

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

(FIFTH LOK SABHA)

NINTH REPORT

[Audit Report (Civil), 1970 and Appropriation Accounts (Civil), 1968-69 relating to the Ministry of Education and Youth Services, University Grants Commission and Council of Scientific and Industrial Research]



**LOK SABHA SECRETARIAT
NEW DELHI**

July, 1971/Sravana, 1893 (Saka)

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CONTENTS

Page	Para/ Column	Line	For	Read	PAGE
					(iii)
					1
					13
					54
CORRIGENDA TO THE NINTH REPORT OF PAC					
(1971-72) PRESENTED TO LOK SABHA ON 11.8.71					
					3
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15	1.52				9
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38	1.131	5	traines	trainees	
39	1.132	2	Joint	Joint	
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71	3.18	12	expiilita- tion	exploita- tion	
80	4	1	performance	performance	
81	4	6	Pipilot	Pilot	
81	4	10	sanction	sanctioned	

CONTENTS

	PAGE
COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE (1971-72)	(iii)
INTRODUCTION	(v)
CHAPTER I Ministry of Education and Youth Services	1
CHAPTER II University Grants Commission	43
CHAPTER III Council of Scientific and Industrial Research	64

APPENDICES

I Statement showing the enrolment in the Rural Institutes in 1970-71.	73
II Extract from Minutes of 16th Meeting of the National Council for Rural Higher Education held on the 22nd December, 1970	77
III Summary of main conclusions, recommendations	79

PART II*

Minutes of the sittings of the Public Accounts Committee on:-

22-9-70 (F.N.)
23-9-70 (F.N.)
24-9-70 (F.N.)
23-7-71 (A.N.)

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

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.*

*Since resigned from the Committee w. e. f. 17-6-1971.

INTRODUCTION

I, the Chairman of the Public Accounts Committee, as authorised by the Committee, do present on their behalf this Ninth Report of the Public Accounts Committee (Fifth Lok Sabha) on Audit Report (Civil), 1970 and Appropriation Accounts (Civil), 1968-69 relating to the Ministry of Education and Youth Services, University Grants Commission and Council of Scientific and Industrial Research.

2. The Appropriation Accounts (Civil), 1968-69 and Audit Report (Civil), 1970 were laid on the Table of the House on the 14th April, 1970.

3. The Committee of 1970-71 examined paragraphs relating to the Ministry of Education and Youth Services, University Grants Commission and Council of Scientific and Industrial Research held on the 22nd, 23rd and 24th September, 1970. Consequent on the dissolution of the Lok Sabha on the 27th December, 1970, the Public Accounts Committee (1970-71) ceased to exist with effect from that date. The Committee of 1971-72 considered and finalised the Report at their sitting held on the 23rd July, 1971 based on the evidence taken and the further information furnished by the Ministry/Departments concerned. The Minutes of the sittings form Part II* of the Report.

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

5. The Committee place on record their appreciation of the commendable work done by the Chairman and the Members of the Public Accounts Committee (1970-71) in taking evidence and obtaining information for this Report which could not be finalised by them because of the sudden dissolution of the Fourth Lok Sabha.

6. The Committee place on record their appreciation of the assistance rendered to them in the examination of these accounts and Audit Paragraphs by the Comptroller and Auditor General of India.

7. The Committee would like to express their thanks to the officers of the Ministries of Education and Youth Services and Defence, University Grants Commission and Council of Scientific and Industrial Research, Department of Industrial Development and the Delhi Administration, for the cooperation extended by them in giving information to the Committee.

NEW DELHI;
July 30, 1971

Shravana 8, 1893 (S)

ERA SEZHIYAN,
Chairman,

Public Accounts Committee.

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

CHAPTER I
MINISTRY OF EDUCATION AND YOUTH SERVICES
Rural Higher Education

Audit Paragraph

The rural higher education scheme was started in 1956 with the object of providing higher education, after the secondary stage, to rural youth, inculcating in them a spirit of service to the community and sympathy for the rural way of life and training them for careers in rural development programmes in the Central and State Governments. Fourteen rural institutes (under the management of registered societies or trusts) are at present functioning in various parts of the country. The courses of study in the institutes include one-year preparatory course, three year diploma in rural services, three year diploma in civil and rural engineering, two-year certificate in agricultural science, etc. Twelve of these institutes are affiliated to the National Council for Higher Education*, while the remaining two viz., Vidya Bhawan Rural Institute, Udaipur, and Jamia Rural Institute, New Delhi, are affiliated to Udaipur University and the Jamia Millia Islamia respectively (except for the diploma course in Civil and Rural Engineering in the Jamia Institute, the examination for which is conducted by the National Council).

1.2. Central Government bear 75% of the non-recurring expenditure and 50% ** of the recurring expenditure of the institutes (except Jamia Rural Institute, New Delhi, the entire deficit of which is met by Central Government), the remaining expenditure being borne by the institutes' managements/State Governments. Central Government also give grants on a hundred per cent basis for award of stipends to 20% (additional 5% for girls in preparatory and rural service courses) of the students on rolls in each class. Rs. 3.57 crores were paid as grants (Rs. 1.86 crores non-recurring and Rs. 1.71 crores recurring) by Central Government to the institute during 1956-57 to 1968-69.

1.3. (i) The table below shows the recurring expenditure, seating capacity, number of students admitted, number of vacant seats and *per capita* expenditure at thirteen† institutes during the three years ending 1968-69 :—

Year	Recurring expenditure (in lakhs of Rupees)	Seating capacity	Students admitted	Vacant seats	<i>per capita</i> expenditure Rs.
1966-67	34.36	4,040	3,694	346	903
1967-68	36.81	4,040	3,776	264	975
1968-69	39.29	4,240	3,191	1,049	1,232

*Set up in 1956 by a resolution of Government.

**75% for post-diploma courses.

†Full details of expenditure at the remaining one institute are not available.

1.4. In the rural institutes at Amravati, Wardha and Bichpuri, the number of admissions decreased from 621, 341 and 265 in 1966-67 to 391, 115 and 151 respectively in 1968-69. Against the seating capacity of 160, 280 and 280, the rural institutes at Indore, Hanumanamatti and New Delhi had only 70, 75 and 147 students on their rolls during 1968-69.

1.5. The low enrolment in some courses had resulted in high teacher-pupil ratio and *per capita* expenditure during 1968-69 as indicated below :—

Rural Institute	Course	Number of teachers	Number of students	Teacher-Pupil ratio	<i>per capita</i> expenditure
					Rs.
Rajpura	Post-Diploma course	2	4	1:2	4,984
Gandhigram	Do.	5	9	1:2	2,531
Coimbatore	Do.	5	21	1:4	2,108
Amravati	Engineering course	14	55	1:4	2,654
Wardha	Do.	11	31	1:3	1,858
Hanumanamatti	Do.	6	20	1:3	1,393
Thavanur	Sanitary inspectors' course	6	24	1:4	2,615
Gandhigram	Advanced course for health inspectors	5	14	1:3	4,727
Wardha	Agricultural Science course	6	29	1:5	1,950
Lok Bharti	Do.	12	61	1:5	1,537

1.6. In some courses, the number of examiners *viz.*, paper-setters, moderators, etc., (engaged by National Council for Rural Higher Education) exceeded the number of students who appeared for the final examination in 1968-69. For instance, against 21, 14 and 49 students in post-graduate diploma course in rural economics and cooperation, post-graduate diploma course in sociology and community development and diploma course in rural services (education), there were 41, 51 and 65 examiners respectively.

1.7. A review committee appointed by Government in November 1967 has, in its report submitted in October 1969, observed that: ".....it cannot be stated that the institutes have had an optimum enrolment in order to fully utilise the resources of staff and equipment with the consequent increase in the *per pupil* cost which has ranged from Rs. 608 (Education

course) to Rs. 4,727 (Advanced course for health inspectors). The small number of candidates appearing in some of the courses has also made the conduct of the examinations costly and to a certain extent uneconomical. For example, in a recent examination, for 1401 candidates 121 question papers were printed and over 400 moderators and examiners had to be appointed. The Committee, therefore, feels that the rural institutes should adhere to a minimum enrolment and take effective action towards economy in expenditure. A circular was issued by the Ministry of Education in 1967 communicating the decision of the National Council that the rural institutes should not start any subject or group unless the minimum enrolment is 10 in the subject or in each of the subjects under the group. Nevertheless, the practice of admitting smaller numbers seems to have continued and the courses have become uneconomical, as irrespective of the enrolment the minimum staff and equipment have to be provided."

[Paragraph 68, Audit Report (Civil) 1970]

1.8. In a written reply furnished by the Ministry of Education, it has been stated that during 1969-70 Rs. 32.74 lakhs were given as grants to the 14 Rural Institutes out of which Rs. 6.30 lakhs were meant for non-recurring expenditure and Rs. 26.44 lakhs were earmarked for recurring expenditure.

1.9. The recurring expenditure, total seating capacity and *per capita* expenditure in respect of all the 14 Institutes during the years 1966-67 to 1969-70, are as under :—

Year	Recurring expenditure	Seating capacity	Students admitted	Vacant seats	<i>Per capita</i> expenditure
	Rs. in lakhs				Rs.
1966-67	35.62	4200	3820	380	932
1967-68	38.25	4200	3975	225	962
1968-69	41.14	4400	3481	919	1182
1969-70	26.44*	4400	3827	573	—

*This represents actual sanctioned recurring grant by the Government of India. The actual recurring expenditure incurred by the Rural Institutes from various sources is not now known as audited accounts from some Rural Institutes are awaited.

1.10. During evidence the Committee enquired about the background of the scheme of Rural Higher Education. The Joint Education Adviser, Ministry of Education and Youth Services stated that in 1949 Government

of India had set up a Commission known as the University Education Commission under the Chairmanship of Dr. Radhakrishnan. The Commission made several recommendations regarding reorganisation of University Education. One of the main recommendations of the Commission was that Rural Universities should be established in India. After considering the recommendations of the Commission, Government of India decided that it was not proper to establish rural universities at that stage. Later another Committee was appointed under the Chairmanship of Dr. K. L. Shrimali to go into the question as to what steps could be taken to provide higher education in the rural areas. That Committee recommended that it was not necessary to set up rural universities but some selected educational institutions in the country should be given aid by the Government to enable them to introduce university courses. The intention was that if this experiment proved successful, after some time, rural universities would be established.

1.11. In reply to a question as to why it was not deemed fit to impart education to village boys through the agricultural schools and colleges which were already functioning at that time, the Joint Education Adviser stated that no agricultural universities had been established then, but agricultural schools and colleges were definitely functioning. But the education which was given in agricultural schools and colleges was more of an academic nature as the boys were taught with the help of English books published in the Western countries and whatever bookish knowledge they gained in relation to agriculture did not stand them in good stead. This point was also given due consideration by the Government of India while giving effect to this scheme.

1.12. The witness further stated that the main objective of these Institutes was to give higher education to the boys and girls coming from the rural areas in a rural setting in rural problems for which normally an ordinary college would not do. That objective continued to be valid even now and the efforts were being made to increase the attraction to the courses and with the incentives for better enrolment, the courses themselves would have better academic content.

1.13. The Committee enquired as to what the criteria for selecting the fourteen Rural Institutes were as some of those Institutes were located in the countryside and some were in cities. In a note furnished to the Committee, the Ministry of Education and Youth Services have stated that "In 1956, 10 existing institutions which had done pioneering work in the field of rural higher education were selected for development into Rural Institutes. These institutions were selected by a Consultative Committee consisting of the representatives of concerned Ministries, Ford Foundation and T.C.M. from out of the proposals received for starting Rural Institutes of the type envisaged by the Rural Higher Education Committee. One Rural Institute was started in 1959, and two each in 1961-62 and 1963-64 respectively. The Rural Institute at Sriniketan was merged with Viswa Bharati, its parent body,

in 1963; there are now 14 Rural Institutes. The Rural Institutes started after 1956, were on the basis of the proposals recommended by the State Governments concerned. In 1959, the Rural Institute at Rajpura was started on the recommendations of the State Government."

1.14. The Committee enquired why in the case of Jamia Rural Institute, New Delhi, the entire deficit was met by the Central Government. The Ministry of Education have stated in their note that "The Jamia Rural Institute is run by the Jamia Millia Islamia, its parent body. The Jamia Millia Islamia is financed by the Central Government on cover-the-deficit basis as it has no income of its own to meet the counterpart expenditure after the Central grant on sharing basis is paid. The Jamia Rural Institute is also similarly placed and hence the Rural Institute is also financed on cover-the-deficit basis."

1.15. In another note furnished to the Committee, Ministry of Education have given the following data regarding enrolment of students and the total number of teachers employed in all the 14 Rural Institutes taken together :—

	1967-68	1968-69	1969-70
Enrolment	4117	3566	3827
Number of teachers employed	395	395	397

1.16. In the statement (Appendix I) showing course-wise enrolment in the Rural Institutes during the year 1970-71 the total enrolment in all the Institutes has been shown as only 3,721 which is less than the total admissions made during 1969-70.

1.17. Asked reasons for the low enrolment of students in the Institutes, the representative of the Ministry of Education stated that the difficulty had arisen because the diplomas had been recognised by the State Governments for the purpose of employment, but they had not been given formal recognition as degrees by the universities for the purpose of post graduate studies. The Committee were informed later that 46 universities and institution had already recognised the Diploma in Rural Services for Post-graduate studies and the Ministry had been in correspondence with other universities/institutions for similar recognition. It was further stated that the recognition by the universities did not entitle the students to get admission to each and every course available in the university but it applied to certain subjects for which the students had the requisite background.

1.18. The Secretary, Ministry of Education stated that a Committee had been appointed to go into the question of the relationship that should exist between the Rural Institutes and the Agricultural Universities which had been set up during the last 10 years or so. In a note furnished to the Committee, the Ministry of Education had stated that the Committee was

set up in September, 1970 with the following terms of reference and the report was likely to be finalised by December, 1970 :

- (i) To examine the relationship of the Rural Institutes with the Agricultural Universities.
- (ii) to consider measures for the introduction of short courses of a practical nature.
- (iii) to examine the feasibilities of emulating the successful experience in the working of folk High Schools; and
- (iv) to examine the working of the Production-cum-training centres at Amravati, Gandhigram and Udaipur and suggest measures for their improvement.

1.19. The Committee have been furnished a copy of the Report on Rural Institutes. The recommendations of the Committee which deal with the relationship of the Rural Institutes with the Agricultural Universities are listed below :

"The Relationship of the Rural Institutes with the Agricultural Universities

1. Wherever possible, the Rural Institutes should become constituent units of Agricultural Universities so that the resources of these institutes could be effectively utilised for educational training purpose.

2. In the interim period a linkage should be developed with the Agricultural Universities by setting up a Committee under the Chairmanship of the Vice-Chancellor of the Regional Agricultural University in which all the Deans of the University dealing with Research, Extension, Agriculture and Veterinary science are represented as also the Principal of the Rural Institute, to review the staff position and facilities for training and suggest measures to augment these wherever necessary."

1.20. The aforementioned report was considered by the National Council for Rural Higher Education at its 16th meeting held on 22nd December, 1970. An extract from the copy of the Minutes furnished by the Ministry of Education is reproduced at Appendix II.

1.21. The Secretary, Ministry of Education stated : "The admissions are getting less for the main reason that these institutes were set up broadly for providing the functionaries for the Community Development Programmes, namely, Social Education Organisers, and other functionaries. As you know, the Community Development Programme is today not what it was in the old days. It has shrunk considerably in providing the Social Education Organisers as functionaries. Naturally, the attraction of the rural institutes in terms of getting the rural boys and girls for Higher education has gone to some extent the more so because the employment aspects has also gone down. But we are trying to diversify the courses and increase the attraction of the various categories of courses."

1.22. The Committee enquired as to why the capacity had been increased in some institutes although the number of admissions had decreased in 1967-68 and 1968-69. The representative of the Ministry of Education stated that all the courses which were available were not under implementation in each of the Institutes, but depending on the demand for particular new courses, the Ministry had agreed to open new courses. It was in relation to the establishment of new courses that the seating capacity had been notionally fixed. The witness further stated that in the Institute at Thavanur in 1967-68, the normal seating capacity was 478 but in 1968-69 it was increased to 680. The actual number enrolled during 1969-70 was 589 as against the earlier figure of 478.

1.23. In their report the Committee on Rural Higher Education observed: "the low enrolment has brought the teacher pupil ratio to an uneconomic level. For all the Institutes taken together the ratio was 9 : 4 in 1967-68 as against 1 : 8 during 1966-67 (compared to an average of 1 : 18 in Arts and Science Colleges)."

1.24. The Committee desired to know the reasons for fall in the teacher pupil ratio. The representative of the Ministry of Education stated that "fall in enrolment" was the main reasons why the teacher-pupil ratio for these Institutes did not stand any comparison with the average of 1 : 18 in other Arts and Science colleges. During 1968-69 and 1969-70 the average ratio for all the Institutes taken together was stated to be 1 : 9.2 and 1 : 9.7 respectively.

1.25. The following Table gives the teacher-pupil ratio during 1969-70 for the ten Institutes mentioned in the Audit paragraph :—

Rural Institute	Course	No. of Teachers	No. of Students	Teacher pupil ratio	Per capita expenditure
					Rs.
1. Rajpura	Post-Diploma course	2	16	1:8	912
2. Gandhigram	Do.	5	13	1:2.5	2742
3. Coimbatore	Do.	4	26	1:6.5	1191
4. Amravati	Engineering	16	85	1:5	1408
5. Wardha	Do.	11	40	1:3.6	2046
6. Hanumanamatti	Do.	6	22	1:3.6	1909
7. Tavanur	Sanitation course	6	30	1:5	1940
8. Gandhigram	Advanced Course for Health Inspectors	5	10	1:2	2230
9. Wardha	Agriculture course	6	31	1:5	1188
10. Lok Bharati	Do	7	56	1:8	814

1.26. The Committee pointed out that in Lok Bharati the number of teachers had been reduced from 12 to 7 while the number of students remained the same, namely 56, and enquired why such reduction in staff could not be effected in other Institutes. The Joint Educational Adviser stated that in an Institute with a single course, the number of teachers could be reduced in proportion to the enrolment but in an Institution which had a series of courses, teachers had to be provided for the special courses which they alone could teach.

1.27. As regards the question whether the teachers who were appointed had the requisite qualifications, the representative of the Ministry of Education explained that recruitment of the teachers was done by the Institutes themselves. But the National Council for Rural Higher Education had prescribed the qualifications and teachers were recruited on the basis of those qualifications.

1.28. The Committee drew the attention of the representative of the Ministry of Education to para 13 of Chapter IV of the Report of the Committee on Rural Higher Education stating that "a circular was issued by the Ministry of Education in 1967 communicating the decision of the National Council that the Rural Institutes should not start any subject or group unless the minimum enrolment is 10 in the subject or in each of the subjects under the group. Nevertheless the practice of admitting smaller number seems to have continued and the courses have become uneconomical, as irrespective of the enrolment the minimum staff and equipment have to be provided." The Committee enquired as to why relaxations in enrolment were allowed by the Ministry. The Secretary, Ministry of Education observed: "After the issue of the Circular in June, 1967 there were some relaxations made on merits on the basis of representations received by the Ministry from time to time. During 1967-68 enrolment of less than the minimum was allowed in the Gandhigram Rural Institute, Village Industries Group, where the enrolment was 8 against 10 and in the Rajpur Institute in Social Work Group where the enrolment was 6 against 10. The institutes were asked to explain the special circumstances under which low enrolment was made. It was seen that two students at Gandhigram and five at Rajpura left during the session. That is how the number came down from ten to eight in the first case and from eleven to six in the other case. This could not be anticipated. In 1968-69 the Wardha Rural Institute admitted nine students against the minimum of ten for the Diploma in Rural Services and 13 against 15 in the Agricultural Science Course. The Institute said that in the first case it was only one short and therefore, relaxation should be made. This was agreed to by the Ministry. In the case of agricultural science course, because of its importance the Ministry agreed that even though the number 10 had not been reached, the course should continue. But after 1968-69 there have been no relaxations."

1.29. The Committee enquired in how many subjects classes had been stopped in the light of the following recommendations made by the Committee on Rural Higher Education at page 51 of their Report :

“A Rural Institute should have on its roll a minimum of 200 students. The minimum enrolment will be counted as on 31st August, and if on that date, the enrolment in any subject in any class falls below the prescribed minimum teaching in that subject in that class should be stopped. Before the 15th September, each year, the Institute should report to the Ministry the enrolment position.”

1.30. The Secretary, Ministry of Education, stated that only in one case, in 1968-69, a preparatory class was not continued at Wardha as the prescribed number of students had not been enrolled.

1.31. It has been stated that during 1970-71 admissions in respect of the following five Institutes did not come up to the prescribed limit of 200 as fixed by the Committee on Rural Higher Education :

	No. of Admis- sions
1. Jamia Rural Institute, New Delhi	84
2. Balwant Vidyaapeeth Rural Institute, Bichpuri (Agra)	125
3. Lok Bharati Rural Institute, Sanosara (Gujarat)	24
4. Rural Institute, Hanumanamatti (Mysore)	102
5. Kasturbagram Rural Institute, Indore (M. P.)	122

1.32. The Committee are perturbed to observe that the admissions had decreased over the years rendering a good number of seats vacant in all the 14 Rural Institutes. In 1969-70 as many as 573 seats were vacant against the total seating capacity of 4,400 bringing the percentage of vacant seats to 13 against 9 in 1966-67. The total enrolment in 1970-71 was 3721 which was even less than the total admissions of 3827 during 1969-70. This is indicative of the fact that the rural youth is not very enthusiastic about the existing Rural Institutes. Inadequate enrolment has resulted not only in high teacher pupil ratio but has also raised steeply per capita expenditure (1,182 in 1968-69 against 932 in 1966-67). The Committee feel that the situation is unsatisfactory and calls for remedial measures to be taken early to improve the functioning of these Rural Institutes so as to make them more popular with and useful to the rural population.

1.33. The Committee note that ‘Committee on Rural Institutes’ in their report (October 1970) have inter alia recommended that “wherever possible

the Rural Institutes should become constituent units of Agricultural universities so that the resources of these Institutes could be effectively utilised for education/training purposes." They have also recommended the introduction of short courses of a practical nature e.g. training in the use of tractors, use and maintenance of the irrigation pump sets and electric motors etc. in these institutes. The Committee find from the minutes of the 16th meeting of the National Council for Rural Higher Education that the Council have generally agreed with the recommendations of the aforesaid Committee. The Committee desire that concrete steps should be taken to implement such of the recommendations of the Committee on Rural Institutes, as have been accepted by the National Council within a time-bound programme drawn up for the purpose.

Audit Paragraph

1.34. In March, 1961 a pilot training-cum-production centre was started in the Rural Institute, Udaipur, under a joint scheme of Ministry of Education and Department of Industrial Development, the liability of the former being limited to grants for construction of buildings and of the latter for purchase of equipment, training of personnel, salaries of staff etc. During 1960-61 to 1968-69 Rs. 3.47 lakhs were paid as grants to the institute (Rs. 0.98 lakh for construction of building and Rs. 2.49 lakhs for purchase of machinery and other expenses). Only 26 and 23 persons were given training during 1965-66 and 1966-67 respectively in the centre and no training was imparted during 1967-68 and 1968-69. The expenditure on the managerial staff during 1967-68 and 1968-69 was Rs. 24,236.

[Paragraph 68 (ii), Audit Report (Civil), 1970]

1.35. In a written note the Committee were informed that there were production-cum-training centres at three institutes namely at Amravati, Gandhigram and Udaipur. The Centre at Gandhigram had functioned better than the other two. The Gandhigram Centre started production in February, 1966. Fifty-two students had participated in the scheme as shown below :—

1966-67	20
1967-68	20
1968-69	12

1.36. The production in terms of rupees at the Gandhigram Centre was as follows :—

	Rs.
1966-67	2,000
1967-68	28,773
1968-69	31,999

1.37. During evidence, the Committee desired to know which particular Ministry had initiated the scheme. The representative of the Ministry of Education stated: "It is a joint scheme. It was originally a scheme of the Ministry of Industrial Development and the Education Ministry wanted to take advantage of the scheme for the rural Institutes."

1.38. Explaining the purpose of the scheme, the representative of the Ministry of Industrial Development stated that in 1955 or so the then Ministry of Commerce and Industry had started all over the country what were known as "Industrial Estates". The Industrial Estates were quite different from Production Centres. The State Governments acquired land, developed it and built sheds and provided electricity and roads, etc. Then the sheds were hired out or sold to private industrialists who wanted to start their own factories. The witness added that "round about 1960 I find that there was a discussion between the Chairman of the U.G.C. (Dr. Deshmukh at that time) and the Education Ministry and the Ministry of Industries. Apart from the question of starting what they called 'industrial estates' in certain universities, training centres were proposed. The objective was to enable students while under training in the universities to get acquainted with the Industrial processes so that they will not be complete strangers later on when they want to start an industry by themselves, and also to get rid of the revulsion for manual labour among the people."

1.39. In a note the Ministry of Education and Youth Services furnished the following details about the working of the scheme:—

"It was stipulated that the production Centres would be attached to the Rural Institutes. The Scheme provided for the following assistance from the Government of India:

- (a) The Ministry of Education would provide upto Rs. 1 lakh, for building for the Production Unit.
- (b) The Ministry of Commerce and Industry would—
 - (i) provide the full value of the machinery and equipment as grant upto Rs. 2 lakhs, per centre;
 - (ii) Sanction a grant of Rs. 33,000 per year towards managerial staff during the first three years; and
 - (iii) Sanction a grant of Rs. 10,000 for three years, towards payment of stipend during training.

1.40. Referring to the Centre at Udaipur, the Secretary Ministry of Education stated during evidence, "As its very name implies, this is a pilot project—a pilot production-cum-training centre. The intention was to give some kind of incentive to the trainees for students who study in the Rural Institutes, but unfortunately, the orientation was more in terms of production rather than in terms of training and that is why it has not succeeded. The training given was also not upto the mark because the

technical person incharge had gone away and they were not able to post a substitute. The Ministry of Education had given a grant of Rs. 1 lakh for the building and the Ministry of Industrial Development had given a grant to purchase the equipment for the purpose of setting up this production Plant. A Committee was appointed by the Ministry of Industrial Development to examine the working of the production centres and they recommended that there should be no further expansion of this experiment and that the existing centres should be strengthened. The National Council considered this recommendation and also endorsed this recommendation in 1969. The position today is that the Seasoning Kiln is yet to be installed. We have gone through this carefully and our feeling is that there are two or three possible courses open to really make use of the money already invested in this project. One is to regard the programme as an educational programme and not so much as a production programme. It must be ensured that the people who study in the centres are given at least some hours of training *i.e.*, some hours must be earmarked for this training in the institutes. This aspect we are examining. The machinery is yet to be installed and once this is done the basic question as to how best we can use it can be considered. So, these are the measures we are thinking of."

1.41. The Table below shows the expenditure incurred out of Government grants on Production Unit, Vidya Bhavan Rural Institute, Udaipur during the period 1965-66 to 1968-69 :

	Sanctioned	Utilized	Balance
(i) Buildings	1,00,000	96,080	3,920
(ii) Machinery and equipment	2,00,000	1,76,312	23,688
(iii) Managerial staff	99,000	66,047	32,953
(iv) Stipend	30,000	6,489	23,511

The Centre was planned for (a) carpentry work and (b) Printing Press. But the setting up of the Printing Press was given up. The carpentry unit was intended to accommodate 3 batches of 12 trainees each. The number of students who participated in this scheme is as under :—

	Beginning of Session	End of Session
1965-66	42	26
1966-67	48	23
1967-68	Nil	—
1968-69	Nil	—

1.42. The production turnover during the first year, when the Centre was being set up, was 15,329, during the second year it was 94,049. In the third year it was 83,778 but during the fourth year it fell to 26,108. So during the first to third year periods the production was fairly good."

1.43. Explaining the reasons why the scheme did not attract the students, the representative of the Education Ministry stated: ".....because of the semester system introduced in the Rural Institute and compulsory activities like the NCC, etc. students were fully occupied and did not find time to join workshop training. Another reason is that the students were not interested in paying more attention and efforts for meagre wages. Moreover the students offering science subjects were not inclined to join the training course as they were more concerned in the academic interests and were keen to complete their courses in Medical and Engineering colleges. Their work, as it is, was hard enough and NCC was compulsory and, therefore, they did not find time for this work. The second and third year boys *i.e.*, the senior boys have to concentrate on their studies and, therefore, most of the students who join the course are the first year course students."

1.44. The Committee were also informed that in the beginning there was a Manager who was well trained in wood work but he left the organisation probably because the salary paid to him was quite unattractive compared to his qualification and ability. The management of the institution should have appointed another Manager who was trained in the use of machines but it was not done.

1.45. In a subsequent note the Committee were informed that "the Manager of the production centre was reverted to his original post of carpentry instructor from the 20th June, 1966."

1.46. The Committee set up by the Ministry of Industrial Development, Internal Trade and Company Affairs under the Chairmanship of Shri L. N. Renu, Commissioner, Rural Institutes to review the working of the Training-cum-Production centres had pointed out that "...the supervisory staff and workers had no training or experience in the use of wood working machines with the result that some of the machines were damaged and some of the job operations for which machines have been installed are done manually. It is necessary to get the supervisory staff and workers trained in mechanised wood working shops such as the Prototype-cum-Training Centre of National Small Scale Industries Corporation Limited, Okhla and the Forest Research and Development Centre, Dehradun etc.

1.47. The representative of the Ministry stated during evidence that the institution had got machines and equipment worth Rs. 1.76 lakhs and if these machines were properly put to use for wood cutting, planing, mortising, tenoning, etc. better results could be achieved.

1.48. The Review Committee had made the following recommendations after visiting all the three centres—

1. In all the three Rural Institutes the, management were of the view that the students do not have any extra time to work in the production centres. A sufficient number of students could, however, utilise the facilities provided at these centres if they could use them for additional practical training as is already being done at Gandhigram.
2. A section of the students get stipends or other financial assistance under the scheme of Rural Higher Education or other schemes. There are very few students who remain to be attracted towards the work programme on the low wages that these centres can offer. The wages paid by the Centres would, however, be welcome in addition to the allowances of the students who make use of these facilities for additional practical work.
3. The machines at the production centres at Amravati and Udaipur are not being used to their full capacity. Since the equipment at Amravati can be used for a variety of products any restrictions on the types of jobs to be undertaken with this equipment should be removed. The centre at Udaipur should take early steps to get its seasoning kiln set up. The centre at Gandhigram may be allowed to complete the Fruit Preservation and bakery units as originally envisaged in the scheme and for this purpose, necessary Government assistance may be provided for additional equipment, building as well as staff and stipends.
4. It is necessary for such production centres to have competent managerial and supervisory staff and to get them trained suitably. Necessary steps should be taken by the Centres at Amravati and Udaipur in this direction. At Gandhigram attention was paid to ensure efficient management and supervision and the training of the staff.
5. It has been difficult to make suitable marketing arrangements for the products at Amravati and Udaipur Centres. At Gandhigram precaution was taken before deciding a production schedule with the result that satisfactory marketing arrangements have been made. It is difficult for educational institutions to make elaborate marketing arrangements for products whose demand spreads over a wide area. They can, however, succeed in selling such products as have local demands.

1.49. The report of the Committee was placed before the National Council for Rural Higher Education at its meeting held in November, 1969. The Council agreed with the recommendations of the Review Committee that the question of setting up of any more production Centres be deferred

and the existing ones strengthened suitably. Accordingly, no new Production Centre is being set up. The other recommendations have been brought to the notice of the Ministry of Industrial Development and Internal Trade for suitable action."

1.50. The Committee wanted to know the present position of the production unit Vidhya Bhavan Rural Institute, Udaipur—whether it was training-cum-production centre or a purely production centre. The Additional Secretary, Department of Industrial Development stated: "I understand there is no training now." Asked whether the Ministry was going to give more money for the production centre, the witness replied in the negative.

1.51. Elucidating the point, the Secretary, Ministry of Education stated during evidence ".....It is a good scheme. Unfortunately it needed a certain reorientation in the present times. We have spent one lakh on the building, two lakhs on equipments. We have to make it an integral part of the course. Now we have set up a Committee. We have given this particular point as a term of reference and asked them to examine how the production-cum-training centre can be best utilized.....It has also been asked to examine the question of the working of this particular centre and to suggest measures for the full utilization of the facilities there; the thinking is in terms of making it an integral part of the course or to give it a more training and educational orientation rather than production orientation; otherwise there is no question of earning just eight annas per hour."

1.52. The Committee has been furnished with a copy of the report of the Committee on Rural Institutes. The recommendations of the Committee which deal with the working of production-cum-training centres at Amravati, Gandhigram and Udaipur are given below :

Working of Production-cum-Training Centres at Amravati, Gandhigram and Udaipur

(7) The facilities provided by these Centres could be utilized for giving additional practical training to the students.

(8) The advice of the Ministry of Industrial Development Internal Trade and Company Affairs may be obtained regarding the alternative items which can be taken up for production by the Amravati Centre.

(9) The position regarding the Udaipur Centre may be examined by the Ministry from the point of view as to whether any additional expenditure would at all be worthwhile and whether, instead of the present facilities be utilised for giving additional practical training to the students to the Rural Institute.

1.53. The aforementioned report was considered by the National Council for Rural Higher Education at its 16th Meeting held on 22nd December, 1970. The Council generally agreed with the recommendations of the Committee. It noted that in some of the Institutes short term courses of a practical nature were being held already. The Council recommended that with the guidance from these Institutes efforts should be made by the other Rural Institutes also to organise short-term courses within the available resources.

1.54. The Committee are unhappy to note that the performance of the training-cum-production centre started in March, 1961 in the Rural Institute, Udaipur has not been satisfactory. According to the Secretary, Ministry of Education the intention in starting the Production-cum-training Centre was to give some kind of incentive to the trainees or students who study in the Rural Institute but 'unfortunately, the orientation was more in terms of production rather than in terms of training and that is why it has not succeeded.' The Committee are surprised to hear that the centre remained without a technical person in charge after the first Manager had gone away. The supervisory staff and workers also had no training or experience in the use of wood working machines installed at the Centre. The Committee note that a Review Committee set up by the Ministry of Industrial Development, Internal Trade and Company Affairs and the Randhava Committee appointed by the National Council for Rural Higher Education have examined the working of Production-cum-Training Centres at Udaipur, Amarwati and Gandhigram and have suggested measures for improvement. The Committee feel that either the Pilot Training-cum-Production Centre at Udaipur should be pressed into service to train students in a productive vocation or wound up to save avoidable expenditure, the equipment and machinery being transferred to other Centres at Amarwati and Gandhigram if these can be put to productive use there.

Audit Paragraph

1.55. In May, 1963 the Ministry approved construction of a double-storey hostel for 52 girl students in the Rural Institute, Bichpuri, at an estimated cost of Rs. 1.33 lakhs (revised to Rs. 1.31 lakhs in August, 1963). After spending Rs. 1.10 lakhs* on construction of the ground floor of the building (which could provide accommodation for 34 students), further work was stopped in June, 1968 owing to poor demand for hostel accommodation from students. During 1968-69 only six girl students and a warden resided in the hostel while in 1969-70, there being no girl students on rolls of this institute the hostel was being utilised by boy students of another college.

[Paragraph 68(iii), Audit Report (Civil), 1970]

1.56. In a note furnished to the Committee, the Ministry of Education and Youth Services have stated that the construction of the Girl's Hostel

*Further payment of Rs. 0.11 lakh was made during July, 1968 to March, 1969.

was started in the year 1964-65 and completed in 1967-68. In 1964-65 the total enrolment was 277—of which 273 were boys and 4 were girls.

1.57. During evidence the Committee enquired as to how the capacity of the Girl's Hostel was fixed at 52. The representative of the Ministry of Education and Youth Services stated : "That was the proposal of the Rural Institute. It was based on the trend of enrolment in the Institute..... Perhaps from the architectural point of view 52 was considered to be the correct number. The witness further stated : "The proposal was really for a large hostel but when this matter was examined in the Education Ministry, we reduced the capacity and proposed that they should start with a smaller hostel; if there is need we will give them more assistance and they can expand the hostel. That was how the figure of 52 was taken. We were continuously watching the development, we found that even the 52 provided for was not likely to be utilised because of the trend of enrolment. So we did not give them the grant; only one storey was constructed."

1.58. In a subsequent note the Committee were informed that "with an enrolment of 20 girl students for the D.R.S. course per year and over a period of 3 years the Rural Institute estimated provision for 60 students and submitted proposals in this regard. Later, on the basis of the Plan obtained from the Town and Country Planning authorities the number for which provision was required was reduced to 58 and finally to 52."

1.59. The Committee desired to know whether the estimates of expenditure had been worked out separately for the ground and first floor of the building in view of the fact that Rs. 1,21,000 had been spent on the construction of the ground floor only against the total estimated expenditure of Rs. 1,31,000.

1.60. In a note the Ministry stated that out of the sanction of Rs. 1,31,479 for the construction of the hostel a sum of Rs. 22,676 was for the first floor to accommodate 18 girl students as under :

Ground Floor	Rs. 1,08,803/-
First Floor	Rs. 22,676/-
TOTAL	Rs. 1,31,479/-

A sum of Rs. 13,000/- was also sanctioned (September, 1964) for the construction of the boundary wall of the hostel. The total sanctioned expenditure comes to Rs. 1,44,479/-.

1.61. The Ministry further informed the Committee that no time limit was stipulated in the sanction for the grant for the construction of the hostel. The construction of the hostel was started in 1964-65 and completed in

1967-68. Out of the total sanction expenditure of Rs. 1,08,803/- for the hostel (and Rs. 13,000 for the boundary wall) only a sum of Rs. 1,20,846/- was spent by the Institute. There was, therefore, no increase in expenditure.

1.62. In reply to a question whether such hostels for girls had been constructed in other Institutes, the witness stated : "The Rural Institutes at Indore and Rajpura have hostels. We shall supply the information about the expenditure on them. The Kasturba Institute is only for girls. The Rajpura institute is for both boys and girls, but a large number of girls are there."

1.63. The Committee consider it highly imprudent on the part of Governments to have agreed that the capacity of the girls' hostel should be 52 when the number of girl students actually on roll was only 4 out of the total enrolment of 277 during 1964-65, when the construction of the hostel was started. The statement of the representative of the Ministry of Education and Youth Services "that the capacity was based on the trend of enrolment in the Institute" is not in consonance with the actual facts. The Committee expect authorities charged with the responsibility of taking decisions involving Government money to act with greater circumspection. Proposals for construction of buildings must be scrutinized thoroughly and critically before grants are sanctioned. Now that the hostel has been constructed, the Committee would like to know how it is proposed to utilize it to the best advantage of the students. The Committee would also like to be informed of the measures taken to ensure that such instances of avoidable expenditure on provision of hostel accommodation and other buildings do not recur.

Audit paragraph

1.64. A few instances of costly equipment lying un-utilised with the rural institutes for long are given below :—

Rural Institute	Equipment Month of Purchase	Value (In lakhs) of rupees)	Remarks
1	2	3	4
Hanumanamatti	Agricultural equipment	3.32	Lying idle Since April, 1966 due to discontinuance of the agricultural course. The Ministry stated (December 1969) that a proposal to restart the agricultural course, which has been received from the institute recently, is under consideration.

1	2	3	4
Jamia, New Delhi	Material testing laboratory, carpentry shop, smithy and fitting head engines, etc (October 1959 to May, 1965)	0.86	Lying idle for want of electric power connection.
Bichpuri	(i) Workshop equipment (purchased before 1962)	0.65	Mostly lying idle due to change in the syllabus for engineering course from 1963. On an average, the equipment was used for about 25 days only in each of the years 1965-66 to 1968-69.
	(ii) Diesel Engine (March, 1965 to May, 1968).	0.17	Lying uninstalled due to non-completion of building.
Thavanur	Filter press, diaphragm pump, electric furnace etc (August, 1964 to March, 1969).	0.35	Lying un-installed for want of proper workshop building.
Udaipur	Machinery for training-cum-production centre. (March to May, 1966)	0.44	Lying un-installed due to non-completion of building.

[Paragraph 68 (iv), Audit Report (civil), 1970]

(i) *Hanumanamatti*

1.65. During evidence the Committee enquired why costly equipment was lying un-utilised in the Rural Institute at Hanumanamatti. The Secretary, Ministry of Education and Youth Services stated that the total expenditure incurred on the purchase of agricultural equipment and livestock etc. was Rs. 46,517. According to the latest report by the Director of the Institute these materials were not lying idle.

1.66. In a subsequent note the Ministry of Education and Youth Services have stated that the Rural Institute at Hanumanamatti has informed that the equipment in question is not lying idle as the farm section is kept working. The equipment is thus being utilised continuously.

(ii) *Jamia Rural Institute*

1.67. When the Committee pointed out that in the Jamia Rural Institute, New Delhi the materials were lying idle for want of electric power connection, the representative of the Ministry of Education and Youth Services stated

that the machines and workshop equipment had since been installed and they were in working order. The question of power connection had been taken up with the Delhi Electric Supply Undertaking which was processing the request. The witness added that if the Institute had any difficulty in getting power connection they should have approached the Ministry. The witness admitted that there was no power connection since 1959.

1.68. The Committee enquired when the machines and workshop equipment at Jamia, New Delhi had been installed.

1.69. In a note furnished to the Committee, Ministry of Education and Youth Services have stated that "the machines and workshop equipment were received by the Jamia during different periods from November, 1959 to March, 1965, and were installed as and when they were received. Completion of internal fittings could not be effected earlier due to dispute with the contractor which was resolved towards the end of 1968 after which the work was done by the Building Department of the Jamia. After the completion of the internal fittings an application for power load was made in July, 1970. After this the Rural Institute applied for a workshop licence. The Jamia authorities have informed that they have been asked to deposit the requisite security and that they hope to get power connection by the end of February, 1971.

(iii) *Bichpuri*

1.70. Regarding the equipment lying idle in the Rural Institute at Bichpuri, the representative of the Ministry explained that the workshop equipment was being extensively used for a period of 5 weeks each session for the training of engineering students and workshop practice for the preparatory rural service course. When the Committee enquired as to why the syllabus for the engineering course was changed, the representative of the Ministry of Education stated that earlier, it was purely a civil engineering overseer course intended for training civil overseers for rural works and rural water supply and other things. But as it was considered that the Institute should produce a type of engineering diploma holders who could be more useful to the rural set up in electrical and mechanical engineering, the contents of the course were changed. As a sequel, additional equipment in the form of engines and workshop equipment and other things were also considered necessary.

1.71. The Committee enquired why the diesel engine purchased in 1965 had not been installed so far and whether the building for the diesel engine had been completed. The witness stated : "It was a very bad case."

1.72. The building was still under construction and it was expected to be completed by November, 1970. When asked whether the diesel engine was purchased with Governments' approval, the witness stated that the proposal made by the Institute was examined by the Ministry and was

sanctioned and necessary grant was given to the Institute. But the purchase was not done through the Ministry. However, the witness admitted that a stricter control was necessary.

1.73. The Committee are concerned to note that the machines and workshop equipment worth Rs. 0.86 lakh received by the Jamia Rural Institute between November, 1959 to March, 1965 could not be installed till the end of 1968 and are still lying un-utilised for want of power connection and workshop licence. The authorities should have acted with a greater sense of responsibility and urgency so that the machines procured at heavy Government expense were put to use. The Committee would like the authorities to ensure that the machines are now installed and put to use without further delay.

1.74. The diesel engine purchased by the Rural Institute, Bichpuri in 1965 had not been installed by the end of 1970, due to non-completion of the building. It was admitted by the representative of the Ministry of Education during evidence that 'it was a very bad case; and that stricter watch by Government was necessary. The Committee hope that Government will learn a lesson from this mistake and take suitable steps to avoid their repetition:

Social Education Scheme

Audit Paragraph

1.75. After conducting a review of the working of the following schemes, a committee consisting of the Chief Secretary, Finance Secretary and other officers of Delhi Administration recommended in December, 1968 that the scheme should be abandoned/modified :—

Particulars of Scheme	Expenditure (in lakhs of rupees)	Remarks
1	2	3
<i>Community Centres:</i>		
The Scheme was started in 1949-50 for spreading literacy amongst villagers in the age-group 12-45 by imparting general education and organising training programmes in crafts (<i>viz.</i> sewing, knitting, embroidery etc.) and cultural, recreational and rural extension programmes. For this purpose, 130 community centres manned by 135 social workers (63 male and 72 female workers) were set up.	1966-67 3.36 1967-68 3.57 1968-69 3.96	The Committee observed that the progress made was not commensurate with the expenditure incurred and that there was no coordination between the officials of various departments in the work done in the field of social service. The Committee recommended that the male social workers should be transferred to other projects and that the female workers should work in groups of 3 to 5

1	2	3
		and perform certain specific duties such as spreading of literacy, teaching of crafts etc. to village women. Surplus male social workers if any should be employed in the family planning campaign.
<i>Rural broadcasting scheme :</i>		
The rural broadcasting scheme was initially started by the All India Radio and was transferred to Delhi State Government from 1-4-1954 for being run as part of social education programme. Nearly 200 radio sets were installed in various villages and schools. For looking after the radio sets and arranging rural broadcasting programmes and post-broadcasting discussion five technical supervisors were appointed. A battery charging station was also set up.	1966-67 0-37 1967-68 0-39 1968-69 0-41	The committee observed that 60% of the sets were lying out of order and that expenditure on repairs and maintenance of radio sets was on the high side without comparable benefits flowing from the scheme. It was, therefore recommended that the defective sets should be disposed of and the remaining sets transferred to the respective village panchayats and the staff absorbed elsewhere by 28-2-1969.

1.76. The Delhi Administration have stated (December 1969) that the committee's recommendations were accepted by them in May 1969 but subsequently it was decided to postpone action thereon and that a final decision will be taken by January, 1970.

[Paragraph 32, Audit Report (Civil), 1970.]

(i) *Community Centres*

1.77. The Committee desired to know the expenditure incurred on the scheme during 1969-70. In a written note furnished to the Committee, the Ministry of Education intimated that during 1969-70, an amount of Rs. 4,40,353.20. was spent on the 'Social Education' Scheme.

1.78. The Committee enquired whether the scheme of social education had not worked satisfactorily since its inception in 1949-50. The Chief Secretary, Delhi Administration stated: "We have carried out a study of the working of the various departments. We started doing this during the last two or three years. This department came up for our study in 1968 and we found that the results were not commensurate with the expenditure that we had incurred. It does not mean that when the scheme was started

it was bad or that the expenditure was infructuous. It started as a programme for adult literacy; it was started in 1949. When it was strengthened in 1952 and we carried out the aforesaid check up in 1968. We then came to the conclusion that so much staff was not necessary and so we effected economy. All the surplus staff has been absorbed now in the other departments."

1.79. On his attention being drawn to the observation of the Departmental Committee that there was lack of coordination, the witness stated : "Of course, lack of coordination was there. But the percentage of literacy has gone up from 20 to 60. . . . we carried out a survey in 1964. At that time, the number of adult illiterates in the rural areas in Delhi was 1,25,000. Apart from this, when the centres were started, special instruction was given on adult programmes. These social education workers were not doing only adult literacy work but they were also engaged in other programmes like youth welfare, library, social and cultural activities. The latest survey shows that the number of illiterate adults in rural Delhi is only 40,000 and that most of them are women. Women constitute 30,000 and men, 10,000. As a result of our studies, we felt that the staff should be withdrawn. The Education Ministry is introducing a new scheme of functional literacy, and it will cover whatever ground is left uncovered".

1.80. The witness further stated that in view of the fact that literacy among men had gone up, Delhi Administration felt that the male staff should be withdrawn as a measure of economy. Thus all the surplus staff had been absorbed in other departments. The witness added that so far as females were concerned much ground had still to be covered and for that purpose the female workers numbering about 70 to 73 had been retained.

1.81. The Chief Secretary, stated that in other States, primary school teachers were handling that programme. But in Delhi it was not done by them because adult literacy classes were held in the evening when the farmers come back from the fields and the primary school teachers coming from the urban areas would not stay in the villages. For that reason, they could not handle that programme. Moreover, the workers in Delhi were not meant entirely for adult education programme also. In the Community Development Blocks in Delhi there were no special education organisers as in the other States.

1.82. The Committee desired to know whether a final decision had been taken on the recommendations of the Committee of the Delhi Administration. In a note, the Ministry of Education and Youth Services have stated : "The recommendations of the Committee were accepted by the Delhi Administration in May, 1969. The follow up action to implement the above decision was finalised in October, 1969 but due to adverse reaction of the rural public and representations from the affected staff, the

orders issued by the Delhi Administration to close the Male Community Centres were held in abeyance in October, 1969 for consideration at a subsequent date. The reconsidered decision was to be taken at the highest political level and the same was taken in phases between February, 1970 to June, 1970 to avoid adverse reaction. . . .”

1.83. The 62 Male Social Education Workers were absorbed as per details given below :

- (i) 30 Social Education Workers who were matriculates were appointed as L.D.Cs. in other Departments of Delhi Administration w.e.f., 4-4-1970.
- (ii) 6 Social Education Workers were appointed as Librarians in the Schools with effect from 29-4-1970.
- (iii) 17 Social Education Workers who were Non-Matriculates were appointed against the posts of L.D.C. with effect from 1-7-1970.
- (iv) 8 Social Education Workers were appointed as L.D.Cs. with effect from 17-7-1970.
- (v) One Social Education worker is working against the post of L.D.C. with effect from 14-7-1970.

1.84. The Committee note that as a result of a review carried out by a Departmental Committee, the Delhi Administration have modified the scheme regarding social education and withdrawn 62 male social workers from the Community Centres as a measure of economy. They note that the surplus staff has been absorbed in other Departments. They would, however, like Government to watch the situation and ensure that the programme of adult literacy does not suffer a set back.

(ii) *Rural Broadcasting Scheme*

1.85. The Committee desired to know (i) the total expenditure on the Rural Broadcasting Scheme during the year 1969-70 and (ii) expenditure on repair and maintenance of radio sets during 1966-67 to 1969-70. In a written note furnished by the Ministry of Education and Youth Services it has been stated that an amount of Rs. 39,702 was spent on the Rural Broadcasting Scheme during the year 1969-70. The expenditure incurred on the repair and maintenance of radio sets meant for the said Rural Broadcasting Scheme during the years 1966-67 to 1969-70 is as under :—

1966-67	..	Rs. 10,867
1967-68	..	Rs. 4,684
1968-69	..	Rs. 3,502
1969-70	..	NIL

1.86. During evidence, the Chief Secretary, Delhi Administration stated that because of lot of expenditure incurred on the repair and maintenance of radio sets, it was decided that radio sets should be transferred to the various institutions to whom those were given so that the responsibility of maintaining them would lay on those institutions. This had resulted in a saving of about rupees 40 to 50 thousand per annum.

1.87. When asked whether the Panchayats had their own radio sets, the witness stated that the radio sets had been given by the Delhi Administration to such of the Panchayats as were prepared to have them. At present, there were 76 Panchayats in Delhi. Radio sets had also been given to some cooperative societies, schools and public institutions.

1.88. The Committee enquired why 60 per cent of the radio sets became out of order in spite of five Technical Supervisors appointed to look after them. The Chief Secretary, Delhi Administration stated that the total number of radio sets were 524, out of which some of the sets pertained to the year 1951. So these were about 19 years old, while generally a radio set would go out of order after 5 or 6 years.

1.89. The Committee asked whether effecting economy in expenditure was the main reason for abandoning that scheme. The Chief Secretary stated that in 1938 when the scheme was started radio sets were not very common but now in every village even a child would be having a transistor radio and as such the scheme at present did not have that much utility.

1.90. The witness, however, admitted that prior to the appointment of the departmental Committee in 1968, no study had been carried out to assess whether the scheme was functioning properly.

1.91. In reply to a question as to why the Review Committee's recommendations which were accepted in May, 1969 were not implemented immediately. The Chief Secretary stated "...As soon as this decision was announced, the people in the rural areas came to know of it and they started coming in deputations to the Lieutenant-Governor, the Chief Executive Councillor and to me. The male Social Education Workers have got a lot of friends in the rural areas. They were fearing that they might be retrenched and be out of jobs. So they started approaching the Chief Executive Councillor and the Executive Councillors. They said, "Let us stay the proceedings; we shall do it in small doses and then they will go." The Chief Executive Councillor then issued an order that further proceedings should be stayed. In January or February he said that now we could go ahead. If these tactics had not been followed and if we had tried to carry out the scheme in one stroke, perhaps we would not have been able to effect this economy because there would have been a lot of resistance."

1.92. In a note furnished to the Committee the Ministry of Education stated that the staff working in the Rural Broadcasting Scheme viz. technical

supervisors, Battery Mechanic and Battery carriers were absorbed in other Departments and the radio sets disposed of as per details given below :—

- (i) Five Technical Supervisors were sent for training of television in the month of February, 1970. One of them returned on 27-6-1970. The post has not been filled up. After the completion of training four technical supervisors were transferred to Television Centres w.e.f. 19-8-1970. Five posts of technical supervisors have also been sanctioned. One Technical supervisor retired earlier on 2-11-1969.
- (ii) The Battery Mechanic has been transferred to Television Centre on 19.8.1970.
- (iii) Out of 12 Battery Carriers 10 have been transferred to other Departments under the Delhi Administration with effect from 13.8.69. Two posts were converted as peon-cum-Chowkidar and they were transferred to Television Centre with effect from 19.8.1970.
- (iv) There were 185 radio sets in order which have already been transferred to Panchayats, Co-operative Societies and schools etc., 189 radio sets which were not in working order have been condemned and disposed of through D.G.S. & D. on 6.7.70 and Rs. 22,200/- have been realised for these unserviceable radio sets and for some other condemned articles.

1.93. The Committee are a little surprised that the Rural Broadcasting Scheme which had been started initially in 1938 was not reviewed till 1968 and no study had been carried out to assess whether it was functioning properly. They are glad to note that the Delhi Administration have implemented the recommendations of the Departmental Committee regarding the disposal of Radio sets and the connected technical staff and thereby saved a substantial amount of unnecessary expenditure to the public exchequer.

Training of Defence personnel for professional examinations.

Audit Paragraph

1.94. In 1961 Government formulated scheme for training 3,110 persons (mainly defence employees) for examinations in (i) sections A and B of the Associate Membership of the Institution of Engineers (ii) Sections A and B Graduateship of the Institution of Tele-Communication Engineers and (iii) parts II and III of the Associate Membership of the Aeronautical Society of India. The scheme was initially to run for about four years and was subject to review thereafter. The expenditure on implementation of the scheme during 1961-62 to 1964-65 was estimated to be Rs. 25.79 lakhs out of which Rs. 3.11 lakhs was expected to be met out of fees from

trainees. Nineteen training centres were set up in various defence establishments for the purpose. Implementation of the scheme was initially entrusted to the Ministry of Defence, but later on in 1962 it was transferred to the Defence Technical Training Association (a society registered under the Societies Registration Act, 1860).

1.95. Rs. 22.20 lakhs were paid as grants by the Ministry to the Association upto March, 1966. No review of the working of the scheme was conducted by Government at the end of the four-year period or thereafter. During 1966-67 and 1967-68 the expenditure on the scheme was met by the Association out of unspent balances of Government grants, fees from trainees, etc. On a request from the Association in 1967 a further grant of 3.50 lakhs was paid to it by the Ministry during 1968-69.

1.96. As against the target of training 3,110 persons only 950* persons had qualified for section 'A' and 234* persons for section 'B' of the membership examinations of various professional bodies upto November, 1969. Apparently, the scheme has not been successful.

1.97. The Ministry stated (November 1969) that it has been suggested to the Ministry of Defence and the Association that the entire scheme should be reviewed and a balance should be maintained between the utility of the training *vis-a-vis* the expenditure and the Association is now carrying out the needed review.

[Paragraph 71, Audit Report (Civil), 1970.]

1.98. In a written note the Ministry of Education and Youth Services have stated that "in February 1960, the Deputy Chief Scientific Officer, Ministry of Defence formulated a scheme for the training of defence personnel employed in ordinance factories and other technical establishments for Sections 'A' and 'B' of the Associate Membership examination of the Institution of Engineers (India). The scheme envisaged training at 12 centres with an annual admission of 1,000 candidates. The scheme was discussed at a meeting of the Planning Commission at which the representatives of the Ministry of Defence and Ministry of Scientific Research and Cultural Affairs were present. The scheme was approved. The All India Council for Technical Education also approved the scheme on 23.6.1960. The Ministry of Finance on 23.1.1961 agreed that the Ministry of SR & CA may make a budget provision for the scheme and the Ministry of Defence administer it. On 17th August, 1961 the Ministry of SR & CA agreed, at the instance of the Ministry of Defence, that in addition to the examinations of the Institution of Engineers (India) the Defence Ministry may conduct courses for the examinations of other professional bodies like the Aeronautical Society of India and the Institution of Tele-Communication Engineers of India. For this purpose, a comprehensive

*Include 750 non-defence personnel.

scheme was formulated by the Defence Ministry in August, 1961 which visualised the setting up of 28 training centres in all—21 for the examinations of the Institution of Engineers, 5 for the Institution of Tele-Communication Engineers and 2 for the Aeronautical Society of India. The scheme also visualised training of 3,110 candidates for Section 'A' and 'B' of the examinations of all these professional bodies in the 4-year period 1961-62 to 1964-65."

1.99. Explaining the object of the scheme the representative of the Ministry of Defence (Department of Defence Production) stated during evidence: "We had a large number of boys who had passed I.Sc. We thought we will give them an opportunity to qualify themselves as engineers so that they can qualify for promotion; otherwise, they will be stuck up. Secondly, there was a shortage of engineers in 1961-62, particularly in the defence forces. We thought that this might be a method of training some of our boys."

1.100. The witness further stated: "Probably about one-third of the students who received training belonged to Defence. Majority of others belonged to various Government organisations including Posts and Telegraphs and Railways."

1.101. In reply to a question as to why the Defence personnel could not be trained in the existing Institutions by providing grants to them instead of opening new centres under the scheme, the witness stated: "Because these people are all employed in subordinate capacities in various establishments, you must have training centres very close to those establishments on a part-time basis after working hours."

1.102. In September, 1962, the Defence Ministry established a Defence Technical Training Association (DTTA) as a registered society to administer the scheme. The Society included the Education Adviser (Technical) in the Ministry of Education as a Member. The General Council of DTTA also set up a standing committee under the chairmanship of Scientific Officer, Ministry of Defence and with the Educational Adviser (Technical) to the Ministry of Education as a Member to watch over its improvement and satisfactory working. The General Council since 1962 held 7 annual meetings. At these meetings it reviewed the progress of the scheme and on the basis of the recommendations of the standing Committee decided to close some of the Centres whose performance did not come to the expected level. In 1968, 10 training centres were in operation *vis-a-vis* 28 centres in 1962-63 when the scheme was taken over by the Defence Technical Training Association from the Ministry of Defence which was running about 36 centres before 1962-63. Steps were also taken by the General Council to improve the quality of training and economise expenditure.

1.103. During evidence the Committee enquired the reason why the implementation of the scheme which was initially entrusted to the Ministry of Defence in 1961 was later on transferred in 1962 to the Defence Technical Training Association which was a body registered under the Societies Registration Act, 1860. The Joint Educational Adviser stated "The main reason, as far as we can understand, for transferring this scheme is that when it was started by the Defence Ministry, it was purely as an initial effort to give some training for the serving personnel at various centres, to improve their professional competence. Later it was felt that if there was a full-fledged organisation or association to look after the training in all its various aspects, to engage part-time teachers, to produce better materials required for teacher-training, it would be more useful from the point of view of the organisation and administration of the scheme. That is the primary reason for setting up a separate association for administering the scheme."

1.104. The table below shows the grants paid by Government, actual expenditure incurred on the scheme and fees collected from the candidates up to the year 1969-70.

Year	Grants paid by M/Edn.	Audited Expdr.	Fees collections	Remarks
	Rs.	Rs.	Rs.	
1961-62	5,20,143	5,20,143*	..	
1962-63 (Dec.'62 to Mar. 1963)	5,00,000	1,26,113	49,213	As on took over the scheme from M/Defence in Dec.'62 & the audited accounts for the years from 1962-63 to 1966-67 were received in April, 1968.
1963-64	2,00,000 **2,00,000 (from M/o Defence)	5,63,939	2,54,057	
1964-65	7,00,000	6,88,845	2,22,603	
1965-66	3,00,000	5,78,717	1,79,745	
1966-67	—	4,27,601	1,17,539	
1967-68	—	3,12,892	1,38,738	
1968-69	3,50,000	3,31,265	1,26,438	
1969-70	50,000	2,13,837 (unaudited)	35,505 (unaudited)	DATTA has reported that audited accounts will be ready by Oct. 1970.
TOTAL	28,20,143	37,63,393	11,23,838	

1.105. The Committee enquired whether before sanctioning the grant for the second year the Ministry did not consider it necessary to examine whether the grant given in the previous year was properly utilised. The Joint Educational Adviser stated "There was no doubt about the utilisation of the grant for the training programmes because every year we were

*The grants were paid to M/Defence by book adjustment through AGCR as reimbursement of admitted expenditure.

**The grant was sanctioned by M/Defence for conducting parttime courses envisaged in the Scheme approved by the Ministry of Education.

examining the progress of the expenditure and the items on which the expenditure was incurred, but the overall review of the impact of the scheme in terms of the money spent was carried out only in 1968." When the Committee pointed out that the annual accounts were not being received from the Association as was evident from the fact that the audited Accounts for 1962-63 to 1966-67 were received only in 1968, the witness stated : "We were giving on-account advance grants on an *ad hoc* basis. We insisted on the submission of annual account, but unfortunately it was not forthcoming". When the Committee enquired as to why the grant was not stopped by the Ministry if accounts were not submitted by the Association, the witness stated : "Ultimately we did stop the grant in 1968-69."

1.106. In reply to a question whether any review of the scheme was carried out after the expiry of four years, the representative of the Ministry of Education stated : "Reviews were made by the Association in November, 1963; January, 1964; July, 1964; August, 1964 and June, 1965, by the Association itself." Asked if the Ministry carried out a review, the witness stated : "Our Ministry carried out the review in 1968". Asked why a review was not done by the Ministry in 1966 (four years after the inception of the scheme), the witness stated : "The reason for our not carrying out a review earlier was that we did not have complete information of the number of candidates trained at each centre. The candidates were at the various stages of the course. The number of all the candidates who had appeared at the examination of the Institution of Engineers and other full particulars had to be collected. We were awaiting all the information from the Defence Ministry. In the beginning of 1968 after getting full information of the various aspects of the scheme we reviewed the progress of the scheme and then in December, 1969 we took certain decisions about the future continuance of the scheme."

1.107. In a note, the Ministry of Education and Youth Services have stated that in July-August, 1968, the Ministry had carried out a detailed review of the scheme on the basis of the information available from DTTA. As a result of the review it was found that "till 1965, a total number of 8292 students were enrolled at the different centres organised by the Association for Section 'A' of the different professional bodies *i.e.* 6614 for the examination of the Institution of Engineers (India), 1006 for the examination of the Institute of Telecommunication (India) and 670 for the examination of the Aeronautical Society of India. The number of candidates enrolled for Section 'B' was 394 *i.e.* 242, 32 and 120 respectively. The information about the number enrolled in the year 1966 is not available whereas the number enrolled in the year 1967 was of the order of 846 for Section 'A' and 59 for Section 'B'."

1.108. The review also indicated that "against an intake of 8292 in Section 'A' upto 1965, 503 passed the examination. In Section 'B' against

an intake of 362 upto 1965, 72 students passed out. From this data it will be observed that the results have not been encouraging rather there has been huge wastage”.

1.109. Following the review, a detailed discussion was held in December, 1968 between the Education Secretary and Defence Secretary regarding the future arrangements for the Scheme. The following decisions were reached :

- (i) The DTTA will not make any fresh admissions for the year 1969 until a fuller review of the performance of the students admitted in the professional examinations are evaluated.
- (ii) Since some students were admitted to the courses by the time the discussions took place in December, 1968, it was agreed that Education Ministry will admit the financial expenditure involved in the training of the students.
- (iii) The estimated requirements of DTTA for the conduct of these courses upto the end of 1968-69 viz. Rs. 3.15 lakhs (approx) be fulfilled by a grant from the Ministry of Education to DTTA.
- (iv) For the year 1969-70, unless after a review it is so decided that fresh admissions could be made to some of the centres which are functioning well grants will be given only for purposes of items of expenditure relating to the completion of the courses of those who have already been enrolled.”

1.110. A second review of the scheme was carried out by the Ministry in December, 1969. It was disclosed that “according to the information furnished by DTTA only 194 candidates have completed the final professional examinations as against the original target of 3110 candidates. This does not prove the success of the scheme as an educational enterprise. Also the cost of training a candidate completely and making him successful at the professional examinations works out to about Rs. 13,000 (This, however, is exclusive of the expenditure incurred by the DTTA from other sources like tuition fees and grants from the Defence Ministry, if any). The basis of DTTA estimate of Rs. 10,000 as *per capita* expenditure was not clear. Even if this be correct, it is not justified because in a university engineering college, the *per capita* expenditure is only between Rs. 6000 and 7,500 for a full-fledged degree course in engineering. Further there is no comparison between a university engineering college and DTTA training centres. The former offers regular curriculum with instruction not only in theory, but in laboratory, workshops drawing and design and so on. The DTTA centres do not need laboratory or practical work of the type necessary for a university institution and therefore, the *per capita* expenditure should be much less.”

1.111. At the meeting held in the Planning Commission on 21-1-1970, on the future of the scheme, the following decisions were taken :—

- (i) Wherever spare capacity was available at Engineering Colleges which are conducting part-time courses, it should be utilised to provide seats for the training of defence personnel;
- (ii) Where such facilities were not available or were not within the easy reach of the trainees under the Defence Ministry's Programme, the DTTA may continue to run their own centres;
- (iii) A sub-committee consisting of the officers of the Ministries of Education and Defence should scrutinise the entire scheme of the Ministry of Defence with a view to avoiding duplication and reducing costs;
- (iv) It was agreed in principle that the estimates as worked out by the sub-committee for the continuance of some centres would be borne by the Ministry of Education and Youth Services; and
- (v) After the estimates have been revised the question of whether the expenditure should be met out of the Plan or Non-Plan budget would be settled in consultation with the Planning Commission and the Ministry of Finance.

1.112. Arising out of the discussions held at the meeting convened by the Planning Commission on 21-1-70, the Sub-Committee reviewed the scheme and took the following decisions in the meeting held on 29-1-1970 :—

- “(a) It was agreed, in principle, that Defence personnel might be admitted to Section ‘A’ and ‘B’ of the AMIE course at Avadi (in Madras) Bombay (Naval Dockyard), Calcutta (Ishapore & Dum Dum) and Kirkee; the telecommunication course at Secunderabad and Aeronautical course at HAL, Bangalore. This was, however, subject to financial approval being accorded by the Associated Finance which will be sought for and necessary funds sanctioned on receipt of the detailed estimates from DTTA.
- (b) It was also agreed that outside the above 7 centres selected for the revised scheme provision should be made for admitting students to Section ‘B’ in the 10 approved centres for those candidates who passed Section ‘A’ in order to enable them to complete Section ‘B’.”

“On the basis of the above findings of the Sub-Committee, the Defence Technical Training Association formulated estimates of cost for starting of Part-time courses at 7 selected centres with an intake of 30 students in Section ‘A’ and 10 students for Section ‘B’ at each centre. The Association intends to implement the scheme initially for 4 years so as to complete both the Section ‘A’ and ‘B’ courses. The revised scheme for the training of about 300 defence personnel for both Sections A & B in 4 years at 7 selected

centres is estimated to cost Rs. 4,29,000/- approx. and it has been referred to the Ministry of Finance for their approval."

1.113. When the Committee enquired as to why the Defence personnel were not attracted to the scheme the representative of the Ministry of Defence explained : "In fact, this was one reason why a number of centres had been closed down. The point to remember is that between 1962 and 1965 we were passing through Emergency and the units were subjected to repeated transfers. The result was, some of these people who would otherwise have availed of this opportunity, could not follow up their studies because they were subjected to frequent transfers. This was the main reason." On being pointed out that even after 1965 the performance was not very satisfactory, the witness deposed : "That is true. In 1965 we had 20 stations in which 27 courses were run. In 1966, the number of stations came down to 12 and the number of courses to 17. We have now finally got 7 stations with 10 courses. We feel we would be able to put through about 300 people through these courses." The witness further stated : "One difficulty has been that there was no systematic registration of the students when they took the examinations, they dealt with those institutions directly and we had no means of knowing whether they were actually taking the examination or not. They were not under an obligation to take the examination. As a result, the figures which we have given are in the view of the DTTA serious under-estimates. Secondly there was over-estimation of their capacity by the people who originally applied for these courses. They thought that they have to pay only Rs. 300 for the whole course, so why not try to become an engineer. They just could not make the grade. Thirdly, some of them found that their duties in the production establishments and elsewhere were so exacting that they could not continue their evening courses as intensely as they would have wished."

1.114. From the facts as revealed during evidence and written information furnished by the Ministry of Education & Youth Services, it appears that the scheme of Ministry of Defence regarding part-time courses for Defence personnel for professional examination of the Institute of Engineers India, Institute of Tele-communication Engineers, India and the Aeronautical Society of India was formulated without a detailed planning and thorough scrutiny. The scheme was, however, approved by the Planning Commission and the former Ministry of Scientific Research and Cultural Affairs initially for a period of 4 years from 1961-62 to 1964-65. The continuance of the Scheme was subject to a review after the end of this period. In the beginning the Ministry of Defence erred in starting as many as 36 Centres at various Defence Establishments. At the time this Scheme was taken over by the DTTA in December, 1962 there were 28 centres. By 1968, 18 out of 28 centres had been closed down. As a result of further reviews carried out by the Ministry of Education in July-August, 1968 and December, 1969, only seven centres are now functioning. It is thus clear

that before launching the same, the Ministry of Defence had only a vague idea about the scheme and its various implications.

1.115. The Committee regret to note that although the Ministry of Scientific Research and Cultural Affairs made the budget provision for the scheme, they were not aware of the performance and working of these training centres. A review of the working of the scheme was due in 1965-66 but this was not done. When asked as to why the review was not conducted as scheduled, the reply given to the Committee during evidence was that they did not have complete information about the number of candidates trained at each Centre. This shows how the Ministry were kept in the dark about the state of affairs regarding the Scheme. The annual audited accounts were not being received by the Ministry from the D.T.T.A. (Defence Technical Training Association) regularly. No action was also taken by the Ministry to stop further grants to the Association. The Scheme had been sanctioned for four years only but the Association continued to run the scheme and went on admitting fresh batches of students without getting its continuance regularised and formally approved by the Government of India.

1.116. The Committee note that against the original target of 3110 candidates only 194 candidates completed their final professional examinations from the inception of the scheme till 1965 whereas the total grant paid by the Government for implementing the scheme was of the order of Rs. 20 lakhs and more. Thus the *per capita* expenditure on training a person is much higher than in a University Engineering College even. Further there is no comparison between a University Engineering College and DTTA Training Centre. The former offers regular curriculum with instruction not only in theory but in laboratory, workshops, drawing and design and so on while the DTTA Centre lacks these facilities. Hence the cost of training at the DTTA Centre is much too exorbitant considering the quality of training imparted to a candidate. For all these reasons the Committee is of the opinion that the Scheme has not proved a success.

1.117. The Committee note that at present only seven centres are being run by the DTTA. They need hardly stress that adequate check over the working of the Scheme should be exercised by both the Ministries of Education and Defence and the position reviewed once a year so that the Centres maintain their functional efficiency and fulfil the object for which they have been set up.

Teachers Training Institute

Audit Paragraph

1.118. For meeting acute shortage of teachers and improving the quality of teaching in polytechnics by providing training facilities to new and in-service teachers, the Ministry approved in 1966 establishment of four regional institute (at Bhopal, Calcutta, Madras and Chandigarh) with two types

of courses, one of eighteen months' duration for those having degree in engineering and other of thirty months' duration for those having diploma in engineering. It was decided to pay Rs. 400 and Rs. 250 per month as stipend to degree holders and diploma holders respectively. Rs. 37.46 lakhs and Rs. 68.93 lakhs were paid as recurring and non-recurring grants to the institutes (which are registered bodies) during 1966-67 to 1968-69.

1.119. The seating capacity in each of the training institutes was fixed at 60, the ratio between graduates and diploma-holders ranging between 1 : 2 and 1 : 3. The admissions in the institutes during 1966 to 1969 were as follows :—

Institute	No. of students admitted							
	1966		1967		1968		1969	
	Dip- lo-ma	Deg- ree	Dip- lo-ma	Deg- ree	Dip- lo-ma	Deg- ree	Dip- lo-ma	Deg- ree
Bhopal	23	10	18	2	3	7	5	..
Calcutta	15	7	27	17	12	11	15	24
Madras	46	10	46	9	46	4	35	13
Chandigarh	29	7	33	6	32	9
TOTAL	84	27	120	35	94	28	87	46

1.120. The actual admissions were, as a rule, much less than 60. In the Bhopal Institute, the admissions have been progressively decreasing; these were 33, 20, 10 and 5 during 1966, 1967, 1968 and 1969 respectively. The *per capita* expenditure on training in the institutes during 1967-68 and 1968-69 ranged between Rs. 4,644 and Rs. 9,616. No evaluation of the work of the institutes has been done so far (December, 1969).

1.121. The Ministry stated (December, 1969) that poor response for training was mainly due to (i) inadequate financial assistance to trainees, (ii) lack of incentives for promotion and (iii) unfavourable leave terms to trainees, and that attempts are now being made in consultation with State Governments and Ministry of Finance to offer better terms to trainees during the period of training.

[Paragraph 70, Audit Report (Civil), 1970]

1.122. In a note furnished to the Committee, the Ministry of Education gave the following information regarding the amount of recurring and

non-recurring grants paid to each of the four Training Institutes during the year 1969-70 :

Name of Institute	(Rs. in lakhs)	
	Grants	
	Recurring	No Recurring
1. Technical Teachers Training Institute, Madras.	8.473	7.097
2. Western Regional Institute for Technical Teachers Training, Bhopal.	2.00	1.00
3. Technical Teachers Training Institute, Calcutta.	8.50	2.10
4. Technical Teachers Training Institute Chandigarh.	6.30	10.18

1.123. Explaining the background as to why four Teachers Training Institutes were established at Bhopal, Calcutta, Madras and Chandigarh, the Joint Educational Adviser, Ministry of Education stated during evidence : "When we started these four Institutions, when the scheme was sanctioned, there was an acute shortage of teachers in our polytechnics. There was about 40 to 45 per cent shortage of teachers. We thought that shortage can only be met by training additional number of teachers. 40 per cent of the positions were not filled in polytechnics because they could not get suitable persons with the necessary engineering qualifications and practical experience. The teachers working in the polytechnics also were deficient in one respect or another. When the Committee enquired whether these teachers were not trained, the witness stated "There was no organised programme of training for teachers of polytechnics till then. They came either from industry or from other teaching institutions."

1.124. According to a note furnished to the Committee, the number of students admitted to the institutes during the year 1970 was as follows (separately for Degree and Diploma Courses) :—

Name of the Institute	Degree	Diploma	Total
Technical Teachers Training Institute Madras.	9 plus 7 teachers in physics	38	54
Technical Teachers Training Institute, Calcutta.	14 (3 yet to join)	8	22
Technical Teachers Training Institute, Chandigarh.	2	21	23
Western Regional Institute for Technical Teachers Training, Bhopal	—	—	—

(New Deputationists still awaited).

1.125. In reply to a question as to why there was shortfall in admissions particularly in the Institute at Bhopal, the Joint Educational Adviser, Ministry of Education and Youth Services stated : "it came down to 20 in 1967

and it became 10 in 1968 and 5 in 1969. . . . For 1970, the admissions have not yet been made. We are awaiting deputationists from State Governments We are discussing with the State Governments the terms and conditions on which these deputationists should be admitted."

1.126. The Committee enquired the reasons why the admissions in the Institutes at Calcutta and Chandigarh during 1970 had gone down to 22 and 23 respectively. The representative of the Ministry of Education stated during evidence: "in West Bengal technical institutions are in a disturbed state and teachers have been sponsored mainly from Bihar, Orissa and Assam. Secondly I must explain that all the teacher training institutes are not functioning in their own buildings at present. Only the Madras and Chandigarh Institutes have built their own buildings. The Calcutta Institute is located at a polytechnic since land and other facilities for setting up the Institute on a permanent basis are still being arranged."

1.127. In a subsequent note furnished to the Committee, the Ministry of Education and Youth Services furnished the following break up figures of candidates who joined the Regional Institute at Chandigarh from Rajasthan, U.P. and Punjab during 1969 and 1970.

State	Number admitted	
	1969	1970
Rajasthan	2	3
U.P.	19	13
Punjab	11	2
Total	32	18

1.128. The above do not include the candidates admitted to the Institute from Haryana, Jammu and Kashmir, Himachal Pradesh and Delhi which are also in the region covered by the Institute. The number of candidates admitted from Haryana, J & K, Himachal Pradesh and Delhi were 9 in 1969 and 8 in 1970.

1.129. In a subsequent note furnished to the Committee, Ministry of Education have furnished the following data regarding *per capita* expenditure on training in each of the four Institutes during the year 1969-70 :

Name of the Institute	Per Capita Expenditure	
	Excluding stipends	Including stipends
Technical Teachers Training Institute, Madras.	3,464	5,931
Technical Teachers Training Institute, Calcutta.	6,075	8,250
Technical Teachers Training Institute, Chandigarh.	3,900	6,790
Western Regional Institute for Technical Teachers Training, Bhopal.	6,711	9,342

1.130. When the Committee enquired whether only those teachers were being trained who were sponsored by the State Governments, the Joint Education Adviser, Ministry of Education replied in the affirmative. When asked what the original scheme was, the witness stated : "the original scheme visualised was that 50 per cent will be sponsored teachers and 50 per cent will be freshers. In the beginning we took freshers. Now, the admissions to Polytechnics have been restricted and no further recruitment is being made to Polytechnics. We are not taking any freshers now."

1.131. The witness further stated : "In 1967-68, we reviewed the employment position of the earlier batches of unsponsored candidates and also took into account the position then emerging of acute unemployment among diploma-holders and the graduates. We had similar experience just then of trainees for the engineering colleges. We sent them to the Institutes of Technology for similar training programme. We found that because of the possible reduction in admissions and inadequate recruitment to the teaching positions by the State Governments there may be a fear of finding adequate employment for freshers if they are trained at the teacher training institutes. We took a deliberate decision not to take any more unsponsored candidates till we were clear in our mind that there are enough employment opportunities for them as teachers."

1.132. In reply to a question as to why the response was poor from the freshers in 1966, the representative of the Ministry of Education stated : "the shortfall is because the response from unsponsored candidates was not adequate, from those who wished to join polytechnics for employment as teachers. There are two reasons. The pay scales in the States at the level of Instructors are very unattractive. For a trained diploma-holder the pay scale is Rs. 260—450 or 510. Many diploma-holders do not find this scale attractive enough from the point of future employment."

1.133. The table below shows the position regarding the number of unsponsored candidates admitted in 1966, 1967 and 1968, number of candidates who completed the course and their employment.

Year of admission	Number of unsponsored candidates admitted	Number of unsponsored candidates who completed the course.	Employment position
1966	24	24	Four candidates are employed as teachers. The other 20 have not informed the Institute of the actual employment position.
1967	29	24 (One candidate died 3 candidates left and one candidate was expelled)	Twelve candidates are employed in teaching and 2 in other organisations. Efforts are being made for the employment of 2 candidates who have approached the Institute for assistance. Information regarding rest 8 is not known.
1968	7	—	These candidates are due to complete their training in December 1970

1.134. The Committee were informed that there was no person trained at the Institutes who had remained unemployed. When the Committee enquired if there was scope for employment why the students were feeling shy to join the training Institutes, the witness stated that the sponsored candidates would come for training if the entire expenditure was borne by the Institute. But so far as the unsponsored candidates were concerned, they hesitated to join the training unless they were assured of jobs and such an assurance could not be given by the Institutes.

1.135. When the Committee pointed out that even now there was shortage of teachers in the Polytechnics as was revealed by the Annual Report (1969-70) of the Ministry of Education and Youth Services, which mentioned that the shortage in the polytechnics had come down from 31 per cent in 1963 to 15.6 per cent in 1969, the witness stated that "So far as the State Government nominees are concerned, a large number are prepared to come for training provided the terms and conditions on which they are sent on deputation are satisfactory. At present the teachers sponsored by the State Governments get only their pay and allowances. They have to bear the entire expenditure at the teacher training institute on lodging, board and other items. It is only for fresh candidates and diploma-holders i.e. unsponsored candidates we pay a stipend of Rs. 400 for graduates and Rs. 250 for diploma-holders. For the sponsored candidates their total emoluments are shared by the State Government and the institute. Many serving teachers are not finding it attractive to go to the Institutes for training on these terms. We are having discussions with the State Governments to overcome this particular problem and we hope to take a decision very quickly. The Gujarat Government, for instance, has agreed to bear the entire salary of the teachers. They have got 100 teachers ready for training in the Institute provided that the expenditure on lodging and board and other items at the Institute are borne by the Institute.

The second reason for sponsored candidates not readily coming for this type of training is that when they go back after training many of them feel that there are no adequate chances of advancement to higher positions. Here again we are discussing with the Directors of Technical Education who are also members of the Boards of these Institutes how to provide for the advancement of these serving teachers who have had training at these Institutes."

1.136. Asked whether any teachers had dropped out before completion of training, the Joint Education Adviser, Ministry of Education explained that no fresh candidate who was admitted dropped out before completion of training. The sponsored candidates could never drop out because they came under the instructions of their State Governments.

1.137. In reply to a question whether there had been some planning regarding admission of teachers as well as in service training candidates in the polytechnics, the witness replied : "It is in the last 2-3 years when we are trying to implement the other parts of the scheme of the teacher training institutes. The 60 candidates visualised here as the training capacity is for the full training of 18 months for graduates and for 30 months for diploma-holders. There are other types of training programmes and inservice training of short term duration which have been conducted for serving teachers. The summer institutes are held for 8 weeks. Now we are extending its programme to inservice training of short term duration which have been conducted for serving teachers. It is one of the primary objectives of the scheme of the Teacher Training Institutes. In addition, these institutes have undertaken programmes of curriculum development for polytechnics. As you know, Sir, polytechnic education is being reorganised *vis-a-vis* the requirements of industry for the correct type of technicians. This reorganisation can succeed only if the curriculum is reformulated and content of the training is improved. The Teacher Training Institutes have undertaken this programme of curriculum development. The teacher training institutes have undertaken the preparation of instructional materials, laboratory manuals and preparation of text-books for polytechnics which are not available at present. So it is a broad spectrum of faculty development which is visualised as the responsibility of the Teacher Training Institutes. The full time training of 18 months or 30 months is only one of the components of faculty development."

1.138. The Committee enquired whether it would be desirable to hand over these Institutes to the State Governments. The Additional Secretary, Ministry of Education stated : "Each of these 4 institutes serve more than one State in the sense that we have to send the teachers from the States in the Region concerned for training at these Institutions. Handing over these Institutes to the States will not solve the problem but ironing out the difficulty in getting the teachers to come over to the institutes will be the solution. The States involved in the case of Western Institute are Maharashtra, Gujarat and Madhya Pradesh. In the case of Maharashtra they have started an institution of their own and that has been responsible in a large measure for the teachers not being sponsored. In the case of Madhya Pradesh the difficulty has been in regard to terms and conditions—we decided to give Rs. 100/- extra only in the case of married teachers as he would have to maintain two establishments. The unmarried teachers continued to get the normal salary. This proved to be wrong and we are trying to revise these terms. One or two States have raised the question that they would have to incur expenditure on the appointment of substitutes. If they ask us to give grant for the appointment of substitutes then their agreement to pay the teacher on deputation has no meaning. We are trying to sort out the whole business so that we have a working arrangement with the States and the difficulties we have met in the past will not be there in future."

1.139. When the Committee enquired whether any assistance was being given to Maharashtra for running that Institute, the witness stated : "It will be part of the State Plan. It is not a Centrally sponsored scheme. As a part of its State Plan, it would be entitled to the block assistance which the Ministry of Finance gives but there is no direct assistance given for running this institute."

1.140. When asked about the consequences if similar Institutes were set up by other State Governments, the representative of the Ministry of Education and Youth Services explained : "Actually if they do there is room enough for training of teachers at the Regional Institutes and State Institutes as well. They will be supplementing the activities of these regional centres. There is advantage in having these regional centres because the teachers will be able to exchange their experiences. I feel that while the States may have their own institutions for certain limited purposes there is need for such regional institutions where the experiences of the various States could be exchanged and approved programmes implemented and in certain spheres curricula developed. So, there is room for joint effort. If each State went its own way, I do not think, we will be making good progress in the field of technical education."

1.141. The Committee were informed that the training given in the Institutes was not an essential qualification but it was a desirable qualification. It would not be proper to declare it as an essential qualification for recruitment to a polytechnic. The polytechnics needed orientation and persons with industrial experience who had graduated or obtained diplomas were very essential for the proper running of a polytechnic. The witness added : "Teachers who have had experience before but are working in the polytechnics should come to this Institute and acquire training so that they can make their teaching more effective."

1.142. To a query whether any qualification synonymous to the teaching being given in these Institutes could not be prescribed for recruitment to these Institutes, the Joint Educational Adviser, Ministry of Education deposed : "We are discussing with the Directors of Technical Education of States regarding the desirability of prescribing qualification like teacher training. At present the teacher training diploma is prescribed as a qualification for the post of senior instructors. All the States have accepted it. They want to go a bit slow on this because if you make this essential overnight there will be some problems of recruitment. The Additional Secretary, Ministry of Education added : "Laying down of this qualification as an essential qualification at the time of recruitment is not a desirable step. This would mean that a person gets a bachelor's degree and enters this course, he becomes a qualified teacher for polytechnics."

1.143. From the facts which have come to the notice of the Committee, it is evident that the four Teachers Training Institutes have not been attracting

adequate number of engineers. The Committee would like Government to review the entire scheme in consultation with Engineering Institutions and State Governments and take remedial measures with a view to attract promising teachers.

CHAPTER II

UNIVERSITY GRANTS COMMISSION

Delay in completion of a scheme

Audit Paragraph

2.1. In December 1959 the Commission approved a scheme of the Banaras Hindu University for preparation of (i) 'Historical Grammar of Hindi Language' and (ii) 'An examination of existing material for the study of Hindi literature' (in three volumes each). Upto April 1965 the Commission paid Rs. 1.40 lakhs as grants to the University for the purpose. In April 1965 the University reported that the manuscripts of the first volume of each book were ready and requested for further financial assistance for completing the remaining work. A committee appointed by the Commission to examine the first volumes observed in August 1965 that the progress of the work had been slow, some of the statements made therein could be questioned, certain portion of the work had been hastily drafted and that the manuscripts needed careful revision. On the advice of the committee, the manuscripts were got examined by certain linguistics experts, who in December 1966 suggested certain major changes in the manuscripts. While communicating the experts' recommendations for implementation, the Commission requested the University to complete the work by June 1968. Rs. 1.95 lakhs more were paid to the University as grants between November 1965 and August 1968.

2.2. For reviewing the progress of the work, the Commission appointed another committee which observed in November 1967 that there had been "lack of planning and co-ordination in the execution of this project from the very beginning, lack of clarity about its objectives and scope and some misunderstanding regarding the utilisation of grants sanctioned by the Commission" and, as a result of this, the project had been "lingering on" in spite of several extensions granted to the University from time to time. The Commission thereafter asked the University in March 1968 to terminate the project from 30th June 1968 and to refer the two volumes already prepared by it to experts for advice about suitability of their publication.

2.3. The Ministry stated (October 1969) that the Commission has since suggested to the University to make the best use of the material already prepared by entrusting the final phase of the work to four senior research scholars and has also agreed to pay a further grant of Rs. 56,000 for this purpose provided the University can accommodate it within its total allocation for the period ending 1973-74.

2.4. Thus the project which was approved in December 1959 has not been completed so far (December 1969) even after ten years.

[Paragraph 86, Audit Report (Civil) 1970]

2.5. During evidence the Committee enquired what terms and conditions were laid down by the University Grants Commission for the completion of the scheme. The Secretary, University Grants Commission stated: "This scheme was sanctioned as part of the Second Plan for the Banaras Hindu University on 1st December, 1959. Among the schemes sanctioned one scheme was that of Historical Grammar of Hindi Language and Literature in which Hindi Language study was included and the Deputy Director Incharge of the Department was to look after this work on an allowance of Rs. 200 per month. However, it was presumed that the expenditure on the staff and other items would not exceed Rs. 1,45,000/- in the remaining part of Second Five Year Plan. This was the condition on which the grant was given. At that time no specific duration was mentioned either in the original scheme or in the sanction conveyed by the U.G.C. In fact the scheme really started working in January 1962 because the University had appointed a Deputy Director on a part-time basis to be incharge of the scheme and the Members of the Advisory Committee went round the country meeting some scholars and Pandits in various Universities and worked out a scheme. It was only on 9th January, 1962 that the first contingent of staff was appointed except the one who was appointed earlier in May 1960 or so. So actually this scheme was started more or less in January, 1962 when the Third Five Year Plan also started."

2.6. When asked to explain why the scheme which was sanctioned in 1959 actually took more than two years to start, the representative of the U.G.C. stated: "The project was started in December, 1959. Then they had one or two committee meetings and conventions to discuss this with people; the appointment of the Deputy Director was done only on 14th July, 1961, they discussed it with other people about the line on which they should develop the scheme broadly, and this took time. According to the information available with us, because we had asked the university the Deputy Director has reported that the actual working of the scheme started under his supervision from 9th January, 1962. This is the report of the Director sent by the registrar, and this is confirmed by the fact that the appointment of the research fellows except one was from 9th January, 1962."

2.7. The Committee enquired during evidence whether the appointment of the staff required the approval of U.G.C. The Secretary, U.G.C. stated: "No. In these matters it is left to the University and approval was not necessary." When asked whether any qualifications were laid down by the U.G.C. for recruitment the witness stated: "No conditions were laid down because the University does appoint Fellows and Research Fellows as per the normal conditions and qualifications, prescribed by every Department." Replying to a question as to who appointed the Research Assistant for the

project, the witness stated : "It was done by a sub-committee of the University; it was approved by the Executive Council. It went upto the Executive Council...."

2.8. The Committee enquired during evidence as to what action was taken on the observation of the second Committee appointed by the Commission to review the progress of the work to the effect that "the research assistants employed did not have the high degree of competence necessary for the specialised work they were required to do" The witness said "The report has been brought to the notice of the University. The University were fully aware. The scheme was closed from June, 1968. We have since laid down that he must possess same qualifications as prescribed by the University Grants Commission for its fellowships—M.A., 1st Class or high Second Class" In a note subsequently received, the U.G.C. have stated that "the report of this Committee . . . was considered by the Commission at its meeting held on 6th March, 1968. The Commission agreed that the Banaras Hindu University may be asked to terminate the project with effect from 30th June, 1968. The two volumes stated to have been finalised may be referred to experts for advice regarding their suitability for publication.

Later when it was decided to entrust the scheme to four senior research scholars, the matter was discussed with the Vice-Chancellor of the University. The Vice-Chancellor agreed that the minimum qualification for the selection of the scholars under the scheme should be the same as those laid down by the University Grants Commission for the award of senior fellowships, and that apart from other conditions already prescribed by the university, the selected scholars should have adequate and independent research work to their credit."

2.9. The Committee were also informed during evidence that one of the reasons why competent persons were not recruited was that the Research assistant were paid only Rs. 200/- p.m. as scholarship and they were working whole time on the scheme for that amount. It was stated that in 1962, six Research Assistants were appointed. Clarifying the position, the representative of the U.G.C. stated : "Later some more have been appointed, but at no time were there more than 13. Apart from the fact that the amount was Rs. 200/-, the right type of people were not available; not more than 13 were appointed at any given time. . . ." He added "From the information available, we learnt that the right type of people were not available. And when the people came for Rs. 200/-, when they got some better scholarship, they left this and went there, or they got teaching jobs and they left."

2.10. Explaining the present position of the case, the Secretary, U.G.C. stated : "It has not been fully completed. There are four volumes to be prepared. Two volumes are ready which are being edited by the editor so that wrong things do not go into the print. For the other two, quite good manuscripts have been made, and we hope that with the new system involving

the Department, they would be able to complete it in two years time and particularly in view of the fact that a whole time Director has been appointed." When the Committee pointed out that the Audit para envisaged the preparation of three volumes for each section, the witness clarified that a decision had subsequently been taken to prepare only two volumes for each section.

2.11. The Committee drew the attention of the witness to the observations made by the Second Committee : "That there had been lack of planning and coordination in the execution of this project from the very beginning, lack of clarity about the objectives and scope and some misunderstanding." The witness stated that the U.G.C. agreed with the above views.

2.12. When the Committee enquired whether any other scheme of that type was launched elsewhere, the witness stated that there was none except compilation of English-Tamil Dictionary at Madras, Dictionary of Alankara Shastra at Mysore and compilation of Etymological Dictionary at Andhra.

2.13. The following grants were paid to the Banaras Hindu University for the scheme of Historical Grammar of Hindi language and survey of literature :

Year	Amount
	Rs.
1960-61	15,000
1963-64	40,000
1964-65	50,000
1965-66	95,000
1966-67	30,000
1967-68	55,000
1968-69	50,000
1969-70	20,000
TOTAL	3,55,000

2.14. The Committee enquired during evidence whether the U.G.C. was exercising proper control over expenditure of the grants made by them. The Secretary, U.G.C. stated that a fool-proof organisation had been set up with the help of the Auditor-General to see that the accounts were maintained and the utilisation certificates were given. The witness added : ". . . . after the project is received, we have evaluation done by experts in those subjects and depending on their report, we decide on further assistance."

2.15. When the Committee enquired how much more money was expected to be spent for completing the work, the witness stated that about Rs. 1 lakh would be needed. When it was pointed out by the Committee that

according to the audit para a further grant amounting to Rs. 56,000 would be required, the witness explained that the university had subsequently decided to have a full time Director and that accounted for the increase in expenditure.

2.16. The Committee are unhappy at the halting progress of this project. It has lingered on for over a decade during which the expenditure on it has mounted to Rs. 3,55,000 (1969-70) and Rs. one lakh more was expected to be spent for completing the work as against the original estimate of Rs. 1,45,000.

2.17. The scheme had been approved in December, 1959 but it took more than two years to start in January, 1962. No detailed terms and conditions nor any time limit were laid down for its completion either in the original scheme or in the sanction conveyed by U.G.C. According to the Audit para originally preparation of 3 volumes for each section had been envisaged but it was later changed to two volumes for each section. The Commission left the matter of appointment of the staff for the project entirely in the hands of the University. It was later on found that the staff appointed were not quite upto the mark and did not possess the requisite academic qualifications and experience. The Committee are inclined to agree with the observations of the second Reviewing Committee set up by the U.G.C. that "that there had been lack of planning and coordination in the execution of this project from the very beginning, lack of clarity about the objectives and scope and some misunderstanding."

2.18. The Committee feel that closer follow up by the U.G.C. over the execution of the scheme and expenditure of the grants made by them was needed. The Commission should at least now ensure that the work is completed within the extension of two years' time sought by the University for the purpose.

Grants for construction of a college building

Audit Paragraph

2.19. For construction of a college building and its science block by the Shyamlal Charitable Trust, the Commission approved in August 1965 the estimates of Rs. 13.12 lakhs and Rs. 1.68 lakhs respectively and also agreed to bear 50 per cent of the approved expenditure on the college building and Rs. 1.50 lakhs on the science block. Rs. 4.96 lakhs were paid as grants to the Trust upto March, 1968.

2.20. A special audit of the accounts pertaining to construction of the buildings conducted during February-March 1969, at the instance of the Commission disclosed *inter-alia* that (i) no agreements were executed with the architects (appointed on a fee of 4 per cent of the construction cost) and the contractor, (ii) the contractor sub-contracted, without prior permis-

sion of the college authorities, the work of phase I (estimated cost Rs. 2.57 lakhs) and notwithstanding this, the work of phases II and III (estimated cost Rs. 6.43 lakhs) was also entrusted to him by negotiation without calling fresh tenders, (iii) no clerk of works was appointed (as envisaged in the terms and conditions of the appointment of architects) for supervising the work and recording of measurements to ensure that the work was done according to specifications and payments made were correct, (iv) no measurement books were maintained, the payments being made on the basis of measurements recorded by the contractor on loose sheets, (v) there was excess payment of Rs. 2.44 lakhs to the contractor for phases I and II of the college building as a result of running payments being made to him without reference to the work actually done and measured, (vi) Rs. 3,473 were paid extra to the contractor over and above the agreed rates and (vii) Rs. 20,000 were paid erroneously to the contractor, the amount being payable to another contractor for work relating to electric installations, etc.

2.21. The Commission was requested in June, 1969 to get the construction work and works expenditure examined by the Chief Technical Examiner of the Government of India. The Commission has stated (January, 1970) that before undertaking the examination the Chief Technical Examiner called for certain documents and that those are being prepared by the college and will be sent to him shortly.

[Paragraph 87, Audit Report (Civil), 1970]

2.22. The Committee desired to know whether any time limit was fixed by the U.G.C. for construction of buildings and utilisation of a grant. The Ministry of Education and Youth Services have stated in their note that "the question of prescribing a time limit for the construction of building projects is under the consideration of the Standing Committee appointed by the University Grants Commission on 'Development of Campuses of Universities/Colleges.' The matter had also been referred to the C.P.W.D. The C.P.W.D. have forwarded a time schedule being followed by them at present. They have informed that the revision of this schedule is likely to be taken up by the Technical Board of the Department when it meets next and the revised schedule will be sent to the Commission in due course. The earlier schedule is being considered by the Committee. As regards utilization of Non-Recurring grants, the Commission generally release grants on the basis of the Progress report received from the Grantee Institution. The Commission, however, has laid down *inter-alia* the following in the condition of grants :

"The amounts paid should be spent as far as possible during the financial year in which payment has been made. The instalments of Non-Recurring grant released are generally to be utilised within a period of six months from the date of sanction and any non-utilised amount will have to be refunded to the Commission."

2.23. During evidence the representative of the U.G.C. stated that the Commission was considering in consultation with the CPWD laying down a time limit but that sometimes it is beyond one's control because of shortage of steel etc. During evidence the representative of the U.G.C. stated : "The building has been completed practically, because I happened to go there with the Chief Technical Examiner, but we have not got the completion certificate for the whole building. We have got the completion certificate only for the Science Block, for phases 1 to 3. These are awaited."

2.24. The Committee enquired whether the buildings had been completed and the final cost worked out. The Ministry stated in their note "so far the authorities of the Shyam Lal College have submitted a completion certificate in respect of the Science Block only. The completion certificate in respect of the main building is still awaited. The College authorities have yet to submit the audited accounts in respect of the college buildings as well as for the Science Block." Subsequently the Secretary, University Grants Commission informed the Committee that the work had been completed and the college was running in full swing.

2.25. Explaining the procedure for assessing cost of construction of buildings, he said that "Plans and estimates are prepared by the College and sent to the university and by the University, with their observations, to the U.G.C. The Commission sends them to the C.P.W.D. for scrutiny. After their scrutiny tenders are invited. So, we have the technical advice of the C.P.W.D."

2.26. When the Committee enquired why the construction work could not be entrusted to the C.P.W.D. or some other Government agency like National Building Construction Corporation when 50 per cent of the cost of construction were borne by the U.G.C., the witness explained "the P.W.D. charge 11 to 15 per cent departmental charges for construction of buildings whereas the architects charge four per cent plus one per cent for clerk of works, in all 5 per cent. Secondly, it takes considerably longer time. They do not give that importance to one or two college buildings as this is not their main work."

2.27. The witness further stated : "this Commission does not suggest the list of the contractors. We could, however, in the case of the Government agency for construction suggest to the colleges, to consider including them while inviting tenders on restricted basis. In the case of open tenders, it is open for this agency to file tenders if it so desires."

2.28. When the Committee enquired why the construction work for phases II and III was entrusted to the same contractor who was engaged for phase I and why fresh tenders were not invited, the witness admitted that "it was not done" because "phase II was more or less a continuation of earlier phase. Secondly a part of the phase was the first floor of the existing building; thirdly if you invite a fresh tender and get a new contractor, he

may not give you any rate lesser than what they had got, because the prices and the cost of construction were going up.”

2.29. Asked whose decision it was not to invite fresh tenders, the witness stated that it was the decision of the College.

2.30. When the Committee enquired whether there was any collusion between the architect and the contractor, the witness stated that “taking into account the Chief Technical Examiner’s report, there does not seem to be any collusion between the architect and the contractor.”

2.31. The Committee enquired how excess payment of Rs. 2.44 lakhs was made to the contractor for phases I and II of the college building and how Rs. 20,000 were paid erroneously to the contractor which was in fact payable to another contractor. The witness replied “The college has reported that the alleged over-payment was actually advance payment to the contractor by the Trust, which is independent of the college funds, for purchase of materials and other miscellaneous items. As far as payment from college funds is concerned, there was no over-payment.”

2.32. In response to an enquiry as to the latest position of the case with reference to the examination by C.T.E., the U.G.C. have furnished the following note :—

“As suggested by the AGCR, the examination of the construction of the building of the Shyam Lal College was carried out by the Chief Technical Examiner of the Central Vigilance Commission, Government of India with a view to verifying whether the construction had been carried out in accordance with the approved specification. The examination has since been carried out by the Chief Technical Examiner, the main observations contained in his report being summarised below :

General : The work of the college building was carried out in four phases. The work of phase—I was awarded by Shyam Lal College Trust on the recommendation of the Architect to Contractor, Shri on the basis of an open tender. The tender schedule was based on CPWD Schedule of rates 1955. A formal agreement for the work in Phase I was executed between the Shyam Lal College Trust and the contractor on 16-9-1964, though the work had commenced earlier during June, 1964. No tenders were invited for the works under Phase II, Science Block and Phase III, but these were also awarded to the same contractor and no formal agreement was executed. The rates paid in the final bills for Phase II and the Science Block were generally the same as in Phase I, except for the item of 1st Class brick work in superstructure in lime mortar. The rates paid for the work in Phase III were higher than those in Phase I and no tenders were invited for Phase II, III and Science Block.

The duties agreed to be performed by the Architect did not include constant supervision of the work. It only provided for periodical supervision

to ensure that the work were being executed in general accordance with the design. A clerk of Works, when required was to be appointed and paid by the Shyam Lal College Trust though he would work under the technical guidance of the Architect. Actually a Clerk of Works was engaged for a brief period and he left after the first running bill for Phase I was prepared.

2. *Technical examination of contract agreement and other documents.*

According to the agreement, the contractor was required to pay 3% of the cost of all R.C.C. work to M/s. who were nominated as the R.C.C. specialists for the work and who had to supply the necessary drawings for the R.C.C. items. The R.C.C. drawings were actually prepared by the Architect and not by M/s. The Contractor did not make the 3% payment to M/s. The Architect was supposed to record the measurement of work but actually these were recorded by the contractor on unbound measurement sheets without any test checking by the Architect. The bills submitted by the contractor were, however, passed by the Architect.

According to the Contract, the rates of extra items were to be approved by the Architect. However, there was no indication as to whether, the analysis of rates now furnished by the contractor were originally scrutinised by the Architect before authorising payments.

In the description of the item in the Agreement Schedule, it was stipulated that the fittings for wooden doors and windows would be of brass. In the conditions attached to the Agreement, it has been mentioned that Oxidised brass fittings would be used, and the Architect would have the authority to change these to iron fittings. Actually iron fittings have been provided at site. Suitable compensations, do not appear to have been secured by the College on account of the cheaper materials used.

The agreement items for brick masonry work in foundation as well as in super-structure mention the use of first class brick. The first class bricks strictly in accordance with the CPWD specifications for works in Delhi—1950, were not ordinarily available in the market.

The rates in the contract for Phase-I were reasonable however, the amount of extra items involved were rather high when compared to the final bill amounts, which indicate that the tender schedules could have been prepared with greater care and precision.

3. *Examination of works—Phase I, II, III and Science-Block*

(i) *Flooring :*

Some of the joints of the flooring panel were sounding hollows. This defect is of minor nature. The flooring in general over the entire building is considered to be satisfactory.

(ii) *Plaster :*

These were observed to be satisfactory.

(iii) *Steel Windows :*

The Steel Windows were checked for the size of their sections and found to be in accordance with the relevant Indian Standard Specifications.

(iv) *Wood Work :*

The wood work in frames of doors and windows for all the phases was required to be on second class Teak Wood, but it was observed that the doors and windows frames provided in Phase III were made of second hand wood of 'Burma Teak' released from some other buildings. The use of these released frames in fulfilment of the concerned item in the contract is not considered to be in order. In some of the doors and windows cracks were observed. The panels in all the door shutters were of 10 mm. thick commercial ply and not of teak wood. Whereas the door-shutters in second class teak wood were required to be panelled and glazed and of 1½ inch thickness.

The beading provided for the glazing of the windows was of soft wood instead of teak wood.

(v) *Brick tiles 1½ inch thick over mud plusks in roof terracing :*

According to the specification, the tiles were required to be placed 3/8 inch part. This space was to be grouted with 1 : 3 cement mortar in coarse sand and finally painted with 1 : 1 cement mortar with Jamna Sand. The 1 : 3 cement mortar group with coarse sand was observed to be uniformly poor in strength.

(vi) *Check measurements of certain items :*

In the case of Phase I, the measurements recorded for wood work in frames were generally in accordance with the quantities available at site except for the two measurements which could not be traced at site. In the case of Phase II, the shutters have not been measured in the closed position and the measurements for shutters have been recorded from outside the frames and for the full height of the frames. In the case of Phase III, some minor discrepancy in the measurement of windows have been observed.

4. *Examination of the final bills :*

All the extra items in the final bill for Phase I were examined for reasonableness of rates and in the following cases the rates were found to be high.

(i) *2 inch thick RCC slab in verandah floor panels projected outside and finished complete with floating coat of cement at bills etc.*

A rate of Rs. 45 per sq. metre has been paid for this item which should not have been more than Rs. 15 per sq. metre.

(ii) *Extra item for making black board with cement plaster inclusive of finish etc. with black painting complete.*

A rate of Rs. 35 per sq. metre has been paid whereas Rs. 10 per sq. metre was paid for the same in Phase I.

(iii) *Substituted item—½ inch thick plaster on wall with lime cement mortar 1 : 1 : 6*

The rate paid in the final bill was Rs. 2.80 per sq. metre whereas the rate given in the analysis supplied by the contractor was Rs. 2.08 per sq. metre only.

(iv) *Extra item providing and laying 1 inch Kotah stone with grey colour paid in position duly cut finished and polished etc.*

The rate of Rs. 72 per sq. metre has been paid which is high. A rate of Rs. 50 per sq. metre would have been reasonable.

(v) *Phase II and Science Block.*

Higher rates were paid for Brick work. There were also over payment in the case of ½ inch thick plaster on walls. A calculation error was found in the measurement and the quality in the Phase II which resulted in over payment.

“The measurements for providing and fixing in position bitument felt, for expansion joint has not been recorded and the basis of payment made for this is not clear. The total overpayment—made on account of various reasons is worked out to be Rs. 32,963. The technical Examiner has further observed that the conditions of construction of buildings in the private organisations are different from similar construction in the Government Sector and the deficiencies in the items of wood work and high rates would have been avoided, if the Architect had fulfilled his responsibility adequately. In the absence of the Clerk of Works the work of the contractor did not receive full supervision. Apart from this the Technical Examiner has observed that the general standard of construction and finish of the building is comparable with similar works executed in the CPWD. On the basis of the Report of the A.G.C.R. and the Report of the Chief Technical Examiner, which has now been received, the matter is being examined in the Commission and if, as a result of the examination, certain payments are found to be inadmissible, the Commission will take appropriate action to have the amounts recovered from the College.”

2.33. Asked whether the U.G.C. justified the acts of omission and commission of the Architect in this case and whether the case of the Architect had been referred to the Institute of Architects, the representative of the Commission state : “As it is, the Institute of Architects has no *locus standi*. The Bill is before Parliament. At any rate, he has not fulfilled certain obligations and we will bring it to the notice of the Institute of Architects.”

2.34. The Committee are unhappy at the way the grants made by the University Grants Commission for the construction of a college and its science Block by the Shyam Lal Charitable Trust have been utilized. Although the formal agreement for the work in phase I was executed between the Trust and the contractor on 16-9-64, the work had actually commenced earlier during June, 1964. The Committee were informed that the college building and the science Blocks have since been completed and the college was in full swing, Yet the completion certificate in respect of the college building and the audited accounts have not been submitted. This is because no time limit for completion of the work is at the present laid down when grants are made by the University Grants Commission.

2.35. The special audit of the accounts pertaining to the construction of the buildings at the instance of the University Grants Commission pointed out several irregularities. As suggested by the AGCR the examination of the construction of the building was carried out by the Chief Technical Examiner of the Central Vigilance Commission. The Chief Technical Examiner has made his observations on the various aspects of the whole case, e.g., absence of any written agreement between the Trust authorities on the one hand and the contractor and the architect on the other, payment of higher rates in Phase III than in Phase I & II, no test checking of measurements of work which were recorded on unbound measurement sheets, by the architect and the other acts of omission and commission on his part and the excess payment of Rs. 32,963 on account of various reasons made to the contractor etc.

2.36. The Committee would urge that speedy action should be taken by the U.G.C. on the report of the C.T.E. They would like to be informed of the steps taken by the U.G.C. to get refund from the Trust Authorities of the excess payment made to the contractor. Suitable action should also be taken against the Architect for acts of omission and commission.

2.37. The Committee would like to impress upon U.G.C. the need to be extra careful in watching the utilisation of the grants made by them for construction of buildings and the desirability of placing time limit for completion of the buildings and furnishing of necessary certificates at the time of making the grant.

Delay in installation of a cyclotron

Audit Paragraph

2.38. In October, 1965 the Commission accepted a proposal of Kurukshetra University to acquire a cyclotron (value Rs. 20 lakhs) offered as gift to one of its teachers by a foreign university, where he was on deputation at that time, so that on return to India he could develop facilities for training and research in nuclear physics. For meeting the cost of transportation etc., the Commission paid Rs. 1.71 lakhs as grants-in-aid to Kuru-

kurukshetra University during 1966-67*. The machine was imported in May, 1967 but it could not be installed in the University as the teacher who had in the meanwhile left the University and joined Punjab University in November, 1967.

2.39. In April, 1969 the Commission paid Rs. 0.10 lakhs towards the University for meeting expenses on shifting of the cyclotron to Chandigarh. The teacher had observed in December, 1967 that it "is an old machine and must be assembled very shortly if it is not to become completely out-dated and unfit for nuclear research." The machine is, however, still lying uninstalled in Chandigarh.

2.40. An expert committee appointed by the Commission, after a preliminary examination of the machine at Chandigarh, suggested in October, 1969 that though the greater part of the components of the cyclotron had arrived in Chandigarh in good condition, certain tests should be carried out in order to make sure that there was no internal damage to the components. The results of the tests are awaited (January, 1970).

[Paragraph 88, Audit Report (Civil), 1970]

2.41. The Committee enquired during evidence whether the Cyclotron machine which was imported, was a gift to the teacher or to the University or to the Government. The Secretary, University Grants Commission, explained that the machine was given through the teacher who was working on it in the foreign country but it was a gift to the University. Asked whether at the time of giving the grant, it was within the knowledge of U.G.C. that the ownership of the machine was not of the Kurukshetra University, the witness explained that the proposal from the Kurukshetra University to acquire a cyclotron machine offered by the Rochester University of U.S.A. was considered by the Commission on 6th October, 1965. The Commission agreed to pay a grant for the installation and maintenance of the plant. So, in the beginning itself, the Commission were aware that it would be the property of the University.

2.42. The Committee desired to know whether any report/request was received direct from the Kurukshetra University regarding the import of cyclotron. In a written reply, the Ministry of Education and Youth Services have stated that a request to this effect was received from the Vice Chancellor Kurukshetra University in July, 1965.

2.43. Asked why the machine was shifted to Punjab University when the teacher left Kurukshetra University, the representative of the U.G.C. stated: "..... it is a very sophisticated instrument and it was found that it cannot be operated unless the teacher concerned was there to supervise it."

2.44. The Secretary, University Grants Commission admitted that it was an old machine and the fact was known at the time of importing it. The Committee desired to know as to how many years the cyclotron had been

*In October 1965 the Commission had sanctioned a grant of Rs. 2.35 lakhs. The balance of Rs. 0.64 lakh is still to be paid to the University.

used in the foreign university before it was brought to India.

In a written reply the U.G.C. have stated : "The cyclotron, with its main components, as variable energy machine has been functioning since 1956 at the University of Rochester. The main magnet is, however, still in a very good condition. In June, 1956, the machine was dismantled, and was brought to Kurukshetra University in 1967. The machine was shifted to Chandigarh, Punjab University in July, 1969."

2.46. Asked as to why there was delay of 4 to 5 years in installing it, the representative of the U.G.C. explained : "The teacher went away to Chandigarh and he had to negotiate with the Kurukshetra University for shifting the machine. After that an Expert Committee looked into it whether the equipment was in order and the building had to be sanctioned."

2.47. The Expert Committee Report a copy of which was furnished to the Committee is reproduced below :

"The Committee looked into the project with the following points in view :

- (1) The condition of the machine.
- (2) The proposal for the building.
- (3) The financial requirements of the staff equipment, and other expenses required to put the Cyclotron into operation.

The different parts were examined and found to be in good condition as far as could be judged from our superficial examination.

The following observations may be noted regarding the machine before considering the grants. The original machine was run at Rochester with 110 volt 3 phase 60 cycles. As the supply in India is 220 volt 3 phase 50 cycles a suitable transformer or a converter has to be used to run the machine. Some of the transformer and generators which will have to run at 50 cycles instead of 60 cycles due to the local frequency standard have to be tested for performance at the reduced frequency. In some cases the transformer may have to be changed or a suitable tapping provided to get the voltage needed. Since the coils of the main magnet, the deflection magnet and the focussing magnets are quite old financial commitment should be kept in mind, in case during testing any of them, the need to repair or change develops. The control system has to be rewired. No request has been made for the heat exchangers. Since the magnet and R.F. system are likely to consume about 50 K.W. this heat has to be removed by water cooling. If the University can assure the supply of water no heat exchange may be needed. However, pumps may be required to get adequate pressure.

Regarding the building there is no suitable place near the Physics Building to construct a building above the ground level. The decision to have a basement building is the only alternative. There is no inclusion in the cost estimates for air conditioning. Air-conditioning is a must since there is no possibility of having ventilation. This extra cost has to be added

to the existing building estimate. There is very little possibility of reducing the floor area from the proposed one. Marginal reduction is possible if some space is made available in the Physics Department itself for staff.

* * *

It would be difficult to say what components will be required until a detailed report of any damage is available but it would appear that this will not involve a very large amount. At a stage when a building is nearing completion and the installation has started, another examination of the requirement for its utilisation must be done by a suitable Committee. At the present stage, it is a little too early to consider these requirements."

2.48. Explaining the present position regarding installation of the equipment at Chandigarh, the U.G.C. in a note stated: "The University has now intimated that most of the preliminary tests recommended by the Visiting Committee have been carried out and the machine is found in good condition. The University is proposing to complete the construction work for housing Cyclotron machine. According to the schedule drawn up by the University the Cyclotron is proposed to be installed in the new building by May-June, 1971 and put into operation by autumn of 1971."

2.49. The Committee enquired as to how Rs. 1.71 lakhs paid to the Kurukshetra University had been utilised? The witness stated that the money was spent on freight for bringing the machine from Rochester to India. Another Rs. 10,000 were paid for carrying the machine from Kurukshetra to Chandigarh.

2.50. Asked how much money had been paid to the Punjab University, the Secretary, U.G.C. stated: "so far, we have paid Rs. 50,000. The staff has not yet been appointed."

2.51. The Committee enquired about the total estimated cost of the scheme, the witness stated: "Other than what we have already paid to the University, we expect it will be about Rs. 3.45 lakhs plus another Rs. 50,000 for testing, say, about Rs. 4 lakhs and about Rs. 45,000 as recurring expenditure. In addition the Commission has sanctioned Rs. 3,64,000 for equipment."

2.52. In a subsequent note furnished to the Committee the University Grants Commission have furnished the following data regarding approximate value of spare parts and components required for the installation of the machine :—

<i>Type of Parts</i>	<i>Value</i>
(i) Equipment for testing the machine during installation,	Rs. 1,25,000
(ii) Components for installation,	Rs. 1,05,000
(iii) Spares for normal consumption or in case of failures,	Rs. 32,000
(iv) Renovation of machine.	Rs. 10,000

2.53. The Committee enquired as to what the programme was and how the machine was proposed to be utilized. The Secretary, U.G.C. stated: "It will be used for research and training in nuclear physics."

2.54. In a written note furnished to the Committee subsequently, the University Grants Commission stated that "the machine will be used primarily for Research in Nuclear Physics. The testing of the machine will be completed by summer, 1971, by which time the building under construction will be completed. We expect to obtain the beam by winter 1971—when the actual experiments will start. The actual plan of experiments will be decided somewhat later. But broadly speaking they will be concerned with the following fields :—

- (i) X-rays spectroscopy from (p, x) reactions.
- (ii) Fast neutron spectroscopy.
- (iii) He³—induced Reactions.
- (iv) (d, p) direct reactions.
- (v) Implantation and hyperfine structure experiments in Solid State Physics."

2.55. The construction of the new building of the machine has been started. It will be completed by July, 1971. In the meantime we will test all the major components of the machine. We will shift the machine in new building in July/August, 1971; and under the present schedule we very much hope to get the beam out by December, 1971."

2.56. In a written note the Ministry stated that while accepting the proposal for the transfer of the cyclotron to Chandigarh, the syndicate of the Punjab University in its meeting held on 16-2-1969 had resolved as under :—

- (i) That there will be an Advisory Committee consisting of :—
 1. The Vice-Chancellor, Punjab University.
 2. The Vice-Chancellor, Kurukshetra University.
 3. The Head of the Department of Physics, Punjab University, who will be also be the Secretary of this Committee.
 4. A representative of the University Grants Commission.
 5. The Head of the Physics Department of the Kurukshetra University; or a representative of Kurukshetra University.

To start with Shri D. C. Verma, Vice-Chancellor of Kurukshetra University, shall be its Chairman.

- (ii) That the functions of the Advisory Committee shall be as follows :—
 1. To find ways and means of cooperation between the Universities for the installation of the machine and its use.
 2. To lay down priority, whenever feasible, for research workers of the Kurukshetra University in the use of this machine.
 3. To make proposals to the U.G.C. about the financial and technical requirements of the Cyclotron Project.

4. To make proposals to other bodies for the grant of financial and technical assistance.
5. To review the progress of the project from time to time.

2.57. The Committee feel that there has been avoidable delay in the installation of the Cyclotron which was obtained for training of scholars in the specialized field of Physics. The proposal for this project was put up for approval in July, 1965 and it was accepted by the U.G.C. in October, 1965. The machine was imported in May, 1967 but no action was taken to get it installed till the end of 1967. Thereafter the teacher who was to operate this sophisticated instrument joined Punjab University and this delayed the project further.

2.58. The Committee note that most of the preliminary tests recommended by the Visiting Committee have been carried out and the machine is found in good condition. The construction of the building and final testing of the equipment are stated to be in progress. These should be expeditiously completed and the actual experiments on research in Nuclear Physics for which this Cyclotron is meant started without further loss of time. According to the teacher who is to work on it "it is an old machine and must be assembled very shortly if it is not to become completely outdated and unfit for nuclear research."

Grants for Tagore chairs and lectures

Audit Paragraph

2.59. In February 1960 the Commission approved (i) establishment of Tagore chairs (in Indian culture or fine arts) and (ii) organisation of Tagore lectures in various universities, each costing Rs. 4 lakhs and Rs. 0.25 lakh respectively, the expenditure being shared by the Commission and the universities in the ratio of 3 : 1. During 1960-61 and 1961-62, the Commission paid Rs. 27 lakhs to nine universities for establishment of chairs and Rs. 1.13 lakhs to six universities for arranging lectures. The Commission's grants together with the universities' share were required to be invested in fixed deposit or Government securities, the interest thereon being utilised for establishment of the chairs and arranging the lectures.

2.60. One university which was paid Rs. 3 lakhs in 1961 has not established any chair so far (December 1969). Two universities to which Rs. 6 lakhs were paid were subsequently allowed to utilise the interest earned out of the grants for other purposes—one for construction of a museum building for the Department of Ancient Indian History, Culture and Archaeology and the other for establishment of a Department of Foreign Languages and Linguistics. Out of the remaining six universities (which established the chairs etc.), three have not rendered any account, indicating the quantum of their matching contribution, manner of investment of the Commission's grants and their own share, interest earned on such investments and the expenditure incurred therefrom from time to time after March 1964.

[Paragraph 89, Audit Report (Civil), 1970].

2.61. From the information furnished by the Ministry of Education and Youth Services, it has been observed that the following circular letter was issued by the University Grants Commission in January, 1960 to the Registrars of Universities in India.

“To commemorate the Centenary of the birth of Rabindranath Tagore it is proposed by the Rabindranath Tagore Centenary Committee that Chairs in Indian Culture of Fine Arts may be set up in some selected Indian universities. These Chairs may be called Tagore chairs. Appointments to these chairs may be for a period of two to three years. Eminent scholars, Indian or foreign, may be invited to occupy these chairs. The Lectures delivered by the Professors concerned may in due course form the basis of books to be published.

2. It is estimated that the establishment of a Chair would require an endowment of about Rs. 3 lakhs. It is suggested that this amount may be found jointly by the University, the University Grants Commission and the Rabindranath Tagore Centenary Committee. You are requested to inform the University Grants Commission whether your university would be interested in the institution of a Tagore Chair, and, if so, what contribution the University will be able to make towards its establishment. Details regarding terms and conditions of appointments to this Chair may be worked out later.”

2.62. The Ministry of Education and Youth Services have stated in their note that Tagore Chairs were established in the following nine Universities in the year mentioned against each :

Name of the University	Year of Establishment of Tagore chair
1. Punjab University	1962-63
2. M. S. University of Baroda	1963-64
3. Kerala University	1963-64
4. Madras University	1963-64
5. Calcutta University	1963-64
6. Bombay University	—
7. Nagpur University	—
8. Rajasthan University	1962-63
9. Saugar University	1963-64

2.63. The note further indicates that the following persons occupied the Tagore Chairs in the various Universities for the periods mentioned against each :—

Name of the Universities	Name of the persons who occupied the Chairs	Period
1. Punjab University	Dr. Mulk Raj Anand	1962-63
2. M. S. University of Baroda	(i) Prof. H. D. Sankalia	1963-64
	(ii) Dr. W. N. Brown	1965-66
	(iii) Dr. N. Ranjan Ray	1966-67
	(iv) Dr. B. K. Thapar	1966-67
3. Kerala	Dr. Nihar Ranjan Ray	1963-64
4. Madras	(i) Dr. Amiya Chakravarty	1963-64
	(ii) Sh. K. Chandrasekaran	1966-67
	(iii) Dr. P. Nagaraja Rao	1968-69
	(iv) Dr. T. N. Ramachandran	1969-70
5. Calcutta	(i) Sh. Pramathanath Bisi	1963-64
	(ii) Dr. Asuthosh Bhattacharya	1967-68
6. Bombay	—	
7. Nagpur	—	
8. Rajasthan	Dr. G. C. Pande	1962-63
9. Saugar	Shri K. D. Bajpai	1963-64

2.64. The note also states that "Tagore lectures were organised by the Universities of Annamalai, Poona, Marathwada and Gujarat. Replies from the universities of Allahabad and Mysore were awaited."

2.65. From the correspondence containing the original proposals received by University Grants Commission from the Universities, the Committee note that the scales of pay and honorarium offered to the occupants of Tagore Chairs and to the incumbents for delivering Tagore lectures were not uniform in the various universities. The Following Table shows the different scales offered by some of the universities :

Name of University	Scale of Pay for Tagore Chair	Honorarium for Tagore lectures
Punjab	Rs. 1500 plus Rent free house.	—
Rajasthan Baroda	Rs. 1200	—
Saugar	Rs. 1000-50-1500	Rs. 2000 (for 20 lectures plus three first class railway fares for each trip)
Poona	—	Rs. 500+Rs. 250 T.A. (For a minimum of 3 lectures and maximum 6)
Ahmedabad	—	Not exceeding Rs. 900.
Allahabad	—	Rs. 1000 (for at least 4 lectures)
Marathwada	—	Rs. 500 (for three lectures).

2.66. During evidence, the Committee enquired whether for the establishment of a Tagore Chair, an endowment of about Rs. 3 lakhs was considered necessary and the amount was to be found jointly by the University, University Grants Commission and Rabindra Nath Tagore Centenary Committee. If it was so, was any contribution made by the Rabindra Nath Tagore Centenary Committee.

2.67. The Secretary, University Grants Commission, stated that no contribution was made by the Centenary Committee and "from the papers that are available with me at the moment I do not find any such commitment."

2.68. The witness added "I have a copy of the proceedings of the Centenary Celebrations Committee. In a letter issued to the Vice Chancellors it was suggested that there may be study groups, lectures, cultural programmes and other various cultural activities. It has been suggested that some major Universities may establish Tagore Chairs on Indian Literature on a tenure basis for 2-3 years. It was suggested that the U.G.C. may help the Universities and some funds may also be given by the Central Centenary Fund. This was in the minutes of the Committee but this point was not pressed with the Centenary Celebrations Committee."

2.69. From the correspondence that passed between the U.G.C. and Nagpur University, the Committee note that Nagpur University had received Rs. 15,000 from the State Tagore Centenary Committee, Bombay.

2.70. The Committee were told that "one scheme is creation of chairs. The other is institution of lectures, not posts of lecturers. Under this, distinguished persons are invited to deliver a series of lectures, for which they are paid honorarium. The endowment was Rs. 4 lakhs for the chairs and Rs. 25,000 for lectures."

2.71. Asked why U.G.C.'s contribution was increased from Rs. 2 lakhs to Rs. 3 lakhs, the witness stated: "Because the return on Rs. 3 lakhs endowment was not enough to get a full time professor." The witness added: "Partly the scales were expected to be revised. Secondly, it was thought that a lump sum could be given to the professor, but later on it was found in the discussion with the Universities that a regular scale has to be given, and sometimes a higher initial start, which will not be covered by the return on the money."

2.72. In reply to a question whether any lectures were published in book form the witness replied in the negative.

2.73. In reply to another question whether the Universities of Calcutta, Kerala and Rajasthan had rendered their accounts, the representative of the Ministry of Education stated: "Calcutta has sent the accounts upto 1968-69. Kerala has sent the accounts upto 1966-67. Rajasthan has not sent the accounts." When asked what steps were taken by the U.G.C. if accounts were not made available by the Universities, the Secretary, U.G.C. stated that

“we ask them at the personal level and at the level of the Vice Chancellors to render the accounts.”

2.74. When the Committee pointed out that even ten years after the Centenary Year was over, the Chairs had not been established and this was not the way to pay homage to Gurudev Rabindra Nath Tagore, the Secretary, University Grants Commission, stated : “As far as the programme are concerned, it is normally the very high level committee which is concerned with the celebrations and they approve the programme. So the establishment of these chairs and the giving of these lectures was part of the programme approved by the Committee and you have very rightly said that it is hardly a tribute to the great poet by accepting a programme which is in his name and not implemented for the last ten years. We will now see that the programme is implemented speedily.

2.75. The Committee are unhappy to note that the management and administration of the programme of establishment of Tagore Chairs and organisation of Tagore lectures in certain Universities in commemoration of the Centenary of the birth of Rabindra Nath Tagore leaves much to be desired. They are distressed to learn that although Tagore Chairs were instituted in some Universities as early as in 1962-63, they have implemented the scheme half-heartedly with the result that either the Chairs have remained vacant for some years or the grants have been utilized for some other purpose. It is also unfortunate that some of the Universities have not rendered any account of the expenditure incurred on the scheme while others have rendered only incomplete accounts. It is strange that the U.G.C. do not themselves know whether any contribution has been made towards this scheme by the Tagore Centenary Committee although in the very first letter dated January '60 written by the U.G.C. to the universities, it has been stated that the money for the scheme would be found jointly by the University, U.G.C. and the Tagore Centenary Committee. The Committee cannot help feeling that having sponsored the scheme, the U.G.C. were not watchful to see that it was being implemented on right lines and the grants were utilized for the right purpose. The Committee have no doubt that the Scheme has languished for lack of attention and policy direction on the part of U.G.C. They trust that necessary follow up actions would now be taken to see that Scheme is implemented in letter and spirit.

CHAPTER III

COUNCIL OF SCIENTIFIC AND INDUSTRIAL RESEARCH

Installation and maintenance of wind mills

Audit Paragraph

3.1. In March 1961 the Governing Body of the Council approved a scheme of the National Aeronautical Laboratory, Bangalore for installation, by February, 1966, of 200 wind mills (estimated cost Rs. 14.49 lakhs) in various villages for gaining experience on their operation and maintenance and popularising their use for drinking water and minor irrigation purposes.

3.2. Upto October, 1963 ninety-seven wind mills were got fabricated from private and public enterprises at a cost of Rs. 2.84 lakhs. Of them, fifty-eight wind mills were installed in villages (in Mysore, Maharashtra, Tamil Nadu, Gujarat, West Bengal etc.), ten were handed over to Defence department and one was installed in the Mechanical Research and Development Organisation, Ludhiana. The remaining twenty-eight wind mills and connected equipment costing Rs. 1.87 lakhs are lying unassembled in the Laboratory (December, 1969).

3.3. In September, 1963 the Executive Council of the Laboratory felt that while the development and designing of the wind mills and research on wind power should form part of the activities of the Laboratory, manufacture and erection of wind mills in the villages could be entrusted to other agencies. As a result, fabrication of the remaining wind mills was stopped from October, 1963 and maintenance of those installed in the villages from February, 1966.

3.4. The Council decided in November, 1969 that the wind mills handled by defence organisations and panchayats should be made over to those organisations and that where the wind mills are located in private places, the parties should be contacted and efforts made to sell the wind mills to them at depreciated prices. Implementation of this decision is awaited (December, 1969).

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[Paragraph 82, Audit Report (Civil), 1970]

3.5. In a note furnished to the Committee by the Council of Scientific and Industrial Research, it has been stated : "On the following dates and at

the following places wind mills were installed by the Wind Power Division of National Aeronautical Laboratory :

Sl. No.	Place of installation	Date of installation	Installation charges	Remarks
1	2	3	4	5
			Rs.	
1.	Chick Jogihalli	March 1962	644.77	
2.	Varthur	March 1963	408.00	
3.	Tippasandra	Dec. 1962	314.50	
4.	Valai	Mar/April' 63	158.96	
5.	Gangothi	Dec. 1961	178.00	
6.	Jambhulni	April 1961	521.75	
7.	Palasvadi	Feb. 1965	200.00	
8.	Shivakote	March 1964	229.00	
9.	Shanubhoganahalli	Nov. 1963	231.00	
10.	Kaggalipura	Aug. 1963	147.00	
11.	Hulnasu	Sept. 1963	209.00	
12.	Bilakahalli	Sept. 1963	127.00	
13.	Kaval Byrasandra	Jan. 1963	205.00	
14.	Anekal	Oct. 1964	72.00	
15.	Arehalli	April, 1963	223.00	
16.	Belathur	Nov. 1963	143.75	
17.	Doddanekkundi	May, 1963	204.00	
18.	Mudalgi	Feb. 1966	325.00	
19.	Heggondanahalli	Feb. 1963	7.00	
20.	Hessaraghatta	Jan. 1963	46.00	
21.	Gunjur	Feb. 1963	192.00	
22.	Chicka Banavara	April, 1963	155.00	
23.	Kodimanchanahalli	May, 1962		Dept. CIMPO
24.	Sirakki	May, 1963	228.00	
25.	Dorasanipalya	Sept. 1963	212.00	
26.	Siddaganga	Nov. 1963	50.00	
27.	Kengeri	Aug. 1965	93.00	
28.	Ramaswamy Palya	July, 1963	233.00	
29.	Banasvadi	July, 1963	93.00	

1	2	3	4	5
			Rs.	
30.	Arabhavi	June, 1963	398.53	
31.	Mandya	Dec. 1963	349.35	
32.	Madras I. I. T.	July, 1963		Institute
33.	Madras I. I. T.	July, 1963		Do.
34.	Madras (Highways Research Station)	July, 1963		Do.
35.	Tiruvanmiyur	April, 1964	These installations were carried out by Highways Research Station, Madras.	
36.	Gummidipundi	July, 1964		
37.	A dugodi	Dec. 1964		Nil
38.	Dadanpatra	May, 1964	Nil	
39.	Malpura	May, 1966	Nil	
40.	Sagawadi (Bhavanagar)	Jan. 1964	Nil	
41.	Kangayam	March 1966	Nil	
42.	I. I. T. Kharagpur	May, 1964	Nil	
43.	I.I.T. Kharagpur	May, 1964	Nil	
44.	Bhavanagar (CSMCRI)	Dec./Jan. '63-64	Nil	
45.	Tiruvanur	June, 1966	These installations were carried out by Director of Agriculture, Madras.	
46.	Uchipulli	June, 1966		
47.	Secunderabad	March, 1966	Installation was carried out by Principal, School of Telecommunications Engg., Secunderabad.	
48.	Ponnani	April, 1964	438.83	
49.	Ludhiana (MERDO)	April, 1968	Nil	
50.	Pillaganahalli	Feb. 1963	154.00	
51.	Madivala	Aug. 1963	220.00	
52.	Bangalore (VITM)	June, 1967	Installation was carried out by V.I. T.M.	
53.	Bangalore (Lal Bags)	Nov. 1962	233.00	
54.	Leh	March, 1965	These installations were carried out by the Deputy Commissioner, Laddakh, Leh.	
55.	Leh	March, 1965		

1	2	3	4	5
56.	Bhuvaneswar	Nov. 1963		Installation charges were to be borne by the Defence authorities.
57.	Bhuvaneswar	Nov. 1963		
58.	Mho	March, 1964		
59.	Kirkee	March, 1964		
60.	Belgaum	March 1964		
61.	Bangalore	Feb. 1964		
62.	Bangalore	Feb. 1964		
63.	Bangalore	July, 1964		
64.	Bangalore	July, 1964		
65.	Agra	July, 1964		
66.	Ethiopia	Sept. 1964		Donation by NAL
67.	Allahabad	Sept. 1966		Installation was carried out by Principal, Agricultural College, Allahabad.
68.	Ghattu (Madanapalli)	Jan. 1968		Installation was carried out by the Gram Panchayat, Madanapalli.
69.	Murugesh Pallya (Kodihalli)	Dec. 1961	Rs. 500.00	Borne by NAL

From the date of installation upto about the time of formally winding up this activity as per the directive of the Executive Council of the Laboratory, the wind mills were operating. This date is about February, 1966. The Laboratory does not have any information about this activity beyond this date as already mentioned to the Public Accounts Committee.

The cost of installing these windmills is also given above. The cost variations were due to several reasons, such as, changing cost of foundations and availability of free labour, etc.

3.6. Giving the back ground of the scheme, the Director General Council of Scientific and Industrial Research, during evidence stated : "The history of this development is that Dr. Neelankantan, a very experienced scientist, who had worked on several related subjects, had submitted a research scheme. He thought that in many of the coastal and other areas this power could be profitably utilised and he wanted to do some development work, collect some data and do some designing work also to suit the areas. It started as a research scheme and when some data was available to him, the idea of building a few wind mills was made. Finally some design was worked out and about 100 wind mills were made. I think some of them were distributed

to some organisations. That is how the whole thing started. It will be difficult for me to say, in view of Dr. Neelankantan having expired about ten years ago, what experience he had, but he was a very experienced scientist and had done work in power utilisation."

3.7. The Committee enquired whether Dr. Neelankantan had conducted any experiments on wind mills. The Director, National Aeronautical Laboratory, Bangalore, stated: "the first task that was undertaken was to obtain the structure of wind velocity in the country to find out if it was feasible to establish wind mills for generation of power either to pump water or generate electricity in those areas where it was very difficult to put up electric power lines or where pumping resources were not easily obtained. The laboratory undertook a survey of 200 stations in association with the Indian Meteorological Department and on the basis of it they were able to establish a wind velocity map of India which showed that in most parts of the country the prevailing winds were definitely about five kilo metres per hour and that they could be as high as 20 under normal circumstances. The laboratory adopted a wind mill presumably made abroad and developed two types known as WP-1 and WP-2. These were established in sixty different localities in the country and they had been found to be fairly successful. . . . "The Executive Council at its meeting held in September, 1963 came to the conclusion that the technical feasibility for power generation or pumping water had been more than adequately established and such the manufacturing programme and subsequent erection, maintenance etc., should be undertake by other organisations. The Executive Council felt that the large scale production of these wind mills should not be the responsibility of the laboratory. Their responsibility should be to undertake research and development and show technical feasibility by establishing them in various places and show that it was a practicable proposition."

3.8. The Committee were informed that there was no running cost for a wind mill but the capital cost was high. A wind mill would last for 15 to 20 years provided it was not hit by a typhoon and it was maintained by painting the metallic surface to protect it from rusting. It was further stated that the laboratory was maintaining the wind mills till about February, 1966. The Committee were informed later that there was no specific operational and maintenance expenditure that can be allotted to the wind mill operations since the Laboratory's Wind Power Division staff responded to any operational and maintenance problems reported by the various places of installation. The actual cost of materials towards maintenance was negligible. Generally, seven litres of lubricating oil costing about Rs. 12/- was required about once a year. The primary cost involved therefore was only towards the transportation of such maintenance staff of the Wind Power Division as were required to repair the wind mill from time to time.

3.9. Asked how many of the 58 wind mills which were installed were working, the Director, National Aeronautical Laboratory, Bangalore, stated:

"a reasonable number is working, but I will not be able to give you a precise answer because they have been established in various parts of the country and we have no knowledge of their present stage."

3.10. In a subsequent note furnished to the Committee, the Council of Scientific and Industrial Research stated: ".....the wind mills were working quite satisfactorily during the period the Laboratory was concerned with their operation and maintenance (i.e. up to February 1966). The water pumped from these wind mills was primarily used for drinking purposes. Any extra water that was available was utilized by the villagers as they considered appropriate such as for vegetable gardens, etc. The exception to this was the 3 windmills (one in IIT, Kharagpur and two in IIT, Madras) which were installed for demonstration purposes. One windmill was installed in Hesarghatta Government Farm for agricultural purposes. During the period we had control over the windmills, they were performing satisfactorily. Except in cases where we were informed of minor maintenance problems, we are not aware of any failures of the windmills.

Windmill machineries being very simple in construction and flexible in transportation make it probably the simplest and most inexpensive prime mover of the world. Inefficiency and losses of the machine need not play important roles in its design as long as the capital cost of the plant is kept low. To provide power on the spot to local load centres of widely distributed villages and vast tracts of remote regions in India, windmills are most economic investment. The wind offers itself as an inexhaustible source of energy free of charge (compared to electricity, diesel/kerosene/petrol, thermal source of energy) and needs no carrier for transportation. And unlike other sources of energy its utilisation in no way abates its present or future availability at the local load centres.

* * * * *

Windmills are primarily used only in areas where other forms of power are not available or are too expensive. As such it would not be meaningful to compare windpower with other forms of power. If other forms of power are available cheaply one should not put windmills for power generation or pumping purposes. It is only when other forms of power are not available or are too expensive one should plan to establish windmill, the degree of its dependability then being dependent on the wind velocity as already stated."

3.11. When the Committee expressed doubt about the practical utility of the scheme although the technical feasibility had been established, the Director, National Aeronautical Laboratory, Bangalore stated: "Much depends upon financial considerations. At the time we started fabrication this mill cost Rs. 2850 and in the final phase it came to Rs. 3500. This is a question which worried me also personally. It is nine times the per capital income of a person here. If the question is asked whether a single villager can afford to install a windmill, obviously the answer is no. There may be a few individual farmers who can afford it, but punchayats can buy these mills for generation of power and for storage of water."

3.12. Asked whether the panchayats were approached to buy those wind mills, the witness replied in the negative.

3.13. As regards the 10 windmills handled by the Defence Department, the Committee were told that the Defence authorities were asked to give their experience but there had been no response from them.

3.14. The Committee enquired about the steps taken to make the windmills popular and desired to know which organisation was responsible for achieving that objective. The Director General, Council of Scientific and Industrial Research, stated that he would not say that it was not the responsibility of Council of Scientific and Industrial Research. In fact the responsibility lay on everybody. Perhaps the Laboratory which established its technical feasibility were of the opinion that the windmill was not popular because of the price factor which ranged between Rs. 3000 to Rs. 4000. Although the wind mill had been developed but the promotional part of the work remained to be done because in many areas where power was not available, it could be made use of. The witness added that 60 to 70 wind mills were installed at various places with the object of doing some promotional work. However, he admitted that, so far, the object had not been achieved.

3.15. After establishing the technical feasibility of any project if the economic feasibility was not established the entire effort would go waste. As such the Committee enquired which particular organisation should be responsible for making an economic feasibility report on the installation of a wind mill. The Director General, Council of Scientific and Industrial Research stated: "A scientific idea may be very attractive, but when it comes to utilisation, the technical feasibility should be the first to be established. Then economic feasibility comes. There may be 100 good scientific ideas and perhaps 90 of them may not be technically and economically feasible. But to get at those 10 feasible ideas, we have to work all those ideas. A technically feasible idea may not be economically feasible, there has to be an organisation which takes it further to the people from the stage of development. I think the National Research Development Corporation, which organisation is at present under the Ministry of Education, should be the place to make a proper assessment.

3.16. In reply to a question as to how many windmills were actually sold and for what amount, the representative of the Council stated: "The decision of the Executive Council was that those windmills which were put in public places may be gifted to those public places. These are either Government organisations or village panchayats and bodies like that. Only one windmill was located in a private place. The estimated cost of that windmill was Rs. 3,500. On the basis of 15 per cent for depreciation, a bill for Rs. 1,608 and a few paise was sent to them. They gave a deposit of Rs. 500 at the time when the windmill was established, and a bill has recently been

sent to them for the balance of Rs. 1,008 and a few paise. Only one windmill was, therefore, actually put up for sale. No windmill was given to any individual. All these were given to village panchayats and educational institutions and research laboratories and so on. Only one windmill was put up for a private party and they have been given a bill for about Rs. 1,508 on the basis of 15 per cent depreciation."

3.17. Regarding the 28 windmills which were lying unassembled, the Director, NAL, Bangalore felt that it would be desirable to retain some of those equipments for our laboratories. For instance the Central Water & Power Commission wanted us to supply more instruments for them for measurement of wind velocity, vibration etc. I felt that this kind of requests will come to us in future also and therefore, I retained some of the equipment. The rest of it was auctioned as scrap for Rs. 13,000."

3.18. The Committee are distressed to find that a research scheme developed in a CSIR laboratory—National Aeronautic Laboratory, Bangalore—was allowed to languish because the process developed could not be successfully evolved for commercial exploitation. Having developed the windmill and established its technical feasibility the SCIR should have passed the process to the National Research Development Corporation for further exploitation. The Committee in this connection would like to invite attention to the observations made by the Estimates Committee (1965-66) in their hundred and Third Report—CSIR on National Physical Laboratories of CSIR :—

"The Committee feel that the responsibility for ensuring expeditious commercial exploitation of the processes, as soon as they are successfully developed at the Laboratory, devolves both on the Laboratory itself and the National Research Development Corporation whose main aim is "to develop and exploit in the public interest, for profit or otherwise, inventions, whether patentable or otherwise including technical and engineering 'know-how' of processes developed by the C.S.I.R. laboratories." Research and development are continuous processes; and therefore the Laboratory should not remain in seclusion after successful completion of processes but should also maintain closest links with National Research Development Corporation and the Director General Technical Development to see that successful processes are being fully exploited for the benefit of the country. The Committee suggest that the successful processes should be widely published to stimulate interest of industrialists and users."

3.19. Had the CSIR maintained coordination with the NRDC and handed over the prototype of the windmill to the Corporation there was no need for the laboratory to manufacture as many as hundred numbers of the windmills at an uneconomical rate. In view of the fact that a considerable amount of time, labour and money have been invested in this scheme, the

Committee consider that it should be reviewed in consultation with the Central Water & Power Commission and Indian Council of Agricultural Research and handed over, if found, feasible, to the NRDC with the object of doing promotion work and popularising its usage in the countryside particularly in the coastal and desert areas.

NEW DELHI;
July 30, 1971
Sravana 8, 1893 (Saka)

ERA SEZHIYAN,
Chairman,
Public Accounts Committee.

APPENDIX I

(Ref. Para 1.16 of the Report)

Statement showing the enrolment in the Rural Institutes in 1970-71

Name of the Institute	Courses offered	Enrolment in 1970-71 (Dec. 1970)
(1)	(2)	(3)
1. Gandhigram Rural Institute, Madurai.	(i) Sanitary Inspectors Course	50
	(ii) Agricultural Science Course	97
	(iii) Advanced course for Health Inspectors	25
	(iv) Rural Services Diploma Course	215
	(v) Post Diploma Course in Rural Sociology and Community Development	27
	(vi) Preparatory Course	101
		515
2. Jamia Rural Institute, New Delhi.	Civil & Rural Engg. Course	84
3. Vidya Bhawan Rural Institute, Udaipur.	(i) Civil and Rural Engg. Course	68
	(ii) 3-Year Degree Course in Arts	51
	(iii) 3-Year Degree Course in Science	155
	(iv) M.A. (Rural Sociology)	7
	(v) Preparatory Course	—
		281

1	2	3	4
4. Rural Institute of Higher Studies Birouli (Bihar)	(i) Rural Services Diploma Course	268	
	(ii) Preparatory Course	53	
		321	
5. Balwant Vidyapeeth Rural Institute, Bichpuri Agra	(i) Rural Services Diploma Course	72	
	(ii) Rural Services Diploma Course	45	
	(iii) Post-Diploma Course	8	
		125	
6. Lok Bharti Rural Institute, Sanosara (Gujarat)	Agricultural Science Course	24	
7. Sri Ramakrishna Mission Vidyalyaya Rural Institute, Coimbatore Distt. (Tamil Nadu)	(i) Agricultural Course	128	
	(ii) Civil and Rural Engg. Course	59	
	(iii) Rural Services Diploma Course	165	
	(iv) Post-Diploma Course in Rural Eco. & Co-operation	25	
	(v) Preparatory Course	38	
		415	
8. Karmaveer Hire Rural Institute, Gargoti (Maharashtra)	(i) Civil & Rural Engg. Course	53	
	(ii) Rural Services Diploma Course	106	
	(iii) Education Course	54	
	(iv) Preparatory Course	98	
		311	
9. Rural Institute, Amravati (Maharashtra)	(i) Agricultural Science Course	114	
	(ii) Civil and & Rural Engg. Course	55	

1	2	3
	(iii) Rural Services Diploma Course	194
	(iv) Preparatory Course	74
		437
10. Kasturba Rural Institute, Rajpura (Punjab)	(i) Rural Services Dip- Course	153
	(ii) M.A. (Rural Socio- logy Community Psy- chology (Pre.))	11
	(iii) Post Diploma in Ru- ral Sociolgy & Com- munity Psychology (Final)	10
	(iv) Preparatory Course	39
	(v) B.A. (Part I)	68
		281
11. Rural Institute Wardha (Maharathra)	(i) Agricultural Science Course	59
	(ii) Civil & Rural Engg. Course	41
	(iii) Rural Services Dip- loma Course	56
	(iv) Pre-University Course	54
		210
12. Rural Institute, Hanu- manavatti (Mysore)	(i) Rural Services Dip- loma Course	53
	(ii) Civil & Rural Engg. Course	11
	(iii) Preparatory Course	34
		98
13. Kasturbagram Rural Institute, Indore, (M.P.)	(i) Rural Services Dip- loma Course	107
	(ii) Preparatory Course	—
		107

1	2	3	4	5
14. Rural Institute, Tavanur (Kerala)	(i) Sanitary Inspectors Course		30	
	(ii) Civil & Rural Engg. Course		64	
	(iii) Rural Services Dip- loma Course		172	
	(iv) Agricultural Science Course ^m		49	
	(v) Preparatory Course		197	
			512	
		Grand TOTAL	3721	

APPENDIX II

(Ref : Para 1.20 of the Report)

Extract from Minutes of 16th Meeting of the National Council for Rural Higher Education held on the 22th December, 1970

The Council noted that since its last meeting, the Institutes at Indore, Rajpura and Wardha had been affiliated to neighbouring universities. Further, the institutions at Amravati, Bichpuri, Gargoti and Tavanur were negotiating with the neighbouring universities to get affiliated to them, and it was hoped that the affiliation would be granted to them during the course of the next years. The Institute at Sanosara had decided to discontinue this year admissions to the Agricultural Science Course (the only course offered by it). Taking into account the fact that the Rural Institute at Jamia had previously merged with the parent institution and the Institute at Udaipur had already been affiliated to a neighbouring university, there were only four Institutions left which had either not been affiliated or in respect of which, negotiations for affiliation had not been undertaken yet, namely, the Institutes at Hanumanamatti, Birouli, Coimbatore and Gandhigram.

Having regard to the present state of development of the Institute at Hanumanamatti, the Council expressed the view that it would be in its interest to arrange for the affiliation of the Institute to a neighbouring university. The Council suggested that the Institute may be inspected and negotiations may be held with the authorities of the Institute and the State Government for achieving this end.

In so far as the Institute at Birouli is concerned, it was revealed during the course of the discussions that a new agricultural university was being set up in Bihar. The Council suggested that the matter may be discussed with the Government of Bihar which was sharing the expenditure on the Institute with the Central Government to explore the possibility of its being affiliated to the proposed new agricultural university; failing this, the Institute may be affiliated to an existing neighbouring university.

The Council noted that the Institute at Coimbatore and Gandhigram were doing quite well and the authorities of the former had not yet decided whether they would like to get the Institute affiliated to a University. On the other hand, the management of the Gandhigram Institute had taken a clear decision that it would not be affiliated to any university.

The question of assistance to the Institutes, which are doing well according to the norms laid down by the National Council and which may not be affiliated to neighbouring universities, was raised by the Director of the

Gandhigram Institute. It was stated that no decision had been taken that the Central Assistance would be limited to any particular period in the case of such institutions. In so far as the institutions affiliated to universities are concerned, it had been decided to limit the assistance to a period of five years, but not beyond 31st March, 1976.

The question of approval of the Master Plan was then discussed. It was stated that in view of the altered situation in which most of the institutions would get affiliated to universities, it was no longer necessary to proceed further with the approval of the Master Plan previously drawn up by the National Council. Proposals may be sent by the institutions for their development and these will be examined on the individual merits.

The special problem of the Sanitary Inspectors' course which is not provided for by any of the universities, was discussed. Two Rural Institutes, namely at Gandhigram and Tavanur are running such courses. In the case of Tavanur Institute, it was suggested that in the negotiations with the agricultural university to be established in Kerala, which are still being carried on, an effort may be made to get the university to make provision for this course. In so far as Gandhigram is concerned, since it is functioning as an independent institution under the aegis of the National Council, the problem did not arise.

It was suggested by a member that the revised scales approved by the Central Government for teachers of DRS Course should be made effective from April 1, 1966 the date on which the revised scales of the UGC were implemented in the affiliated colleges. It was explained that since this was not a part of the scheme introduced by the Central Government in the affiliated colleges, this was not possible. The revised scales can only take effect in the Rural Institutes from July 1, 1970, the date on which they are sanctioned.

APPENDIX III

Summary of Main Conclusions/Recommendations

Sl. No.	Para No.	Ministry/Deptt. concerned	Conclusions/Recommendations.
1	2	3	4
1	1-32	Ministry of Education and Youth Services	The Committee are perturbed to observe that the admissions had decreased over the years rendering a good number of seats vacant in all the 14 Rural Institutes. In 1969-70 as many as 573 seats were vacant against the total seating capacity of 4400 bringing the percentage of vacant seats to 13 against 9 in 1966-67. The total enrolment in 1970-71 was 3721 which was even less than the total admissions of 3827 during 1969-70. This is indicative of the fact that the rural youth is not very enthusiastic about the existing Rural Institutes. Inadequate enrolment has resulted not only in high teacher pupil ratio but has also raised steeply <i>per capita</i> expenditure (1182 in 1968-69 against 932 in 1966-67). The Committee feel that the situation is unsatisfactory and calls for remedial measures to be taken early to improve the functioning of these Rural Institutes so as to make them more popular with and useful to the rural population.

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Ministry of Education
and Youth Services

The Committee note that 'Committee on Rural Institutes' in their report (October 1970) have *inter alia* recommended that 'wherever possible the Rural Institutes should become constituent units of Agricultural universities so that the resources of these Institutes could be effectively utilised for education/training purposes.' They have also recommended the introduction of short courses of a practical nature e.g. training in the use of tractors, use and maintenance of the irrigation pump sets and electric motors etc. in these institutes. The Committee find from the minutes of the 16th meeting of the National Council for Rural Higher Education that the Council have generally agreed with the recommendations of the aforesaid Committee. The Committee desire that concrete steps should be taken to implement such of the recommendations of the Committee on Rural Institutes, as have been accepted by the National Council within a timebound programme drawn up for the purpose.

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The Committee are unhappy to note that the performance of the training-cum-production centre started in March, 1961 in the Rural Institute, Udaipur has not been satisfactory. According to the Secretary, Ministry of Education the intention in starting the Production-cum-training Centre was to give some kind of incentive to the trainees or students who study in the Rural Institute but 'unfortunately, the orientation was more in terms of production rather than in terms of training and that is why it has not succeeded.' The Committee are surprised to hear that the centre remained without a technical person in charge after the first Manager had gone away. The supervisory staff and workers also had no training or experience in the use of wood working machines installed

at the Centre. The Committee note that a Review Committee set up by the Ministry of Industrial Development, Internal Trade and Company Affairs and the Randhava Committee appointed by the National Council for Rural Higher Education have examined the working of Production-cum-Training Centres at Udaipur, Amrawati and Gandhigram and have suggested measures for improvement. The Committee feel that either the Piplot Training-cum-Production Centre at Udaipur should be pressed into service to train students in productive vocation or wound up to save avoidable expenditure, the equipment and machinery being transferred to other Centres at Amrawati and Gandhigram if these can be put to productive use there.

4 1-63

Do

The Committee consider it highly imprudent on the part of Government to have agreed that the capacity of the girl's hostel should be 52 when the number of girl students actually on roll was only 4 out of the total enrolment of 277 during 1964-65, when the construction of hostel was started. The statement of the representative of the Ministry of Education and Youth Services "that the capacity was based on the trend of enrolment in the Institute" is not in consonance with the actual facts. The Committee expect authorities charged with the responsibility of taking decisions involving Government money to act with greater circumspection. Proposals for construction of buildings must be scrutinized thoroughly and critically before grants are sanctioned. Now that the hostel has been constructed, the Committee would like to know how it is proposed to utilize it to the best advantage of the students. The Committee would also like to be informed of the measures taken to ensure that such instances of avoidable expenditure on provision of hostel accommodation and other buildings do not recur.

1	2	3	4
5	1-73	Ministry of Education and Youth Services	<p>The Committee are concerned to note that the machine and workshop equipment worth Rs. 0.86 lakhs received by the Jamia Rural Institute between November, 1959 to March, 1965 could not be installed till the end of 1968 and are still lying un-utilised for want of power connection and workshop licence. The authorities should have acted with a greater sense of responsibility and urgency so that the machine procured at heavy Government expense were put to use. The Committee would like the authorities to ensure that the machines are now installed and put to use without further delay.</p>
6	1-74	Do	<p>The diesel engine purchased by the Rural Institutes Bichpuri in 1965 had not been installed by the end of 1970, due to non-completion of the building. It was admitted by the representative of the Ministry of Education during evidence that 'it was a very bad case', and that stricter watch by Government was necessary. The Committee hope that Government will learn a lesson from this mistake and take suitable steps to avoid their repetition.</p>
7	1-84	Do	<p>The Committee note that as a result of a review carried out by a Departmental Committee, the Delhi Administration have modified the scheme regarding social education and withdrawn 62 male social workers from the Community Centres as a measure of economy. They note that the surplus staff has been absorbed in other Departments. They would, however, like Government to watch the situation and ensure that the programme of adult literacy does not suffer a set back.</p>

8 1-93

Do.

The Committee are a little surprised that the Rural Broadcasting Scheme which had been started initially in 1938 was not reviewed till 1968 and no study had been carried out to assess whether it was functioning properly. They are glad to note that the Delhi Administration have implemented the recommendations of the Departmental Committee regarding the disposal of Radio sets and the connected technical staff and thereby saved a substantial amount of unnecessary expenditure to the public exchequer.

9 1-114

Do.

From the facts as revealed during evidence and written information furnished by the Ministry of Education & Youth Services, it appears that the scheme of Ministry of Defence regarding part-time courses for Defence personnel for professional examination of the Institute of Engineers India, Institute of Tele-communication Engineers, India and the Aeronautical Society of India was formulated without a detailed planning and through scrutiny. The scheme was, however, approved by the Planning Commission and the former Ministry of Scientific Research and Cultural Affairs initially for a period of 4 years from 1961-62 to 1964-65. The continuance of the Scheme was subject to a review after the end of this period. In the beginning, the Ministry of Defence erred in starting as many as 36 Centres at various Defence Establishments. At the time this Scheme was taken over by the DTTA in December, 1962 there were 28 centres. By 1968, 18 out of 28 centres had been closed down. As a result of further reviews carried out by the Ministry of Education in July-August, 1968 and December, 1969, only seven centres are now functioning. It is thus clear that before launching the same, the Ministry of Defence had only a vague idea about the scheme and its various implications.

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1-115

Ministry of Education
and Youth Services

The Committee regret to note that although the Ministry of Scientific Research and Cultural Affairs made the budget provision for the scheme, they were not aware of the performance and working of these training centres. A review of the working of the scheme was due in 1965-66 but this was not done. When asked as to why the review was not conducted as scheduled, the reply given to the Committee during evidence was that they did not have complete information about the number of candidates trained at each Centre. This shows how the Ministry were kept in the dark about the state of affairs regarding the Scheme. The annual audited accounts were not being received by the Ministry from the D.T.T.A. (Defence Technical Training Association) regularly. No action was, also, taken by the Ministry to stop further grants to the Association. The scheme had been sanctioned four years only but the Association continued to run the scheme and went on admitting fresh batches of students without getting its continuance regularised and formally approved by the Government of India.

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1-116

Do

The Committee note that against the original target of 3110 candidates only 194 candidates completed their final professional examinations from the inception of the scheme till 1965 whereas the total grant paid by the Government for implementing the scheme was of the order of Rs. 20 lakhs and more. Thus the *per capita* expenditure on training a person is much higher than in a University Engineering College even. Further there is no comparison between a University Engineering College and DTTA Training Centre. The former offers

regular curriculum with instruction not only in theory but in laboratory, workshops, drawing and design and so on while the DTTA Centre lacks these facilities. Hence the cost of training at the DTTA Centre is much too exorbitant considering the quality of training imparted to a candidate. For all these reasons the Committee is of the opinion that the Scheme has not proved a success.

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| 12 | 1-117 | Do. | The Committee note that the present only seven centres are being run by the DTTA. They need hardly stress that adequate check over the working of the Scheme should be exercised by both the Ministries of Education and Defence and the position reviewed once a year so that the Centres maintain their functional efficiency and fulfil the object for which they have been set up. |
| 13 | 1-143 | Do. | From the facts which have come to the notice of the Committee, it is evident that the four Teachers Training Institutes have not been attracting adequate number of engineers. The Committee would like Government to review the entire scheme in consultation with Engineering Institutions and State Governments and take remedial measures with a view to attract promising teachers. |
| 14 | 2-16 | Ministry of Education and Youth Services University Grants Commission | The Committee are unhappy at the halting progress of this project. It has lingered on for over a decade during which the expenditure on it has mounted to Rs. 3,55,000 (1969-70) and Rs. one lakh more was expected to be spent completing the work as against the original estimate of Rs. 1,45,000. |
| 15 | 2-17 | Do | The scheme had been approved in-December, 1959 but it took more than two years to start in January, 1962. No detailed terms and conditions nor any time limit were laid down for its completion either in the original scheme or in the sanction conveyed by U.G.C. According to the Audit para originally preparation of 3 volumes for each section had been envisaged but it was later changed to two volumes for each section. The Commission left the matter of appointment of the staff for the project entirely in the hands of the University. It was |

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later on found that the staff appointed were not quite upto the mark and did not possess the requisite academic qualifications and experience. The Committee are inclined to agree with the observations of the second Reviewing Committee set up by the U.G.C. that "that there had been lack of planning and coordination in the execution of this project from the very beginning, lack of clarity about the objectives and scope and some misunderstanding."

16

2-18

Ministry of Education
and Youth Services
University Grants
Commission

The Committee feel that closer follow up by the U.G.C. over the execution of the scheme and expenditure of the grants made by them was needed. The Commission should at least now ensure that the work is completed within the extension of two years' time sought by the University for the purpose.

17

2-34

Do.

The Committee are unhappy at the way the grants made by the University Grants Commission for the construction of a college and its science Block by the Shyam Lal Charitable Trust has been utilized. Although the formal agreement for the work in phase I was executed between the Trust and the contractor on 16-9-64, the work had actually commenced earlier during June, 1964. The Committee were informed that the college building and the science Blocks have since been completed and the college was in full swing. Yet the completion certificate in respect of the college building and the audited accounts have not been submitted. This is because no time limit for completion of the work is at the present laid down when grants are made by the University Grants Commission.

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|----|------|--|---|
| 18 | 2-35 | Ministry of Education and Youth Services--
University Grants Commission | The special audit of the accounts pertaining to the construction of the buildings at the instance of the University Grants Commission pointed out several irregularities. As suggested by the AGCR the examination of the construction of the building was carried out by the Chief Technical Examiner of the Central Vigilance Commission. The Chief Technical Examiner has made his observations on the various aspects of the whole case, e.g., absence of any written agreement between the Trust authorities on the one hand and the Contractor and the architect on the other, payment of higher rates in Phase III than in Phase I & II, no test checking of measurements of work which were recorded on unbound measurement sheets, by the architect and the other acts of omission and commission on his part and the excess payment of Rs. 32,963 on account of various reasons made to the contractor etc. |
| 19 | 2-36 | Do. | The Committee would urge that speedy action should be taken by the U.G.C. on the report of the C.T.E. They would like to be informed of the steps taken by the U.G.C. to get refund from the Trust Authorities of the excess payment made to the contractor. Suitable action should also be taken against the Architect for acts of omission and commission. |
| 20 | 2-37 | Do. | The Committee would like to impress upon U.G.C. the need to be extra careful in watching the utilisation of the grants made by them for construction of buildings and the desirability of placing time limit for completion of the buildings and furnishing of necessary certificates at the time of making the grant. |
| 21 | 2-57 | Do. | The Committee feel that there has been avoidable delay in the installation of the Cyclotron which was obtained for training of scholars in the specialized field of Physics. The proposal for this projects was put up for approval in July, 1965 and it was accepted by the U.G.C. in October, 1965. The machine was imported in May, 1967 but no action was taken to get it installed till the end of 1967. |

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Thereafter the teacher who was to operate this sophisticated instrument joined Punjab University and this delayed the project further.

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2-58

Ministry of Education
and Youth Services—
University Grants
Commission

The Committee note that most of the preliminary tests recommended by the Visiting Committee have been carried out and the machine is found in good condition. The construction of the building and final testing of the equipment are stated to be in progress. These should be expeditiously completed and the actual experiments on research in Nuclear Physics for which this Cyclotron is meant started without further loss of time. According to the teacher who is to work on it "it is an old machine and must be assembled very shortly if it is not to become completely outdated and unfit for nuclear research".

23

2-75

Do.

The Committee are unhappy to note that the management and administration of the programme of establishment of Tagore Chairs and organisation of Tagore lectures in certain Universities in commemoration of the Centenary of the birth of Rabindra Nath Tagore leaves much to be desired. They are distressed to learn that although Tagore Chairs were instituted in some Universities as early as in 1962-63, they have implemented the scheme half-heartedly with the result that either the Chairs have remained vacant for some years or the grants have been utilized for some other purpose. It is also unfortunate that some of the Universities have not rendered any account of the expenditure incurred on the scheme while other have rendered only incomplete accounts. It is strange that the U.G.C. do not themselves know any contribution has been made towards this scheme by the Tagore Centenary Committee although in the very first letter

dated January '60 written by the U.G.C. to the universities, it has been stated that the money for the scheme would be found jointly by the University, U.G.C. and the Tagore Centenary Committee. The Committee cannot help feeling that having sponsored the scheme, the U.G.C. were not watchful to see that it was being implemented on right lines and the grants were utilized for the right purpose. The Committee have no doubt that the Scheme has languished for lack of attention and policy direction on the part of U.G.C. They trust that necessary follow up actions would now be taken to see that Scheme is implemented in letter and spirit.

24 3-18

Ministry of Education
and Youth Services—
Council of Scientific
and Industrial
Research

The Committee are distressed to find that a research scheme developed in a CSIR laboratory—National Aeronautic Laboratory, Bangalore—was allowed to languish because the process developed could not successfully evolved for commercial exploitation. Having developed the wind mill and established its technical feasibility the CSIR should have passed the process to the National Research Development Corporation for further exploitation. The Committee in this connection, would like to invite attention to the observations made by the Estimates Committee (1965-66) in their Hundred and Third Report—CSIR on National Physical Laboratories of CSIR :—

“The Committee feel that the responsibility for ensuring expeditious commercial exploitation of the processes, as soon as they are successfully developed at the Laboratory, devolves both on the Laboratory itself and the National Research Development Corporation whose main aim is to develop and exploit in the public interest, for profit or otherwise, inventions whether patentable or otherwise including technical and engineering ‘know-how’ of processes developed by the C.S.I.R. laboratories.” Research and development are continuous processes; and therefore the

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Laboratory should not remain in seclusion after successful completion of processes but should also maintain closest links with National Research Development Corporation and the Director General Technical Development to see that successful processes are being fully exploited for the benefit of the country. The Committee suggest that the successful processes should be widely published to stimulate interest of industrialists and users."

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3-19

Ministry of Education
and Youth Services—
Council of Scientific
and Industrial Re-
search

Had the CSIR maintained cordination with the NRDC and handed over the prototype of the wind mill to the Corporation there was no need for the laboratory to manufacture as many as hundred numbers of the wind mills at an un-economical rate. In view of the fact that a considerable amount of time, labour and money have been invested in this scheme, the Committee consider that it should be reviewed in consultation with the Central Water & Power Commission and Indian Council of Agricultural Research and handed over, if found feasible, to the NRDC with the object of doing promotion work and popularising its usage in the countryside particularly in the coastal and desert areas.

06

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35.	The United Book Agency, 48, Amrit Kaur Market, Pahar Ganj, New Delhi.	88	39.	The Secretary, Establishment Department, The High Commission of India India House, Aldwych, LONDON, W.C.-2.	59

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