a degree standard. In a written reply the Ministry of Health & Family Planning have stated, "The condition in regard to the upgrading the college to a degree course was not repeated in any sanction succeeding to the ones issued on 12-8-60, 21-7-61 and 3-3-62 pertaining to the first grant of Rs. 3.75 lakhs for non-recurring expenditure. The institution could not upgrade the diploma course to a degree standard because of the following reasons :

- (i) The Court of Examiners in Homoeopathy, Maharashtra did not grant permission for introduction of the degree course because the Court of Examiners was having difficulties in deciding about the matters etc. of the degree course in Homoeopathy.
- (ii) There was no attached hospital of the required bed strength as the State Government or any other agency had not come forward to help them in building a hospital where students can get clinical teaching.
- (iii) There was no Homoeopathic Faculty in University which would award such degree to the successful students; even the University Grants Commission has not so far agreed to establish Homoeopathic Faculty in the Indian Universities."

1.6 During evidence the Committee enquired how the non-recurring grants were utilised by the Society. The Secretary, Ministry of Health and Family Planning replied, "Out of the non-recurring grants of Rs. 5.33 lakhs, Rs. 3.75 lakhs were given for construction of building. We have an audit certificate that this non-recurring grant has been spent on land and building... They have constructed only the ground floor. What we need is a 200-bedded Homoeopathy hospital on the basis of which we can give degree. So whatever money we have given has been spent and they need more money." The witness added, "We are also anxious that at least one college in India should teach up to the degree level and do some research. We have not so far succeeded although we have been trying very hard to get the Homoeopathic Education Society, Bombay to upgrade their college to degree course. The Homoeopathic Education Society, Bombay has been trying to build up a hospital, but it has not met with success."

1.7 The Committee desired to know the steps taken by Government to put the Homoeopathic system of medicine on a scientific footing. The Secretary, Ministry of Health and Family Planning stated during evidence, "At the present moment, homoeopathy is being governed by various States Acts and there are 47 homoeopathic medical colleges in India running with varying degrees of success. Now, we are anxious to put homoeopathy under the same sort of control as we are putting Indian System of Medicine. We will have a Central Council which will control this. When the Act is passed, then we will take further steps"... The witness added, "There are 47 homoeopathic colleges. Some have adopted a 4 year course and some 2 or 3 year courses. There is no uniformity about standards. It is hoped when the new council comes into being, we will be able to enforce uniformity."

1.8 In a written reply the Ministry have stated that out of the 47 homoeopathic institutions granting diplomas, three are run by State Governments, viz. (1) Dr. Gururaju, Government Homoeopathic Medical College, Gudivada (Andhra Pradesh), (2) Government Homoeopathic Medical College, Bhubaneswar (Orissa) and (3) National Homoeopathic Medical College, Lucknow (UP). Two institutions, viz. Athurasramam Homoeopathic Medical College, Kottayam (Kerala) and Nehru Homoeopathic Medical College, New Delhi are receiving financial assistance from the Kerala Government and Delhi Administration respectively.

1.9 The Committee were informed that grants were being given by the Ministry, apart from the Homoeopathic Education Society, Bombay to three other private organisations running medical colleges, viz. Athurasramam Homoeopathic Medical College, Kottayam, Andhra Pradesh Homoeopathic Medical College, Gudivada and Nehru Homoeopathic Medical College, New Delhi. The table below shows the grants received by these institutions from 1960-61 onwards :—

Year	Athurasramam Homoeo Medi- cal College, Kottayam	A.P. Homoeo Medical College, Gudivada	Nehru Homoeo Medical College New Delhi
1961-62	2,10,000* 15,000 25,000* } }	1,49,700* 26,250 } }	—
1962-63	20,000	10,000	—
1963-64	20,000	23,333	1,32,000*
1964-65	20,000	31,225	—
1965-66**	20,000	31,646	—
1966-67**	20,000	20,000**	32,000*
1967-68**	20,000	20,000**	25,000*
1968-69**	20,000	@	75,000**
1969-70**	20,000	—	50,000*
1970-71	—	—	—
	4,10,000	3,12,154	3,14,000

* Non-recurring grants.

@ Taken over by the Government of Andhra Pradesh.

£ The College actually started in 1967.

** All the grants since 1966-67 have been sanctioned on an *ad hoc* basis.

1.10 The Committee desired to know the pattern of assistance given to the Homoeopathic institutions. The Ministry have informed the Committee that "The scheme of development of Homoeopathy was included in the Second Five Year Plan and it was decided to give grants by the Central Government for improvement of teaching institutions. The pattern of Central assistance adopted during the Second Five Year Plan was :

- (i) 75% of the non-recurring expenditure (including the cost of expansion of College buildings) subject to a ceiling to be fixed; and

- (ii) 50% of the recurring expenditure on the college (but not of the hospital).

This pattern of assistance was followed during the Third Plan period also. Since 1966-67, Grants-in-aid to all institutions have been released on *ad hoc* basis.

1.11 For the Fourth Plan period, the pattern of assistance has not so far been finalised. The proposed pattern of assistance is as indicated below :—

- (i) 75% of the non-recurring expenditure on building and equipment needed for development beyond the existing level, subject to a ceiling of Rs. 25 lakhs during the Plan Period.
- (ii) 50% of the recurring expenditure in respect of additional staff over and above the existing level needed for developing proper standards subject to a ceiling of Rs. 3 lakhs per annum.

The institutions should also fulfil the following criteria:—

- (i) The Principal of the College should be a Homoeopathic practitioner.
- (ii) The institutions must provide a four year diploma course of D.H.M.S. in Homoeopathy as approved by the Government of India.
- (iii) The institution should have a hospital with at least 25 beds, its own college building, laboratory, museum, equipment and out-patient department, facilities for dissection of cadaver, a good library comprising of books on all medical and allied subjects.

1.12 As regards assistance for the construction of a hospital to be attached to a teaching Institution, the Ministry have stated in their written reply that central assistance is limited only to the college part and is not extended in respect of the hospital portion. The expenditure on the hospital is the responsibility of the State Government. However, the panel of Indigenous System of Medicine and Homoeopathy of the Planning Commission had worked out in 1967 a ceiling of non-recurring expenditure of Rs. 15.69 lakhs for construction and equipment for a 100 bed hospital and a recurring expenditure of Rs. 4.52 lakhs for maintenance etc.

1.13 The Committee enquired when the uniform syllabus for a degree course was laid down by the Homoeopathic Advisory Committee. In a written reply the Ministry have stated : "The question of bringing uniformity in the standards of education was originally considered by an *ad hoc* Committee for Homoeopathy appointed by the Government of India. This Committee formulated a Degree Course of five years duration, including six months internship. The course was approved by the Central Council of Health at their meeting held in 1954. It was circulated to the State Governments etc. on the 26th September, 1955. The course was, however, not implemented by the State Governments for adoption by any Homoeopathic College. It was in 1962 that the first Homoeopathic Adviser was appointed in the Department of Health. Soon after the matter of curriculum and syllabus was taken up by the Homoeopathic Advisory Committee.

Its research and technical sub-Committee co-opted Principals of some leading Homoeopathic Colleges and others connected with the teaching and practice of Homoeopathy. The sub-Committee after elaborate discussions formulated curriculum and syllabus for Homoeopathic Education as follows:

- (i) Diploma course of 4 years.
- (ii) Degree course of six years—a continuation of two years course after the diploma course.

1.14 The above curriculum and courses were circulated to the State Governments for necessary action in January, 1965. No sooner than the above curriculum and syllabus were circulated the Principals of various colleges brought out certain technical and administrative difficulties. The various suggestions received from Principals were considered by the members of the Homoeopathic Advisory Committee at their meeting held from time to time. The whole diploma course was amended to incorporate all the useful suggestions received. The curriculum and syllabus were thoroughly revised to make it more practical and suitable for uniform application by all concerned. The curriculum and syllabus as revised were approved by the Homoeopathic Education Sub-Committee of the Homoeopathic Advisory Committee at their meeting held on the 10th and 11th February, 1969. A copy of the curriculum and syllabus of the diploma course was forwarded to all State Governments by the Ministry of Health in August, 1969 for necessary action and adoption by all the colleges in their States so as to have uniformity in Homoeopathic Education in the country. 29 Homoeopathic medical colleges situated in the following States have adopted the prescribed BHMS syllabus :—

- (1) Andhra Pradesh (3)
- (2) Bihar (19)
- (3) Gujarat (1)
- (4) Kerala (3)
- (5) Mysore (1)
- (6) Orissa (1)
- (7) Delhi (1)

1.15 The Homoeopathic Boards in the other States have not yet adopted the uniform course. Since these Boards are autonomous it has not been possible for the Central Government to enforce the uniform syllabus on them. However, after the Central Legislation is passed and the Central Council of Homoeopathy is constituted, it will be possible to implement the uniform syllabus throughout the country since Central recognition would be dependent on the adoption of the uniform syllabus."

1.16 The Committee desired to know what the prescribed bed requirement per student was for a degree/diploma college of Homoeopathy and how it compared with the requirement of Allopathic institutions. In a written reply the Ministry have stated: "The bed requirements per student for a degree college in respect of allopathic institution is 7 beds per student as specified by the Medical Council of India. In respect of Homoeopathic degree college it was proposed to have the bed strength of 200 for 100 students.

However, in view of the under-developed state of Homoeopathic institutions, the lack of support from the State Government, which is responsible for medical care and under-graduate education, it has been accepted that there should be an attached hospital of at least 25 beds for 50 admissions in respect of a diploma course. At present there is no college running the degree course. This situation is bound to improve with the State Governments taking more interest in Homoeopathy and the constitution of the Central Council of Homoeopathy. There is therefore no comparison as things stand today. As per the assessment made by the Homoeopathic Advisory Committee 20 institutions besides the 3 Government colleges, almost fulfil the above requirements. However, a correct picture will be available only after the inspection of these colleges proposed by the Advisory Committee is completed."

1.17 The Committee desired to know whether any study was undertaken by Government of Homoeopathic study course in other countries. The Ministry have stated in written reply: "India is the only country where Homoeopathy is being taught in separate institutions. In West Germany, England and America, there were many independent homoeopathic institutions in the past. They have since been closed down and there are only a few institutions which run an orientation course in Homoeopathy of short term duration to those having a basic degree in modern medicine. It is considered that such type of post-graduate training is not conducive for proper development of Homoeopathy and hence the Homoeopathic Advisory Committee felt that there should be separate medical colleges for Homoeopathy so as to develop its individual genius. At present there are institutions conducting only diploma courses and there are differences in the standards adopted by the different State Boards. After the constitution of the Central Council of Homoeopathy for which the legislation is before the Parliament, uniform standard throughout the country is likely to be achieved."

1.18 The Committee find that non-recurring grants amounting to Rs. 5.33 lakhs and recurring grants amounting to Rs. 6.23 lakhs were paid to the Homoeopathic Education Society, Bombay during the years 1960-61 to 1969-70, on the recommendation of the Government of Maharashtra. One of the conditions of the non-recurring grants amounting to Rs. 3.75 lakhs paid during the years 1960-61 and 1961-62 was that the Society should upgrade the existing course to a degree course, but this has not been done so far. One of the important reasons mentioned for not upgrading the course is that there is no attached hospital of the requisite bed strength as the State Government or any other agency has not come forward to help them in building a hospital where students can get clinical teaching. In view of the fact that the grant was sanctioned by the Ministry of Health on the recommendation of the State Government, the Committee feel that it was the duty of the Ministry to satisfy themselves before issuing the grant that the Society had raised adequate funds on their own to build a hospital of the requisite bed strength. The Committee desire that the Ministry should pursue the matter with the Society and the State Government so that the Society provide the hospital of the required bed strength. The Committee would like to be apprised of the progress in the matter.

1.19 The Committee are concerned to note that at present there is no uniformity in the standard of Homoeopathic education in the country. There are 47 Homoeopathic institutes, out of which 29 institutions in seven States have adopted the curriculum and syllabus approved by the Homoeopathic Advisory Committee, while the Homoeopathic Boards in other States have not adopted uniform course. Since these Boards are autonomous it has not been possible for the Central Government to enforce the uniform syllabus on them. The Committee note that the Government propose to set up the Homoeopathy Central Council for the proper growth and development of Homoeopathy in the country. A Bill for setting up the Central Council has already been introduced in the Parliament. The Committee hope that after the establishment of a statutory Central Council of Homoeopathy, it will be possible to evolve uniform standards of education in Homoeopathy and the registration of practitioners of Homoeopathy. It will also be ensured that Homoeopathy is not practised by those who are not qualified in that system, and those who practise, observe a code of ethics in the profession.

1.20 From a note furnished to the Committee, they find that the bed requirements per student for a degree holder in respect of allopathic institutions is 7 bed per student as specified by the Medical Council of India, while in the case of Homoeopathic institutions two beds per student have been specified. The Committee hope that Central Council of Homoeopathy after it is established will carefully look into this aspect and fix suitable norms of beds per student for degree and diploma courses consistent with the hospital facilities available. In this connection it is significant to note that in other countries (West Germany, England and America) where Homoeopathy is practised, many independent homoeopathic institutions which existed in the past have been closed down and there are only a few institutions which run an orientation course in Homoeopathy of short term duration for those having a basic degree in modern medicines. The Committee hope that the Government will take note of this position while organising Homoeopathic education in the country.

1.21 Grant No. 39—Medical and Public Health

Group-head	Total Grant	Actual expenditure	Saving
A 3—Grants for Medical Purposes . (In lakhs of rupees)			
0 640.41			
R -60 03	580.38	676.13	-4.25

Saving was mainly due to :—

- (i) non-utilisation of funds earmarked for some post-graduate departments for research in Indian medicine, homoeopathy and nature cure systems (Rs. 23.91 lakhs);
- (ii) less expenditure on construction works (Rs. 23.82 lakhs);
- (iii) increase in revenue receipt of Post-Graduate Institute of Medical Education and Research, Chandigarh (Rs. 20.46 lakhs); and
- (iv) non-drawal of grants by certain grantee institutions (Rs. 4.25 lakhs).

1.22 The Committee desired to know the reasons for less expenditure on research in Indian Medicines, Homoeopathy and nature cure to the extent of Rs. 23.91 lakhs. In a written reply the Ministry of Health and Family Planning have given the following reasons:—

(1) Research Schemes relating to Indian System of Medicines

The savings were due to the release of the grants on the basis of the exact requirements for research schemes. Moreover, grants to some Institutes were not released for want of audited statements of accounts.

(2) Post-graduate/under-graduate Education in Indian System of Medicines

The patterns of assistance for upgrading of department for Post-Graduate Training & Research and financial assistance to Under-graduate Indian System of Medicines Colleges run by the voluntary organisations for improving the standard of education had not been finalised. These patterns have now been finalised. The release of the grant was also held up for want of audited statement of accounts relating to the previous grants from one of the institutions.

(3) Homoeopathy

As the pattern of assistance in respect of the scheme for giving grants to Homoeopathic under-graduate Medical Colleges had not been finalised (This has not been finalised even now due to lack of concurrence from the concerned State Governments) only a few *ad hoc* grants were sanctioned subject to adjustment later on after the ceilings had been fixed. As such, grants could be released only for Rs. 2,31,424/- during 1969-70 and the balance was surrendered.

(4) Nature Cure

An amount of Rs. 2,30,000/- was given as grant-in-aid to 22 Nature Cure & Yoga Institutions. Certain Institutions could not be paid the grants recommended by the NCAC (Nature Cure Advisory Committee) as they could not complete the codal formalities like the rendering of audited statements, bonds and utilisation certificate in respect of earlier grants.

1.23 The Committee note that the budget provisions amounting to Rs. 23.91 lakhs made for research in Indian medicines, homoeopathy and nature cure systems remained unutilised during the year 1969-70. One of the reasons for the saving was that the audited statements of the accounts relating to the previous grants were not received from certain institutions. The Committee desire that the institutions concerned should be impressed upon to submit the audited accounts in time. It should also be examined whether there are any procedural difficulties in the matter so that the procedure could be rationalised.

1.24 In the case of homoeopathic institutions, only *ad hoc* grants were made during the year as the pattern of assistance in respect of the scheme for

giving grants to under-graduate medical colleges has not been finalised due to lack of concurrence from the concerned State Governments. The Committee desire that vigorous efforts should be made to finalise the pattern of assistance expeditiously.

1.25 The Committee also note that the patterns of assistance for up-~~grading of department for~~ Post-Graduate Training & Research and financial assistance to Under-graduate Indian System of Medicines Colleges run by the Voluntary Organisations for improving the standard of education have since been finalised. The Committee expect that the programmes would now be implemented smoothly so as to derive the maximum benefit from the allotted funds.

1.26 The Committee would like to stress that the development of the Indian System of Medicine should recieve serious attention of Government so that it may make a purposeful contribution to health services in the country.

CHAPTER II

MINISTRY OF LABOUR, EMPLOYMENT AND REHABILITATION (DEPARTMENT OF REHABILITATION)

Audit Paragraph

2.1 *Delay in fixing and recovery of extra rent from lessees.*—In 1948 the Department of Rehabilitation acquired 348 acres of land in Patel Nagar, New Delhi, for resettlement of displaced persons from West Pakistan. After development of the area, plots/houses/shops were leased out to the displaced persons on the terms and conditions indicated below:

- (a) "For the first five years of the lease commencing from an annual ground rent payable in advance (a proportionate part of the said ground rent will be payable for the fraction of a year) determined in the manner following by an officer appointed in this behalf by the lessor. The said officer shall assess the cost of land to Government. Such cost shall consist of the amounts spent on the acquisition and development of the land and other incidental expenses. The ground rent shall be a sum equivalent to the interest on the said cost calculated at the Government borrowing rate of interest prevailing at the date of the lease.

Until the ground rent is so determined the lessee shall pay fixed ground rent of Rs. per year and on the determination of the ground rent as aforesaid the amount paid by the lessee shall be adjusted by the payment by him of any additional ground rent or as the case may be, by refund to him of any excess ground rent paid by him.

- (b) For the next fifteen years, in addition to the ground rent referred to in (a) above, half of the cost of the said land to Government as determined under (a) above."

2.2 In the early stages of allotment, when actual cost of acquisition and development charges were not available, the cost of land was fixed provisionally at Rs. 11 per sq. yd. and the ground rent was fixed as under :—

- | | |
|--|---|
| (i) Ground rent for the first five years | Rs. 69/5/- per year per plot of 200 sq. yds. |
| (ii) Ground rent plus 1/30th of the acquisition and development cost for the next fifteen years. | Rs. 146/5/- per year per plot of 200 sq. yards. |

2.3 However, taking into account the actual cost of acquisition of land and the expenditure incurred on its development the actual cost of the developed land was worked out in 1968 at Rs. 28 per sq. yd. As a

result, the premium as well as the ground rent recoverable from the original lessees required enhancement.

2.4 In February 1968 the Ministry of Law to whom the question of the possibility of recovery of extra charges from the lessees was referred stated that—

“Since according to the previous conditions, the premium and rent was only provisional and was subject to proper fixation, after the acquisition and development costs were worked out, the lessees are committed to such eventual refixation of the premium and rent.”

2.5 That Ministry added that since Government's claim for refixation was strong in respect of old leases it was advisable in the first instance to refix the premium and rent for those leases.

2.6 On the advice of the Ministry of Law the Ministry in May 1968 issued instructions to Regional Settlement Commissioner, New Delhi that the actual cost of developed plots was Rs. 28 per sq. yd. the premium and ground rent etc., of the plots/houses/shops leased be revised after refixation of the valuation and the lessees should be asked to pay the difference between what they had already paid and is payable by them. The Regional Settlement Commissioner is stated to have revised the premium and issued notices for recovery of the difference; the lessees did not pay the difference but wanted to hold discussion on this point. The matter is under consideration of Government.

2.7 The Ministry stated (December 1970) that “the above details relate to the recovery of premium and ground rent from the lessees who are holding plots on ‘actual cost of acquisition and development basis’. The question of the fixation of the premium from the lessees who had come to the terms and conditions under which the ground rent at Rs. 1 per hundred square yards per annum was recoverable had been under examination. According to the advice of the Ministry of Law, the lessees who had been issued these lease deeds, could not be asked to pay the difference as there was no condition for such payment in the lease terms. However, there are still about 1600 persons to whom the sale deeds have to be issued on the revised basis and the Regional Settlement Commissioner, Delhi, has been asked to recover the extra premium from the lessees and issue sale deeds to them if the lessees pay the additional premium.”

2.8 Information about whether similar revision of rent as a result of higher cost of acquisition of land, etc., in other Rehabilitation colonies is also due and, if so, which are those colonies and the approximate amount is awaited (December 1970).

[Paragraph 35 of the Report of the C&AG (Civil) 1969-70]

2.9 The Committee desired to know the reasons for the delay in fixing the cost of land. The Secretary, Department of Rehabilitation stated that “from 1949-53 small plots were allotted in various rehabilitation colonies on the basis of the estimated cost of land and development. In the case of the colonies far away from the then urban area like Patel Nagar, Defence Colony and Lajpat Nagar, the estimated land rate was near about Re. 1 per sq. yard and in the colonies still far awaylike Kalkaji, Malviya Nagar

and Tilak Nagar, the estimated land rate was near about 0.50 paise per sq. yard. The estimated cost of development varied from about Rs. 3 to Rs. 4 per square yard. Then according to the civic amenities, that were available in the colonies, they were provided to those colonies. Then the next land mark would be in 1953 when the compensation scheme came into force and allotments were generally stopped and during 1954-55 Displaced Persons Compensation and Rehabilitation Rules were promulgated under which reserve prices were determined which had to be related to the market price also. The development works in various rehabilitation colonies were still in progress then. Cases regarding payment for compensation for land were also pending before various authorities. Prices of land in the various rehabilitation colonies had to be determined. The actual cost of acquisition and development on the other hand was still not known. In Patel Nagar Colony, it appeared that the land cost would be near about Rs. 5 per square yard then and there was an indication that the cost of land in Patel Nagar Colonies would be more than the estimated cost but no correct estimates would be prepared at that time as the matter was still pending with the High Court in these various cases and the cost of development too was not known. Also the Development works were still in progress. Then in 1958, the Delhi, Administration tried to have mutual agreement with the ex-owners of the lands in certain villages and they made payment to some of these ex-owners at the rate of Re. 1 per square yard. Then it is only during the period 1962-1965 that the cases of compensation before the High Court were finalised and the amounts were fixed in the court as to what was to be paid to these people. So, until then, it had not been possible to fix any amount because most of these cases were still pending in the High Court. Until it was possible to know from there, it had not been possible for the department to fix these costs or prices. And after we came to know the result of the cases from the High Court in 1966, we had asked the CPWD to let us know the actual cost which they could tell the department in 1967 and it was then in 1968 that it was decided that notices should be issued to various people for charging the specified cost."

2.10 The witness further stated, "the Regional Settlement Commissioner issued notices to the lessees in 1968 but in August 1968, it was ordered that the matter should be examined and recoveries might be stayed because when the cases were referred to the Ministry, it was considered that these cases should be co-related with all the other colonies so as to have some uniform yardstick on basic points as far as possible." The witness added, "These notices were issued after consulting the Law Ministry and the result of the consultation was that out of 5,500 cases only 1,620 cases were finalised for issuing these notices." At the instance of the Committee, the Ministry furnished a copy of the Law Ministry's advice which is reproduced below :

"It is clear from the lease in form Appx. XII (not printed) that the premium and rent was only provisionally fixed and was subject to proper fixation after the acquisition and development costs were worked out. The lessees are committed to such eventual refixation of premium and rent. As compared to lease in Appendix XII allotment under Appx. XI does not permit any refixation and rise in rent can be effected only after lapse of certain time and under certain conditions.***** Since the Government

claim for fixation is strong in leases under App. XII it is advisable in the first instance to refix premium and rent for these leases and try to recover the same. With the experience of recovery in these leases possibility of similar recovery in matter of allotment under App. XI can be examined."

2.11 The Ministry furnished the following statements showing the break-up of original estimated rate of Rs. 11/- per square yard and the revised rate of Rs. 28/- per sq. yard :

(i) Original cost of Rs. 11/- per sq. yard	
Cost of acquisition	Rs. 2/8/0 per sq. yard
Cost of development	Rs. 8/6/4 per sq. yard
Total	Rs. 10/14/4 per sq. yd.
Say	Rs. 11/- per sq. yard
(ii) Final cost of Rs. 28/- per sq. yard	
Cost of land	Rs. 8.45 per sq. yd. gross
area or	Rs. 17/- per sq. yard plot area.
Development expenditure	Rs. 5.50 per sq. yd. gross
area or	Rs. 11.00 per sq. yard plot area.

2.12 It has been stated that the cost of acquisition of land and the expenditure on development charges were made known to the Department of Rehabilitation in February, 1967.

2.13 The Committee desired to know the total recovery from lessees involved upto 31st March, 1971 on the basis of revised premium and ground rent fixed by the Regional Settlement Commissioner. The Department of Rehabilitation furnished the following information:—

	Ground rent for the first 5 years per annum			Ground rent plus 1/15th of the cost of land for the next 15 yrs. per annum		
	Rs.	As.	P.	Rs.	As.	P.
1. On the basis of Rs. 11/- per sq. yard including 5% collection charges	69	5	0	146	5	0
	Rs.	69	31P.	Rs.	146	31P.
2. On the basis of Rs. 28/- per sq. yd. including 5% collection charges.	Rs.	176.40	P	Rs.	327	40P.

2.14 As regards the total recovery involved the Department of Rehabilitation, in their written note had stated, "the exact amount of recovery involved upto 31st March, 1971 is not readily available. On an estimate the amount recoverable per plot comes to Rs. 535.45P for the first five years and Rs. 3391.35P for the next 15 years. The total number of plots from which recoveries could be insisted upon is 1620. The total amount for 20 years would work to Rs. 63.61 lakhs."

2.15 The Committee enquired whether any final decision in the matter had been taken. The Secretary, Department of Rehabilitation stated, "Since the beginning of 1969, this matter had been under constant consideration and discussion with the Ministry of Finance and since the basic points in various representations from individuals had been raised that these charges should be co-related with all the colonies in Delhi, we have had to get information about actual costs in various colonies and for that we had to go to the Works, Housing Ministry. Unfortunately, so far, we have not been able to get adequate data so as to be able to come to a firm conclusion as to what we should charge. We are trying our best. There have been various meetings and references were made.....As soon as we get this information, we should be able to finalise it as early as possible." The witness added that "When we do finalise this, we will keep in view the consideration that there should be no discrimination."

2.16 The Committee wanted to know whether in cases where the properties had been resold, the question of making recovery from the new buyers had been examined. The Department of Rehabilitation in a written note stated, "This matter was referred to the Ministry of Law and they have opened that in the terms of the lease deed, the lessee includes the permitted assignees. The assignees, i.e. the purchasers are also liable to pay the difference in the amount of the price as well as the ground rent recoverable from the lessees."

2.17 The Committee desired to know the present position with regard to the revision of ground rent as a result of higher cost of acquisition of land in other rehabilitation colonies. The Department of Rehabilitation in a written note stated, "In none of the other colonies where land has been acquired under any land acquisition Act, the final payment of compensation has been determined. The actual figures of cost of development works have also not been made available in the case of several colonies by various agencies concerned, it cannot be, therefore, said which of the colonies required revision of rent as a result of higher cost of acquisition of land etc. There is no other colony where both the cases of payment of compensation for acquisition of land have been cleared and the expenditure on development work has also become available."

2.18 The Committee asked how the decision to recover the difference in cost in the Patel Nagar Colony will affect other colonies in Delhi. The witness stated, "We are conscious of this practical difficulty and that is why in the Department it had been decided that we should try and co-relate this case also with the other colonies in Delhi and as we get the full information about them all, then we shall be able to finalise the matter and we shall keep in mind. The effort is to co-relate this with the other colonies so that nobody is unnecessarily or over-harshly penalised."

2.19 The Committee are distressed to note the delay in determining the final cost of acquisition and development of land in respect of various rehabilitation colonies in Delhi. The properties (plots, houses or shops) in these colonies were leased to the displaced persons a few years after the partition but the necessary data about the cost of acquisition of land and its development are not yet available to determine the difference between the actual cost and the provisional cost charged from the lessees originally. Only in the case of one colony viz. Patel Nagar, the actual cost was worked out in 1968 while

the land had been acquired in 1948. According to the Department of Rehabilitation the actual cost of acquisition and development in the case of other rehabilitation colonies in Delhi is yet to be worked out by the Department of Works and Housing. The Committee desire that the Department of Works and Housing should look into the reason for the delay of several years in determining the final cost of land.

2.20 In the case of Patel Nagar Colony, notices were issued to 1620 lessees out of 5,500 lessees to pay the difference between the actual and provisional cost in 1968 on the advice of the Ministry of Law. But further action was held in abeyance on the advice of the Ministry of Finance following representations made by these lessees that these charges should be co-related with the other rehabilitation colonies in Delhi.

2.21 The Committee desire that vigorous steps should be taken by the Department of Works and Housing and Rehabilitation to fix the final costs of acquisition and development of land in various rehabilitation colonies. Thereafter decisions should be taken to recover the difference between the final and provisional charges from the lessees. The Committee hope that the final decision taken in this regard will be fair and equitable and not involve discrimination against lessees in the various rehabilitation colonies.

2.22 *Grant No. 26 - Grant in-aid States and Union Territory Govts.*

A.4(13)-Rehabilitation

	Total Grant or appropriation	Actual Ex- penditure (in Lakhs Rs.)	Excess- Saving-
O.	151.04	43.11	16.15
R.	107.93		

Saving was mainly due to less expenditure on Plan schemes for rehabilitation of displaced persons from East Pakistan in West Bengal and non-finalisation of Plan schemes for rehabilitation of repatriates from Burma and Ceylon in other States.

[Page 28—Appropriation Accounts (Civil), 1969-70]

2.23 The Committee desired to know as to why there is delay in the finalisation of Plan schemes for rehabilitation of repatriates from Burma and Ceylon in other States. The Secretary, Department of Rehabilitation stated that "broadly the reason was the delay in getting the Schemes from the State Government in this respect". The witness added, "The State Governments had been duly addressed in this regard. And unfortunately there were delays. Of course, it is correct that ultimately it is Central Government who bears the responsibility for this rehabilitation. But we have to take the lands and other amenities from the State Governments and without their assistance and so on, we cannot obviously progress." In a written reply subsequently received the Department of Rehabilitation had stated "In regard to the repatriates from Burma, while there is some idea of the total number expected, there is no basis for determining the rate of influx in any particular year. On the basis of the annual number of persons desiring to be repatriated the Indian Embassy in Rangoon sends information of sailings from time to time. As regards repatriation from Ceylon, the rate of repatriation did not pick upto 1970, due *inter alia* the certain procedural difficulties on the part of Ceylon Government in the

payment of E.P.F. and Exchange Control permits. In 1971, the repatriation started as expected but was interrupted on account of emergency conditions in Ceylon, during April-May 1971. At present, however, the scheme of repatriation is working satisfactorily as scheduled."

2.24 The Committee desired to know the reasons for shortfall in expenditure on rehabilitation on the refugees in West Bengal though sufficient money had been budgeted. The Secretary stated that "this has occurred due to the lesser reimbursement having been claimed by the Government of West Bengal. The Government of West Bengal had intimated a final requirement of Rs. 42.25 lakhs and claimed reimbursement to the extent of Rs. 15.30 lakhs".

2.25 The Committee asked about the procedure followed by the Ministry to watch the progress of the schemes so that there is no delay in their finalisation and implementation. The Secretary stated: "The prescribed procedure is that the State Governments have to give quarterly statements. Those statements are sent back to them and vigilance is in this way actually maintained. This kind of thing does happen occasionally." The witness added "For instance I would like to mention the case of loans. We have found that it is invariably in the last quarter that the State Governments give us the correct picture because they say that they themselves cannot be certain earlier and so the things comes right at the last moment. As I said, we do not review but this kind of things does happen. I would like to assure the Committee we would put stricter scrutiny from today onwards."

2.26. The Committee desired to be furnished with the break-up of Budget provision made for the rehabilitation of displaced person from East Pakistan in West Bengal and for the rehabilitation of repatriates from Burma and Ceylon in other States, the actual expenditure incurred against the provision made and the reasons for the shortfall in the expenditure. The Department of Rehabilitation furnished the following statement, showing schemewise break-up of Budget provision and expenditure:

Scheme	Budget Provisions (1969-70)	Actual expenditure (1969-70)
1	2	3
(In lakhs of rupees)		
(a) West Bengal		
<i>Old Migrants</i>		
Education	41.58	—
Medical	23.45	15.00
Training	7.	.30
<i>New Migrants</i>		
Education	10.00	—
Medical	10.00	—
Training	7.00	—
Total West Bengal	99.03	15.30

1	2	3
(b) Repatriates from other countries in all States		
Burma Repatriates	18.54	—
Ceylon Repatriates	3.25	—
Total Repatriates	21.79	—
(c) Other Schemes in other States West Pakistan		
D Ps. (M.P. State)	5.50	—
East (Old Migrants) (Assam and U.P.)	1.09	.11
<i>East (New Migrants)</i>		
Education	5.94	—
Medical	6.75	—
Non Agrl. Schemes	1.62	—
Industries	9.32	.74
Total other schemes	30.22	.85
GRAND TOTAL—		
(a) + (b) + (c) =	151.04	16.15

2.27. In their note, the Department of Rehabilitation have given the following reasons for shortfall in expenditure in respect of Displaced persons from East Pakistan and repatriates from other countries:

(A) Displaced persons from East Pakistan in West Bengal

The following provision was made in Budget Estimates 1969-70 on the recommendations of the West Bengal Government for Old Migrants in West Bengal:—

(1) Political Sufferers	Rs. 1.02 lakhs
(2) Educational Institutions	Rs. 40.56 lakhs
(3) Medical Schemes	Rs. 23.45 lakhs
(4) Arrear Claims	Rs. 7.00 lakhs
	Rs. 72.03 lakhs

2.28. During the year 1969-70, Department of Rehabilitation issued sanctions amounting to Rs. 42.62 lakhs as indicated below :—

S.No.	Purpose for which sanctioned	Amount (Rs. In lakhs)
1.	Construction of 293 Primary Schools	35.75
2.	Construction of non-T.B. beds at Chittaranjan Sewa Sadan, Calcutta.	2.89
3.	Financial assistance to New Barrackpore Cooperative Home Ltd., for upgrading non-T.B. beds.	2.00
4.	Grant of stipends to the trainees for imparting training at I.T.I., Mana.	1.86
5.	Grant-in-aid to Prajnanda Jana Sewa Sangha, Ashoknagar, Habra.	.12
	Total	42.62

2.29. In addition a sum of Rs. 21.82 lakhs was sanctioned in February, 1970 to implement the recommendation of the Committee of Review regarding rehabilitation of displaced persons from East Pakistan living in ex-camp sites.

2.30. The total amount sanctioned was Rs. 64.44 lakhs during the year 1969-70.

2.31 The progress in the implementation of the various schemes had been discussed on several occasions with the representatives of the West Bengal Government and it has been stressed that the funds provided in the budget should be utilised fully.

2.32. The Secretary, Department of Rehabilitation had written a D.O. letter on 6th May, 1969, to the Chief Secretary, Government of West Bengal that the funds provided in the year 1969-70 for implementation of the various rehabilitation schemes for old migrants might be utilised to the full extent and thereby liquidate the residuary problems early. Again on 8th August, 1969, the Secretary, Department of Rehabilitation wrote to the Chief Secretary, Government of West Bengal requesting him to take suitable steps in time so that funds provided in the budget 1969-70 could be fully utilised. He was also requested to issue necessary instructions in the matter.

2.33. The matter was also discussed in the meeting held on the 27th September, 1969 between the representatives of this Department and Financial Adviser, Refugee, Relief and Rehabilitation Department, West Bengal and it was stressed that the State Government should take concrete steps for utilising the budget provisions made in B.E. 1969-70.

2.34. The State Government did not prefer claims for reimbursement supported by the required details for items no. (2) mentioned in paragraph 1 above. On the basis of certain claims received for Rs. 28.20 lakhs in respect of items (1), (3) and (4) an amount of Rs. 15.30 lakhs was released, because the claims were not supported by details of sanctions. Therefore, the actual expenditure was only Rs. 15.30 lakhs.

Education of new migrants in West Bengal

2.35. The Committee of Review of Rehabilitation work in West Bengal was examining the question of providing educational facilities to new migrants in West Bengal. It was expected that the report would be received and its consideration would be finalised during the earlier part of 1969-70. Therefore, a provision of Rs. 10.00 lakhs was provided in Budget Estimates 1969-70. The Committee's report was received on 19-11-1968. It was referred to West Bengal Government on 21-11-1968. Their comments were received in 1969-70 and considered in consultation with the Ministry of Finance and the Planning Commission. The decision of Government on the recommendations was reached in March, 1971. Hence the funds could not be utilised.

Medical facilities for new migrants in West Bengal

2.36. On the expectation that the Report of the C.O.R. would be received and formal sanction of the Government of India would be accorded in time, a provision of Rs. 10.00 lakhs was made in the Budget Estimates 1969-70. Since the Report of the Committee was not received in 1969-70 the funds could not be utilised.

2.37. *Training*—A provision of Rs. 7.00 lakhs was made to give training to old and new migrants in West Bengal for self-employment trades. It was later decided that with effect from 1-4-1969, training centres would be completely the responsibility of the State Government. The amount was, therefore, not utilised.

2.38. (B) *Repatriates from other countries in all States*

Reasons for Short Fall

(i) *Burma*

Rs. 3.28 lakhs. The expenditure on Women's and P.L. Homes was treated as relief "Non-Plan" instead of "Plan" in the course of the year.

Rs. 1.95 lakhs. Expenditure on training of repatriates was not incurred due to lack of response from the repatriates. Scheme was deferred by the State Government for two years.

Rs. 13.31 lakhs. Claim for reimbursement of expenditure on educational concessions and housing grants were not received from the State Governments during the year.

(ii) *Ceylon*

Rs. 2.50 lakhs. No proposals/claims were received from the State Governments towards expenditure on education of children of repatriates as the number of repatriates actually arriving in the States were reported to be less in number than originally anticipated.

Rs. 0.75 lakhs. Provision was made on account of educational and medical facilities in Mysore but could not be utilised since the State Government could not complete the construction work of the school buildings and formulate the scheme for the Dispensary.

2.39. The Committee feel concerned over the shortfall in expenditure against the budget provisions made for the rehabilitation of displaced persons from East Pakistan in West Bengal and repatriates from Burma and Ceylon in other States. Against the Budget provisions of Rs. 151.04 lakhs made in respect of rehabilitation of displaced persons in West Bengal and other States the actual expenditure incurred was only Rs. 16.15 lakhs. The committee are particularly perturbed about the shortfall in expenditure on the education and medical schemes. The entire budget provision of Rs. 57.52 lakhs on education remained unutilised while against the budget provision of Rs. 40.20 lakhs in respect of medical schemes the actual expenditure was Rs. 15 lakhs only.

2.40. The Committee note that the utilisation of the budget provision depended upon the demands received from the Government of West Bengal and other States. The Committee desire that the present system of making budget provision for such schemes and their implementation should be examined by the Department of Rehabilitation in consultation with state governments concerned with a view to ensuring that the basic needs like education and medical are met adequately and without delay.

2.41. The Committee are surprised that no expenditure was incurred on schemes for repatriates from Burma and Ceylon against the budget provision of Rs. 21.79 lakhs mainly due to non-finalisation of certain schemes. The Committee desire that the matter should be pursued with the State Governments concerned as ultimately it is the responsibility of the Central Government to rehabilitate these repatriates.

Grant No. 71—Expenditure on displaced persons

[Page 126 of Appropriation Accounts (Civil) 1969-70]

2.42. Rupees 1552.65 lakhs were spent against the provision of Rs. 1864.06 lakhs resulting in saving of Rs. 311.41 lakhs. The saving was mainly under the head 'irrecoverable Temporary Loans and Advances written off' where against the provision of Rs. 10.00 crores the expenditure was Rs. 6.31 crores only. It was due to slower pace of remission of loans to displaced persons from East Pakistan in States (Assam & West Bengal) under the remission scheme and consequent less claims from these State Governments for reimbursements.

The Committee desired to be furnished information on the following points:

- (i) How is the estimate for the budget drawn for this head ?
- (ii) What is the procedure followed before a State Government decides to remit the loan ?
- (iii) What is the control exercised by the Central Government to see that the State Government make all necessary efforts before issuing sanctions for remission of loan ?
- (iv) Is the Centre bearing the entire expenditure or is it shared on percentage basis with State Government ?

2.43. In a note furnished to the Committee, the Department of Rehabilitation have stated the following position:

Seriatim :

(i) The estimate for the budget is drawn on the basis of the proposals made by the concerned State Governments for the likely remission work they anticipate to accomplish during the ensuing financial year, keeping also in view the total remission work on hand and the likely adjustments.

(ii) Under the Remission Scheme sanctioned by the Government of India before deciding to remit the loan, the entire Rehabilitation loan

burden of each family is to be consolidated by the State Government and then the remissible amount is to be determined on the following basis:

- (a) Initial amount of Rs. 1000/- to be remitted in each case;
- (b) Next amount of Rs. 2000/- to be retained as recoverable;
- (c) If there is any balance left, the amount in excess of Rs. 2000/- should also be remitted; and
- (d) No interest should be charged on the amounts remitted.

The Remission Scheme is applicable to the following types of loans:—

- (i) Rural House Building loan;
- (ii) Rural Homestead Land Purchase loan;
- (iii) Rural S.T. loan;
- (iv) Agricultural loan/Horticultural loan/Barujilli loan;
- (v) Agricultural land purchase loan;
- (vi) Urban Housebuilding loan (Non-contributory);
- (vii) Urban S.T. loan;
- (viii) Urban Homestead Land Purchase Loan.

The Remission Scheme is not applicable to the following types of loans:—

- (i) Contributory House building loans;
- (ii) Professional loans;
- (iii) Loans advanced on the recommendations of Refugees Businessmen Rehabilitation Board in West Bengal;
- (iv) Loans advanced by the Rehabilitation Finance Administration
- (v) Loans granted to displaced families in Dandakaranya;
- (vi) Loans granted to displaced persons from East Pakistan after 31st March, 1964;
- (vii) Loans given to new migrants from East Pakistan.

After the remissible amount has been calculated on the above basis, remission orders in the individual cases are issued by the State Government.

(iii) The rehabilitation loans have been advanced to the displaced persons by the State Governments concerned from out of the loan funds placed at their disposal by the Central Government. The State Governments are entirely responsible for maintenance of the accounts of the loans disbursed to the displaced persons, for the timely recovery thereof and repayment of the amounts actually recovered to the Central Government, after allowing the benefits of the Remission Scheme as may be admissible

in each case. The State Governments are required to render quarterly progress reports of the remission work accomplished and they are regularly reminded to expedite the remission work.

Out of Rs. 33 crores which will have to be remitted a sum of Rs. 21.43 crores has been remitted by the State Government upto 31-3-1971 as detailed below:—

(In crores of Rs.)				
Name of the State Government	Total amount of loans advanced	Estimated amount to be remitted	Amount actually remitted upto 31-3-1971	Balance amount to be remitted
West Bengal	59.88	20.00	18.01	1.99
Assam	7.43	4.00	1.38	2.71
Madhya Pradesh	0.97	0.50	0.45	0.05
Uttar Pradesh	1.48	0.80	0.67	0.13
Rajasthan	0.22	0.14	—	0.14
Orissa	0.91	0.50	0.09	0.41
Bihar	2.79	1.75	—	1.75
Tripura	8.28	5.15	0.79	4.36
Manipur	0.07	0.07	0.04	0.03
Total :	82.03	33.00	21.43	11.57

(iv) The entire expenditure is borne by the Central Government.

2.44. The Committee note that out of total loans amounting to Rs. 82.03 crores advanced to displaced persons from East Pakistan, an estimated amount of Rs. 33 crores will have to be remitted. Upto 31st March, 1971, the actual amount remitted is Rs. 21.43 crores and the balance to be remitted was Rs. 11.57 crores.

2.45. In this connection the Committee would like to draw the attention of the Government to paragraph 3.33 of their 55th Report (Fourth Lok Sabha) wherein they had cited some instances showing unsatisfactory maintenance of loans records in some States. The Committee suggested that a thorough investigation should be carried out in State-loan accounts in consultation with the C&AG so as to resolve all discrepancies before any part of the loan is remitted. The Committee was informed by the Department of Economic Affairs in their Action Taken Note in September, 1969 that the chief Secretaries of the concerned State Governments had been requested to constitute a Committee consisting of the representatives of the State Finance Departments, the Rehabilitation Department and the Accountant General and also the Internal Financial Adviser of the Department of Rehabilitation in order to investigate into the state of rehabilitation loan accounts and records and the present position regarding reconciliation of discrepancies between departmental and A.G.'s figure of drawals and disbursements, and that on receipt of the report of the Committee appropriate action would be taken to ensure that loan accounts were maintained in a complete and upto date form and that recoveries were accelerated. The Committee trust that necessary action has been taken to reconcile the discrepancies and to improve the maintenance of loan accounts and records by the State Governments and that the remittance of irrecoverable loans is being made by them after putting the records in order.

CHAPTER III

PLANNING COMMISSION

Socio Economic Research

Audit Paragraph

3.1. In July, 1953 Government started under the aegis of the Planning Commission, a scheme for research and investigations into social, economic and administrative problems of national development. The individual schemes were to be implemented through Universities and recognised institutions to which financial assistance was provided for meeting the cost of investigation and publication of approved reports. Rs. 165.70 lakhs were spent, mostly as grants, from 1953-54 to 1969-70 (Rs. 125.92 lakhs prior to April 1967) for 303 such research schemes.

3.2. A review of the working of the scheme disclosed the following points :—

(i) *Slow progress of investigation*—Out of 303 research schemes 3 were not proceeded with and 123 were completed and the reports published between 1956 and 1970. The table below shows the position of the remaining 177 schemes on 30th September, 1970 :—

	No.	Expenditure (in lakhs of rupees)
(a) (i) Schemes completed but reports not to be published.	36	10.80
(ii) Pilot studies not meant for publication	10	0.70
(b) Schemes reports of which are in press	22	8.40
(c) Schemes reports of which have been approved for publication.	14	4.80
(d) Schemes reports of which are under revision/examination	49	18.20
(e) Schemes reports of which have not yet been received.	43	18.50
(f) Schemes of which reports have been approved for publication without Government assistance	3	1.00
TOTAL	177	62.40

3.3. The research projects were generally for a duration of 12 to 24 months within which collection of data, compilation, analysis and drafting of the report were expected to be completed. Of the reports not yet received [item (e) above] 36 reports have already been delayed beyond two years the delay ranging from two to eight years.

3.4. The Planning Commission stated (November 1970) a review of 100 of the total cases of studies sponsored since 1960 indicated that the proportion of schemes on which reports were received within 3 years has progressively improved from zero to 100 per cent during the last 8 years. The improvement is particularly marked during the Post-Third Plan period.

3.5. (ii) *Utilisation of the results of the investigations*—A sub-committee set up by the Planning Commission to examine the question of utilisation of the results of the investigations reported in August, 1966 that, while the results of surveys in certain fields (farm management, irrigation projects, labour and employment and industrial relations) had been satisfactory, the utilisation of findings of studies in other areas for formulation of the Fourth Plan had not been so satisfactory. The sub-committee also reported that "where completion of projects was unduly delayed, concepts and contents of enquiry were not carefully designed, inferences and findings were not policy and action oriented, and user agencies were not closely associated, utilisation has not been so satisfactory". No such study of the utilisation of the results of investigations has been conducted afterwards.

3.6. The Planning Commission stated (December, 1970) that 'the process of utilisation starts from the very beginning with the exchange of ideas between the Project Director and the Planning Commission on hypotheses to be tested during the course of the research project. The continuous feed-back and exchange of views between the Project Director and the Planning Commission during the life of the project results in utilisation in the planning process, of the data thrown up by the research project even during the investigation stages and very much prior to the receipt of the draft report in its final shape.'

[Paragraph 38 of the Report of the C&AG (Civil), 1969-70.]

3.7. The Planning Commission have furnished the break-up of 303 research schemes referred to in the Audit paragraph as shown below :

No. of Research Project Schemes	254
I. Macro Economic	31
II. Rural Development	57
	+ 13* • Relate to Farm
III. Urban & Regional Development	54
IV. Transport	3
V. Labour & Employment	31
VI. Social Change etc.	41
VII. Organisation, Administration & Management	24
	Management Study of the same State.
	254
Schemes sponsored after formation of Study Groups	3
Schemes transferred to Indian Council of Social Sciences Research	46
	303
Schemes withdrawn	3
Total Balance	300

3.8. The Committee desired to know the extent of delay in completion of the schemes. The Planning Commission have furnished the following information :

(i)	(Schemes completed and reports received (upto Sept. 70) with in the allotted time)					31
(ii)	Extent of delay in years	1—3	3—5	5—8	8—10	Total
(a)	Schemes completed and reports received (upto sept. 1970)	63	11	2	2	78
(b)	Schemes, reports of which were not finalised upto Sept. 1970	85	36	7	3	131
iii)	The above gives the position of 240 scheme. For the remaining 60 schemes which are already printed/completed, it is not possible at this stage to indicate precisely the extent of delay because (a) 20 related to the Farm Management Schemes which are printed by the Economics and Statistics Directorate of the Food & Agriculture Ministry and (b) 40 are such old schemes, files of which are destroyed.					

In another statement, the Planning Commission have furnished the following year-wise break up of schemes under revision and reports yet to be received as on September, 1970.

Year of Sponsoring	Under Revision		Reports yet to be Received			
	R.P.C.	Council	R.P.C.	Council		
1959			—	—	—	1
1960			1	—	—	—
1961			2(X)1(X)	—	—	—
1962			5(X)3(X)	—	2	2(1)
1963			—	—	1(1)	—
1964			4(X)2(X)	1(X)1(X)	—	—
1965			1	2(X)2(X)	1(1)	2
1966			4(X)2(X)	4(X)4(X)	3(2)	1(1)
1967			7(X)6(X)	12(X)8(X)	5(3)	4(3)
1968			4(X)3(X)	2(X)2(X)	8(2)	8(1)
1969			—	—	2	—
1970			—	—	3(2)	—
			28(X)17(X)	21(X)17(X)	25(11)	18(6)

Figures in (X) indicates number of reports since approved for publication.

Figures in () indicates number of schemes which Reports have since been received.

3.9. The Committee desired to know the reasons for delay in completion of the schemes and steps taken to ensure that these projects were completed in time. The Secretary, Planning Commission stated "... This area of the Research Programme Committee ... was fairly new to India in the sense that it was the first programme of collaboration between a Government organisation on the one hand and the Universities and scho-

lars, by and large, working in India. This project started in 1953, when the ground rules were prepared. The ground rules said that the investigation etc. should be completed between twelve and twenty four months and later, as soon as possible, the report should be scrutinised, and then a joint session would be held of the Research Committee, the Planning Commission and the scholars in the research programme and, on approval, the reports would be printed. Now, the first few years went into a sort of working out the ground rules in the sense that we had no previous experience of collaborative work of this kind. The appointment of scholars, investigators etc., the way the investigation should be organised and whether the results of the investigation would be useful to the Planning Commission. all this took a little time to be worked out ; between 1956 and 1960. From 1960 onwards, progressively the time factor has been reduced. From 1968 onwards we have been steadily getting reports on time and publishing them". The witness added, "One of the reason for the final delays that occurred in making the publications available is that our rules required that we print about 500 copies. Now no reputed publisher who has a certain capacity under his control will agree to publish only 500 copies. They insist on 1,000 as the minimum. So most of our reports have gone to publishers and printers who are not really at the top level and they have taken longer time than is usually taken by publishers and printers to print and publish."

3.10. Asked whether the results of the research would not become out-of-date when published after a delay of two to three years, the witness replied ".....there was an urgent field of collaboration between the Government agencies on the one hand and the institutions on the other. . . . no scholar feels really happy until he produces what he feels is a perfect document. When an academy undertakes a research, it wants to produce a perfect document which will be valid for all times to come. It takes a long time on account of correspondence between scholars and the Planning Commission. In fact, it took the best part of the 1950 to convince the scholars that these were operational documents and not research for all time. These are mainly for the operational purposes and the results must be quickly available. This was really sustained for 1958-59 and from 1964 onwards, the question of time lag was considerably reduced by 1968-70".

3.11. The Committee asked whether the printing of the report was also included in the period of 12 to 24 months allowed to Project Directors, the representative of the Planning Commission stated, "Actually, there are two stages and we give two grants—one grant for conducting a study; this is one stage, and at that stage, when the topic is decided, we get an outline from the Project Director. This technical outline alongwith the administrative outline is examined at our end and approved. While approving, we give the amount that has been sanctioned for the conduct of the project investigation, and also enclose the approved project outline with a technical and administrative note, in which the duration of the project is given. Then comes the second stage. After the draft report is examined at our end, we appoint a Reader to go through the Report and to comment on the publication-worthiness of the Report. The Report is very often revised ; and the revised Report is approved for publication. At that stage, we get from project Directors quotations and give a publication grant. This is a separate grant on separate terms and conditions."

3.12. The Committee wanted to know whether any fresh scheme was entrusted to the Directors who did not complete in time the schemes already entrusted to them. The Planning Commission, in their written note had stated; "as a general rule second research project was not granted to a Project Director who did not complete his first scheme in the allotted time. Precaution was taken not to entrust more than one scheme to a scholar at a time. However, in a few cases (4 schemes) more than one scheme was assigned to a Project Director but that was done only when field work and tabulation of the data of the previous study was completed".

3.13. The Committee desired to know how the competence of a particular University or institution to undertake research is judged before entrusting the work to it. In a written reply, the Planning Commission have stated, "Till September, 1967 when the Research Programmes Committee was functioning, all research proposals were put up to the Technical Sub-Committee of the Research Programme Committee. Bio-data of the scholars were obtained alongwith technical note on the study proposal and placed before the Technical Sub-Committee. They examined in detail the proposal and the competence of the Project Director and also the status of a particular university or institution to undertake the research. Thereafter the proposal was put up to the full Research Programmes Committee which in turn also went into these aspects. The Research Programmes Committee and the Technical Sub-Committee ensured that the schemes were entrusted to only competent persons and the grant-recipient Universities/Institutions had sufficiently high status. After the abolition of the Research Programmes Committee, four Study Groups whose members are eminent economists and more specifically their Chairman examined the study proposal and also the suitability of the Project Director".

3.14. The Committee desired to know the kind of control exercised by the Planning Commission on these research projects. In a written reply, the Planning Commission has stated, "The control exercised by the Planning Commission is on both technical as well on financial matters relating to the research schemes. The Project outlines are examined in collaboration with the concerned Divisions in the Planning Commission before they are finalised. Draft reports on the research schemes are not only examined in the Planning Commission but are also referred to experts (who are appointed as Readers) for their comments. The comments are then communicated to the Project Director with a request to revise the reports in their light. Revised reports are insisted upon and approval for publication is given only on their final scrutiny. On the financial side, budget estimates of the research proposals are examined initially before approval and latter for the amount approved quarterly instalments of grant-in-aid are released on receipt of quarterly expenditure statements and progress report. The final instalment amounting to 10 per cent of the total grant is released only after receipt of audited statement of total amount spent on the project."

3.15. The Committee wanted to know as to how much the Commission had been benefited by the Studies. The Secretary, Planning Commission stated, ".....it is much easier to bring about economic change than social change. Time is widening the differences between the pace of economic change and social change. The Socio Economic Studies

(amelioration of backward regions) have helped the Planning Commission and Government. Subsidy or concessions have been given to the backward regions for industries. Special programmes have been started for the backward classes, scheduled castes and scheduled tribes. Recommendations have been made by Wanchoo and Pande Committee for giving special consideration for special areas and also the backward tribes." The witness added, "These have already been on account of the awareness reflected in the Socio-economic studies which have been undertaken not only at the instance of the Planning Commission but also by the universities themselves irrespective of the help of the Planning Commission. A great deal of contribution has been made by foreign scholars who are working under their own fund assistance from various universities outside India. I think these three groups have worked together to bring about consciousness of the gap between social and economic change. Therefore... the contribution of these groups has been quite substantial."

3.16. The Committee desired to know the steps taken by the Commission to minimise wastage in the research efforts as recommended by the Sub-Committee and the results achieved. The Planning Commission in their written note, have stated :

"The Report of the Lokanathan Sub-Committee was considered in 1966 and action was taken on their important recommendations as below:

- (i) In order to improve utilisation, as suggested by the Sub-Committee, the user agencies are more closely associated in the identification of problems for research and also of designing the projects. The concerned Divisions of the Planning Commission, which are the main users in this case are closely associated in the design of the project outlines; in the formulation of concepts, instruments of measurements, and hypotheses to be tested. Usually the project director comes for discussion with the Research Division here and goes round the subject matter divisions in the Planning Commission before giving shape to the project design. The concerned divisions in the Planning Commission give their observations on restructuring the project outlines so as to make them more action oriented. Thus with the exchange of ideas between the Project Director and the Planning Commission starts process of the utilisation of the studies right from the beginning. This process of feed-back and exchange of views between Project Director and the Planning Commission is maintained during the life time of the project and helps better utilisation of the research efforts.

In keeping with the recommendations of the Sub-Committee preference is now given to short durationed scheme in sponsoring research. The duration of research projects is brought down from about 2 years in the past to about 10 months. It is also emphasized that they should not necessitate large collection of primary data.

Further, it has been stressed on the Project Directors that the reports of these research projects are expected to be operational documents, not a perfect document to be valid for all time to come. As the reports are for operational purposes the results must be quickly available even though not as 'perfect' as an academician would like to make.

Again, for better utilisation, digests of the reports are prepared and circulated in the Planning Commission, other Ministries/Departments, etc. The findings of these reports are reviewed in Yojana.

For wider utilisation it has been considered desirable to print larger number of copies (1,000 instead of the earlier 500) and give publication grant for the increased number. This would enable the printed reports which are priced publications in the name of the Project Directors to be made available in the market for larger public. These reports are also supplied to the concerned Ministries/Departments and State Governments besides Planning Commission. They are also made available to the Editor (Yojana) and placed in the Parliament House Library and the Planning Commission library.

All these steps taken in the direction suggested by the Loknathan Committee have substantially improved utilisation of research results, reduced delays in project completion and thus minimized wastage in research."

3.17. The Committee drew attention to the observations of the Sub-Committee which reported in August, 1966 that while the results of surveys in certain fields were satisfactory but the utilisation of the findings of studies in other areas for the formulation of the Fourth Plan had not been satisfactory. The Committee asked whether the Planning Commission proposed to set up another committee to study the present position of the utilisation of the results of investigations. The Secretary, Planning Commission stated that "the Fourth Plan was delayed in formulation and the data that were collected between 1960-63 were used", and that data became "out of date". "For instance we undertook a large number of surveys of cities. Fourteen and fifteen reports were prepared on the survey of cities. . . . all the reports which came out in 1958 on the cities of India were mostly based on 1951 census material. The use of the data was really appreciated and helpful because these are operational data which must be made available to the operational Ministry or Planning Commission. There was some loss in using this data on account of delay. But now the thing has gone all to the Indian Council of Social Science. The Planning Commission do not propose to appoint any Committee for the utilisation of the data as such."

3.18. The Committee asked about the desirability of entrusting the work to some other institutions in the field like the Institute of Public Administration, Gokhale Institute of Economics etc. The Secretary, Planning Commission replied that "even if they are really consulted and even if they are taken on consultation board for investigation by the concerned

branches of the government, no scholar is happy until he feels that he is being a useful part of the society and the only way to have a voice in the policy making of Government is to be associated with some aspect of the Government.

3.19. Asked if the Planning Commission consulted the reputable institutes in the country on certain problems and gathered results through them, the witness stated, "this was exactly the Planning Commission has done on many occasions. As a matter of fact, the Planning Commission does not conduct research in the abstract".

3.20. The Committee are concerned over the slow progress of research schemes started in 1953 under the aegis of the Planning Commission for research and investigations into socio economic and administrative problems of national development. From 1953-54 to 1969-70 financial assistance mostly in the form of grants amounting to Rs. 165.70 lakhs were provided for meeting the cost of investigations and publication of approved reports. Out of 300 schemes proceeded with, only 123 schemes were completed upto 30-9-1970. Although the research projects were generally for a duration of 12 to 24 months within which collection of data, compilation, analysis and drafting of the reports were expected to be completed only 31 schemes were completed and reports received within the allotted time. In respect of 131 schemes reports of which were not finalised upto September 1970, the extent of delay was 1 to 3 years for 85 schemes, 3 to 5 years for 36 schemes, 5 to 8 years for 7 schemes and 8 to 10 years for 3 schemes. The latest position is that reports are yet to be received in respect of 26 schemes while 15 schemes are under revision although these schemes were sponsored several years ago (between 1959 and 1970).

3.21. The Committee desire that a review of the outstanding schemes should be made by the Planning Commission and reasons for delay gone into and necessary steps taken for their completion or abandonment.

3.22. The Committee find that a Sub-Committee set up by the Planning Commission to examine the question of utilisation of the result of investigations reported in August, 1966 that while the results of survey in certain fields (Farm Management, Irrigation projects, Labour & Employment and Industrial relations) had been satisfactory, the utilisation of findings of studies in other areas for formulation of Fourth Plan had not been so satisfactory. The Sub-Committee also reported that where completion of projects were unduly delayed, concepts and contents of enquiry were not carefully designed, inferences and findings were not policy and action oriented, and user agencies were not closely associated, utilisation has not been so satisfactory.

3.23. The Committee note that in pursuance of the recommendations of the Sub-Committee, the Planning Commission have taken the necessary measure to improve the utilisation of investigations and also brought down the duration of research projects from two years in the past to 10 months. The Committee desire, that the utilisation of the investigations and timely completion of reports should be kept under constant watch by the Planning Commission so that the annual plans are formulated on the basis of upto date and dependable data thrown up by these investigations. The Committee

need hardly stress that the money spent on these investigations could be fruitful only if the upto date data are available and are useful for the purpose of formulating the plans.

3.24. The Committee find that the Planning Commission had since abolished the Research Programme Committee which originally scrutinized the research proposals and the work had been entrusted to four study groups. The Commission have also transferred certain schemes to the Indian Council of Social Sciences Research. The Committee hope that this would result in improved supervision and expeditious completion of the schemes. The Committee desire that the question of transferring more schemes to other suitable organisations may be examined.

NEW DELHI;
April 21, 1972.

Valsakha 1, 1894 (S).

ERA SEZHIYAN,
Chairman,

Public Accounts Committee.

APPENDIX

Summary of main Conclusions/Recommendations

Sl. No.	Para No.	Ministries/Deptt. concerned	Conclusions/Recommendations
1	2	3	4
1.	1.18	Min. of Health and Family Planning Deptt. of Health	The Committee find that non-recurring grants amounting to Rs. 5.33 lakhs and recurring grants amounting to Rs. 6.23 lakhs were paid to the Homoeopathic Education Society, Bombay during the years 1960-61 to 1969-70, on the recommendation of the Government of Maharashtra. One of the conditions of the non-recurring grants amounting to Rs. 3.75 lakhs paid during the years 1960-61 and 1961-62 was that the Society should upgrade the existing course to a degree course but this has not been done so far. One of the important reasons mentioned for not up-grading the course is that there is no attached hospital of the requisite bed strength as the State Government or any other agency has not come forward to help them in building a hospital where students can get clinical teaching. In view of the fact that the grant was sanctioned by the Ministry of Health on the recommendation of the State Government, the Committee feel that it was the duty of the Ministry to satisfy themselves before issuing the grant that the Society had raised adequate funds on their own to build a hospital of the requisite bed strength. The Committee desire that the Ministry should pursue the matter with the Society and the State Government so that the Society provide

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the hospital of the required bed strength. The Committee would like to be apprised of the progress in the matter.

2.

1.19 Deptt. of Health

The Committee are concerned to note that at present there is no uniformity in the standard of Homoeopathic education in the country. There are 47 Homoeopathic institutes, out of which 29 institutions in seven States have adopted the curriculum and syllabus approved by the Homoeopathic Advisory Committee, while the Homoeopathic Boards in other States have not adopted the uniform course. Since these Boards are autonomous it has not been possible for the Central Government to enforce the uniform syllabus on them. The Committee note that the Government propose to set up the Homoeopathy Central Council for the proper growth and development of Homoeopathy in the country. A Bill for setting up the Central Council has already been introduced in the Parliament. The Committee hope that after the establishment of a statutory Central Council of Homoeopathy, it will be possible to evolve uniform standards of education in Homoeopathy and the registration of practitioners of Homoeopathy. It will also be ensured that Homoeopathy is not practised by those who are not qualified in that system, and those who practice, observe a code of ethics in the profession.

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1.120

-do-

From a note furnished to the Committee, they find that the bed requirements per student for a degree holder in respect of allopathic institutions is 7 bed per student as specified by the Medical Council of India, while in the case of Homoeopathic institutions two beds per student have been specified. The Committee

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hope that Central Council of Homoeopathy after it is established will carefully look into this aspect and fix suitable norms of beds per student for degree and diploma courses consistent with the hospital facilities available. In this connection it is significant to note that in other countries (West Germany, England and America) where Homoeopathy is practiced, many independent homoeopathic institutions which existed in the past have been closed down and there are only a few institutions which run on a orientation course in Homoeopathy of short term duration for those having basic degree in modern

4. 1.23 Deptt. of Health

The Committee note that the budget provisions amounting to Rs. 23.91 lakhs made for research in Indian medicines, homoeopathy and nature cure systems remained unutilised during the year 1969-70. One of the reasons for the saving was that the audited statements of the accounts relating to the previous grants were not received from certain institutions. The Committee desire that the institutions concerned should be impressed upon to submit the audited accounts in time. It should also be examined whether there are any procedural difficulties in the matter so that the procedure could be rationalised.

5. 1.24 -do-

In the case of homoeopathic institutions, only *ad hoc* grants were made during the year as the pattern of assistance in respect of the scheme for giving grants to undergraduate medical colleges has not been finalised due to lack of concurrence from the concerned State Governments. The Committee desire that vigorous efforts should be made to finalise the pattern of assistance expeditiously.

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6.	1.25	Deptt. of Health	The Committee also note that the patterns of assistance for upgrading of department for Post Graduate Training & Research and financial assistance to Under-graduate Indian System of Medicines Colleges run by the Voluntary Organisations for improving the standard of education have since been finalised. The Committee expect that the programmes would now be implemented smoothly so as to derive the maximum benefit from the allotted funds.
7.	1.26	-do-	The Committee would like to stress that the development of the Indian System of Medicine should receive serious attention of Government so that it may make a purposeful contribution to health services in the country.
8.	2.18	Min. of Labour & Rehabilitation (Deptt. of Rehabilitation) Deptt. of W.&H.	The Committee are distressed to note the delay in determining the final cost of acquisition and development of land in respect of various rehabilitation colonies in Delhi. The properties (plots, houses or shops) in these colonies were leased to the displaced persons a few years after the partition but the necessary data about the cost of acquisition of land and its development are not yet available to determine the difference between the actual cost and the provisional cost charged from the lessees originally. Only in the case of one colony viz. Patel Nagar, the actual cost was worked out in 1968 while the land had been acquired in 1948. According to the Department of Rehabilitation the actual cost of acquisition and development in the case of other rehabilitation colonies in Delhi is yet to be worked out by the Department of Works and Housing. The Committee desire that the Department of Works and Housing

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			should look into the reason for the inordinate delay of several years in determining the final cost of land.
9.	2.19	Deptt. of W.&H	In the case of Patel Nagar Colony, notices were issued to 1620 lessees out of 5,500 lessees to pay the difference between the actual and provisional cost in 1968 on the advice of the Ministry of Law. But further action was held in abeyance on the advice of the Ministry of Finance following representations made by these lessees that these charges should be co-related with the other rehabilitation colonies in Delhi.
10.	2.20	-do-	The Committee desire that vigorous steps should be taken by the Departments of Works and Housing and Rehabilitation to fix the final costs of acquisition and development of land in various rehabilitation colonies. Thereafter decisions should be taken to recover the difference between the final and provisional charges from the lessees. The Committee hope that the final decision taken in this regard will be fair and equitable and not involve discrimination against lessees in the various rehabilitation colonies.
11.	2.38	Deptt. of Rehabilitation	The Committee feel concerned over the shortfall in expenditure against the budget provisions made for the rehabilitation of displaced persons from East Pakistan in West Bengal and repatriates from Burma and Ceylon in other States. Against the Budget provisions of Rs. 151.04 lakhs made in respect of rehabilitation of displaced persons in West Bengal and other States the actual expenditure incurred was only Rs. 16.15 lakhs. The Committee are particularly perturbed about the shortfall in expenditure on the education and medical schemes. The

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			entire budget provision of Rs. 57.52 lakhs on education remained unutilised while against the budget provision of Rs. 40.02 lakhs in respect of medical schemes the actual expenditure was Rs. 15 lakhs only.
12.	2.39	Deptt. of Rehabilitation	The Committee note that the utilisation of the budget provision depended upon the demands received from the Government of West Bengal and other States. The Committee desire that the present system of making budget provision for such schemes and their implementation should be examined by the Department of Rehabilitation in consultation with State Governments concerned with a view to ensuring that the basic needs like education and medical are met adequately and without delay.
13.	2.40	-do-	The Committee are surprised that no expenditure was incurred on schemes for repatriates from Burma and Ceylon against the Budget provision of Rs. 21.79 lakhs mainly due to non-finalisation of certain schemes. The Committee desire that the matter should be pursued with the State Governments concerned as ultimately it is the responsibility of the Central Government to rehabilitate these repatriates.
14.	2.44	-do-	The Committee note that out of total loans amounting to Rs. 82.03 crores advanced to displaced persons from East Pakistan, an estimated amount of Rs. 33 crores will have to be remitted. Upto 31st March, 1971, the actual amount remitted is Rs. 21.43 crores and the balance to be remitted was Rs. 11.47 crores.
15.	2.45	-do-	In this connection the Committee would like to draw the attention of the Government to para 3.33 of their 55th Report (Fourth Lok Sabha) wherein they had cited some

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instances showing unsatisfactory maintenance of loans records in some States. The Committee suggested that a thorough investigation should be carried out in State-loan accounts in consultation with the C & AG so as to resolve all discrepancies before any part of the loan is remitted. The Committee was informed by the Department of Economic Affairs in their Action Taken Note in September, 1969 that the Chief Secretaries of the concerned State Governments had been requested to constitute a Committee consisting of the representatives of the State Finance Departments, the Rehabilitation Department and the Accountant General and also the Internal Financial Adviser of the Department of Rehabilitation in order to investigate into the state of rehabilitation loan accounts and records and the present position regarding reconciliation of discrepancies between departmental and A.G.'s figure of drawals and disbursements, and that on receipt of the report of the Committee appropriate action would be taken to ensure that loan accounts were maintained in a complete and upto date form and that recoveries were accelerated. The Committee trust that necessary action has been taken to reconcile the discrepancies and to improve the maintenance of loan accounts and records by the State Governments and that the remittance of irrecoverable loans is being made by them after putting the records in order.

16. 3.20 Planning Commission The Committee are concerned over the slow progress of research schemes started in 1963 under the aegis of the Planning Commission for research and investigations into socio economic and administrative

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			<p>problems of national development. From 1953-54 to 1969-70 financial assistance mostly in the form of grants amounting to Rs. 165.70 lakhs were provided for meeting the cost of investigations and publication of approved reports. Out of 300 schemes proceeded with, only 123 schemes were completed upto 30-9-1970. Although the research projects were generally for a duration of 12 to 24 months within which collection of data, compilation, analysis and drafting of the reports were expected to be completed only 31 schemes were completed and reports received within the allotted time. In respect of 131 schemes reports of which were not finalised upto September, 1970, the extent of delay was 1 to 3 years for 85 schemes, 3 to 5 years for 36 schemes, 5 to 8 years for 7 schemes and 8 to 10 years for 3 schemes. The latest position is that reports are yet to be received in respect of 26 schemes while 15 schemes are under revision although these schemes were sponsored several years ago (between 1959 and 1970).</p>
17.	3.21 Planning Commission		<p>The Committee desire that a review of the outstanding schemes should be made by the Planning Commission and reasons for delay gone into and necessary steps taken for their completion or abandonment.</p>
18.	3.22 -do-		<p>The Committee find that a Sub-Committee set up by the Planning Commission to examine the question of utilisation of the result of investigations reported in August, 1966 that while the results of survey in certain fields (Farm Management, Irrigation projects, Labour & Employment and Industrial relations) had been satisfactory, the utilisation of findings of studies in other areas</p>

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			for formulation of Fourth Plan had not been so satisfactory. The Sub-Committee also reported that where completion of projects were unduly delayed, concepts and contents of enquiry were not carefully designed, inferences and findings were not policy and action oriented, and user agencies were not closely associated, utilisation has not been so satisfactory.
19.	3.23	Planning Commission	The Committee note that in pursuance of the recommendations of the Sub-Committee, the Planning Commission have taken the necessary measure to improve the utilisation of investigations and also brought down the duration of research projects from two years in the past to 10 months. The Committee desire that the utilisation of the investigations and timely completion of reports should be kept under constant watch by the Planning Commission so that the annual plans are formulated on the basis of upto date and dependable data thrown up by these investigations. The Committee need hardly stress that the money spent on these investigations could be fruitful only if the data is available and is useful for the purpose of formulating the plans.
20.	3.24	-do-	The Committee find that the Planning Commission had since abolished the Research Programme Committee which originally scrutinized the research proposals and the work had been entrusted to four study groups. The Commission have also transferred certain schemes to the Indian Council of Social Sciences Research. The Committee hope that this would result in improved supervision and expeditious completion of the schemes. The Committee desire that the question of transferring more schemes to other suitable organisations may be examined.

