

PUBLIC ACCOUNTS COMMITTEE
(1971-72)

(FIFTH LOK SABHA)

TWENTY-SEVENTH REPORT

[Action taken by Government on the recommendations of the Public Accounts Committee contained in their 114th Report (Fourth Lok Sabha) on Appropriation Accounts (Civil), 1967-68 and Audit Report (Civil), 1969, relating to the Ministry of Education and Youth Services and Audit Reports on the Accounts of the University Grants Commission for 1966-67 and 1967-68]



LOK SABHA SECRETARIAT
NEW DELHI

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PUBLIC ACCOUNTS COMMITTEE (1971-72) PRESENTED
TO LOK SABHA ON THE 7TH APRIL, 1972.

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PUBLIC ACCOUNTS COMMITTEE

(1971-72)

CHAIRMAN

Shri Era Sezhiyan

MEMBERS

2. Shri Bhagwat Jha Azad
3. Shrimati Mukul Banerji
4. Shri C. C. Desai
5. Shri K. G. Deshmukh
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15. Shri Ram Chandra Vikal
16. Shri S. B. Bobdey
17. Shri B. K. Kaul
18. Shrimati Vidyawati Chaturvedi
19. Shri Thillai Villalan
20. Shri Shyam Lal Yadav
21. Shri Sheel Bhadra Yajee
22. Shri Jagdish Prasad Mathur

SECRETARIAT

Shri B. B. Tewari—*Deputy Secretary.*

Shri T. R. Krishnamachari—*Under Secretary.*

(Hi)

INTRODUCTION

I, the Chairman of the Public Accounts Committee, as authorised by the Committee, do present on their behalf this Twenty-seventh Report on the Action Taken by Government on the recommendations of the Public Accounts Committee contained in their 114th Report (Fourth Lok Sabha) relating to the Ministry of Education and Youth Services and University Grants Commission.

2. On the 8th July, 1971, an "Action Taken" Sub-Committee was appointed to scrutinise the replies received from Government in pursuance of the recommendations made by the Committee in their earlier Reports. The Sub-Committee was constituted with the following Members:

1. Shri B. S. Murthy—*Convener*
 2. Shri Bhagwat Jha Azad
 3. Shri Ram Sahai Pandey
 4. Shri C. C. Desai
 5. Shri Thillai Villalan
 6. Shri Shyama Lal Yadav
- } — *Members*

3. The Action Taken Notes furnished by the Government were considered by the Action Taken Sub-Committee of the Public Accounts Committee (1970-71) at their sitting held on 8th December, 1970. Consequent on the dissolution of the Lok Sabha on the 27th December, 1970, the Public Accounts Committee ceased to exist from that date. The Action Taken Sub-Committee of the Public Accounts Committee (1971-72) considered and adopted this Report at their sitting held on the 4th August, 1971 based on the suggestions of the Sub-Committee of PAC (1970-71) and further information received from the Ministry of Education and Youth Services and University Grants Commission. The Report was finally adopted by the Public Accounts Committee on the 31st August, 1971.

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

5. The Committee place on record their appreciation of the commendable work done by the Convener and the Members of the Action Taken Sub-Committee (1970-71) in considering the Action Taken notes and offering suggestions 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 this matter by the Comptroller & Auditor General of India.

ERA SEZHIYAN,

Chairman,

Public Accounts Committee.

NEW DELHI;

August 31, 1971.

Bhadra 9, 1893 (Saka).

CHAPTER I

REPORT

1.1. This Report deals with action taken by Government on the recommendations contained in the Hundred and Fourteenth Report of the Public Accounts Committee (Fourth Lok Sabha) on Appropriation Accounts (Civil), 1967-68 and Audit Report (Civil), 1969 relating to the Ministry of Education and Youth Services and Audit Reports on the accounts of the University Grants Commission for 1966-67 and 1967-68.

1.2. Replies to all the recommendations contained in the Report have been received from Government.

1.3. The Action Taken Notes/Statements on the recommendations/observations of the Committee contained in the Report have been categorised under the following heads:

(i) *Recommendations/observations that have been accepted by Government.*

S. Nos. 1, 3, 7, 8, 9, 11, 12, 13, 14, 15, 16, 17, 18, 19, 21, 23, 24, 25, 26, 27, 28, 29, 31 and 32.

(ii) *Recommendations/observations which the Committee do not desire to pursue in view of Government's reply.*

S. Nos. 2 and 4.

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

S. Nos. 5 and 30.

(iv) *Recommendations/observations in respect of which Government have furnished interim replies.*

S. Nos. 6, 22 and 33.

1.4. The Committee hope that final replies in regard to recommendations/observations to which interim replies have been furnished will be submitted to them expeditiously after getting them vetted by Audit.

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

National Fitness Corps—Delay in transferring Centrally recruited instructors to the States—Paragraph 1.17 (S. No. 1)

1.6. Commenting on the delay in the transfer of the instructors of the National Fitness Corps to the State Governments, the Committee made the following observations in paragraph 1.17 of their 114th Report:

“The Committee regret to observe that, five years after the National Fitness Corps was started, as a State level Scheme, 7,000 instructors continue to be on the pay roll of the Central Government. When the Fitness Corps was started in 1965, a decision was taken, with the concurrence of the State Governments, that these 7,000 instructors should be transferred to the States. However, the transfer has not materialised, as a mutually acceptable Scheme for sharing their salaries has not been worked out between the Centre and the State Governments. The Committee note that Government of India has now formulated a ‘more liberalised’ scheme for this purpose. They hope that, on this basis, the question will be vigorously pursued with the States so that it is settled without further delay.”

1.7. The Ministry of Education and Youth Services offered the following remarks in their action taken note dated 30-12-1970:

“The National Discipline Scheme inaugurated by the Ministry of Rehabilitation in 1954, mainly to cover the younger generation in refugee camps and colonies, was transferred to the Ministry of Education in December, 1957, and the NDS Directorate was set up in 1959 to operate the scheme in schools. The Kunzru Committee Report of 1963 recommended that there should be only one integrated programme of physical education at school stage which should replace the several programmes like Physical Education, ACC, NDS, etc. In pursuance of this recommendation an integrated programme known as the ‘National Fitness Corps’ was evolved. In October, 1965, the Central Advisory Board of Education approved of the integrated programme and its adoption in consultation with the State Governments from 1965-66. This programme was also approved by the State Education Secretaries and Directors of Public Instruction in a meeting held on the 27th February, 1965. In this meeting it

was also agreed that the NDS Instructors should be transferred to the States and merged with the cadre of Physical Education Teachers of the States. The question of transfer of the NDS Instructors to the States was discussed at a Conference of State Education Secretaries and DPIs held in April, 1965. The Conference agreed to the transfer on the condition that the State Governments were to be reimbursed in full the salary and allowances of those Instructors during the Fourth Plan Period (i.e. till 1970-71 according to then current calculations)."

"Since then, we have been negotiating with the State Governments for the transfer of the NDS Instructors to the States. The terms offered by the Central Government were not initially acceptable to most of the States. The matter was again considered by the Government at Cabinet level in May, 1968, and again in November, 1969. In both these meetings the decision to transfer the NDS Instructors to the States was reiterated; certain additional concessions had been granted in these meetings. The final terms of transfer, as approved by the Cabinet in 1969, were:—

The Central Government agreed to meet the full expenditure on the salary and allowances of the Instructors absorbed by the States for the entire Fourth Plan Period, subject to the following:—

- (a) All States should create the requisite number of vacancies in the Education or the appropriate Department and take over these Instructors in these vacancies.
- (b) Approved length of service in the Central Government as certified by D.G. NFC should be taken into account in calculating increments in the States' scales for the next 5 years. Any short fall between the total emoluments so fixed and the emoluments they would be drawing from the Central Government just before their absorption in the State service should be treated as Personal Pay during the Fourth Plan period.
- (c) Those who would be sent to private schools should be treated as on deputation from the concerned State Government."

"The expenditure subsequent to the Fourth Plan period is expected to be borne by the State Governments concerned being committed expenditure."

"Recently, the National Fitness Corps Employees Association has raised the question of being declared permanent before their transfer to the State service. The Association has been informed that the question of making them permanent could be examined according to rules for making such confirmation and the Government would also try to persuade the States to take them in permanent employment of the State Government and to give them the benefit of their past service in the Central Government. Such a discussion with the State Governments has already been started. It is therefore likely that the decentralisation of NFC Instructors to the States is likely to take some more time though every effort is being made to expedite the matter."

1.8. The Committee are not satisfied with the progress made in the settlement with the State Governments of the terms and conditions for transfer of the National Discipline Scheme instructors to the States. The Committee desire that matter should be pursued with the State Governments vigorously.

Kathak Kendra—Paragraph 1.32 (S. No. 5)

1.9. In paragraph 1.32 of the Report, the Committee made the following observations on the work done by the Kathak Kendra:

"While the Committee do not wish to belittle the work done by the Kathak Kendra, they would like to point out that the response to the training courses conducted by this Institution has been very poor. The diploma course, for instance, has not attracted more than 4 to 5 students, though it can take as many as 25 students. Though the Committee agree that in the field of creative arts popularity should not be gauged in terms of number of students, they feel sustained efforts will have to be made by the Kendra to attract more pupils, particularly as it can cope with a larger number of students "without any damage to standards of teaching". Alternatively, efforts will have to be made to prune the expenditure on the Kendra met by Government grants which has aggregated over Rs. 5 lakhs during the four years ending 1967-68."

1.10. In their reply dated 21st November, 1970, the Ministry of Education & Youth Services, stated:

"Admission to the Three Year Diploma Course in the Kathak Kendra is given wide publicity to attract students from all over the country. But in the performing arts there is always a problem to get larger number of trainees because of various factors. One of the factors being that employment opportunities are very limited. It is only the highly

talented persons who come up and are able to take up a professional career. Moreover there are not many centres for giving training in the Kathak dance, imparting primary training and bringing them to a standard where they are eligible for admission to the Three Year Diploma Course of the Kendra. For attracting larger number of students it is also necessary to give sufficient number of scholarships and stipends to attract students from different regions for admission in the Kendra. It is desirable to increase the number of scholarships from 5 to 10 and to raise the amount of scholarships from Rs. 100/- p.m. to Rs. 250/- p.m. so that the training at the Kendra can be made more attractive."

"The increase in the number of the scholarships from 5 to 10 and the value of the scholarships from Rs. 100/- to Rs. 250/- p.m. will involve an additional expenditure of Rs. 24,000/- in the first year of the 3 year Diploma Course. But, in view of the need for economy, and in view of the instructions issued by the Ministry of Finance on a directive from the Cabinet for reducing non-developmental expenditure on Non-Plan side, the proposal to increase the number and amount of scholarships will have to be deferred till the resources position improves."

"Regarding the pruning of the expenditure, it may be stated that the staff employed in the Kendra is the minimum with reference to the load of work and it is not possible to make any further reduction in the strength of the staff."

1.11. The Committee note that despite wide publicity to attract more students for the three-year diploma course in the Kathak Kendra, the number of admissions has been far below the capacity of 25. The possibility of pruning the expenditure on the Kendra with the present level of admissions may be gone into by the Review Committee for the National Academies.

1.12. The Committee would like to further suggest that Government may consider the question of shifting the Kendra to some other place where Kathak dance is popular so that adequate number of students are attracted to the course. This aspect may also be examined by the Review Committee.

1.13. The Committee would further like to suggest that the working of the private institutions successfully run by masters of the art may be studied so as to effect improvements in the Kathak Kendra and attract students.

**Appraisal of work done by the University Grants Commission—
Paragraph 2.12 (S. No. 12)**

1.14. Pointing out the need for an appraisal of the work done by the University Grants Commission, the Committee in paragraph 2.12 of the Report recommended as follows:

“The University Grants Commission was set up in 1956. A time has now come to take stock of the work done by the Commission so far and to chart out a course of action for the future on lines which would help the Commission to cope with its responsibilities better. The Committee note that since they raised the question of evaluating the working of the Commission during oral evidence, Government are now examining the question of bringing out a comprehensive report on the working of the Commission and the manner in which this task should be undertaken. In the opinion of the Committee, this does not adequately meet the requirements. What is called for is an objective and comprehensive appraisal of the work of the Commission by qualified experts, not connected with the Commission. The Committee are not in this context convinced by the argument advanced by the Ministry of Education and Youth Services that there is no provision in the University Grants Commission Act to undertake a review of the working of the Commission. In the Committee's view, the absence of a provision in the Act need not preclude Government from undertaking a review of this type. The Committee would like the appraisal to be conducted early and report laid on the Table of the House. The Committee would like an early decision to be taken on this question.”

1.15. In a note dated 30th December, 1970, the Ministry stated as follows:

“This question was discussed by the Minister of Education and Youth Services with the Chairman. University Grants Commission might set up a small group of Science, Arts and Social Science experts of eminence to do a thorough study of the achievements of University Grants Commission since its inception and an evaluation of the same.”

“The University Grants Commission has decided to set up such a group. The group is expected to be constituted soon.”

1.16. In the opinion of the Committee, it would be more appropriate if an evaluation of the work done by the University Grants Commission is entrusted to an expert body consisting of eminent educationists and reputed retired Vice-Chancellors appointed by Government instead of the University Grants Commission.

**Laying of Audit Reports of Central Universities before Parliament—
Paragraphs 2.17—2.19 (S. Nos. 13—15)**

1.17. In paragraphs 2.17, 2.18 and 2.19 of the Report, the Committee made the following recommendations regarding laying of the Audit Reports of the Central Universities before Parliament:

“2.17. Central Universities in the country receive substantial financial assistance from the UGC. According to the Annual Report of the UGC, the block grants given to these universities have ranged from Rs. 3 crores to Rs. 5 crores in 1966-67 and 1967-68. This is over a fifth of the total outgo of the UGC on various accounts. Apart from these block grants, these universities have also received substantial sums from the Commission-by way of development grants. In 1966-67, such grants amounted to Rs. 118.42 lakhs while in 1967-68 these grants aggregated Rs. 35.02 lakhs. The Committee consider it essential that the Parliament should have some idea of the way in which these funds are being expended.”

“2.18. In successive reports, the Committee have suggested that the Audit Reports of these universities should be laid before Parliament. The matter was last brought to Government's notice by the Committee in para 1.24 of their 75th Report (Fourth Lok Sabha). The Committee had then asked Government to come to an early decision on this question. It is a matter for surprise for the Committee to learn that the question still remains undecided, though about a year has passed since the Committee's report was submitted.”

“2.19. The Committee would like to reiterate their earlier views that the accountability of these universities to Parliament will in no way clash with their autonomy in the academic fields. On the contrary, it will make for more informed criticism of their affairs in Parliament. Government should after due consideration of this position come to an immediate decision on the question of laying the Audit reports of these universities before Parliament, so that this Committee would have an opportunity to examine them and report to Parliament.”

1.18. In reply, the Ministry in their note dated 31st December, 1970 stated as below:

“Government has accepted the recommendation of the Public Accounts Committee to the effect that the audited accounts

together with the audit reports of Central Universities should be presented to Parliament and necessary provision therefor made in their Acts of incorporation. A reply has already been sent to the recommendation contained in serial No. 5 (Para No. 1.24) of the Appendix to 75th report (4th Lok Sabha), vide Memo No. F. 11-51/69-U-2, dated 21st August 1970."

1.19. The Committee are glad that Government have accepted their oft-repeated recommendation that the audited accounts and audit reports of the Central Universities should be laid before Parliament. Since incorporation of necessary provision in the relevant Acts is likely to take some time, the Committee would like Government to make it a convention to lay these accounts and audit reports before Parliament pending amendment of the Acts.

Delay in issue of utilisation certificates in respect of grants given by the University Grants Commission Paragraphs 2.32—2.34 (S. Nos. 16—18)

1.20. While expressing their concern over the delay in issue of utilisation certificates by the University Grants Commission in respect of grants, the Committee made the following observations in paragraphs 2.32—2.34:

"2.32. The Committee are concerned to note that the University Grants Commission has not furnished certificates of utilisation in respect of substantial amounts of grants given to several universities. Out of 39,536 cases of grants amounting to Rs. 115 crores given during the period 1953-54 to 1966-67, utilisation certificates were outstanding as on 28th February, 1970, in 23,888 cases (72 per cent) involving grants paid as far back as 1953-54 i.e. more than 16 years."

"2.33. The Committee were assured by the University Grants Commission in the course of evidence that the non-issue of utilisation certificates in these cases need not be taken as implying that the universities concerned had not utilised the grants properly. The Committee would feel happier if the University Grants Commission could obtain audited accounts from the universities in all these cases and satisfy itself that the grants given have been properly expended."

"2.34. The Committee note that there are certain difficulties in taking the audited accounts as the basis for certification of

expenditure incurred by the universities against various grants. The Committee suggest that this question should be examined in consultation with Audit in all its aspects and a suitable arrangement worked out. It should also be examined as to what extent the procedural requirements have stood in the way of issuing utilisation certificates so that they could be streamlined or even done away with, if they serve no essential purpose."

1.21. In their note dated 30th December, 1970 the Ministry of Education and Youth Services have stated as follows:

"The various steps taken by the University Grants Commission towards clearance of outstanding certificates have already been enumerated in the Commission's earlier replies to the Public Accounts Committee. Steps are also being taken to expand the Utilisation Certificate Cells. The appointment of an officer for clearance of the outstanding certificates is also being finalised. Meanwhile, there has been a clearance of utilisation certificates worth Rupees one crore during the last three months for the period ending 31st May, 1970.

"A statement showing the latest position as on 31st May, 1970 is attached (page.....). The following comparative figures would show the progress of clearance:—

<i>Outstanding Utilisation Certificates</i>			
	As on 31-12-1969	As on 28-2-1970	As on 31-5-1970
Amount	Rs. 57.24 crores	Rs. 56.99 crores	Rs. 55.99 crores
No.	(24095)	(23888)	(23525)

"The progress made towards obtaining the audited statements of accounts from the universities is shown in the following comparative statements:

	As on 28-2-1970	As on 31-5-1970
Total grants paid to universities (up to 67-68)	Rs. 114.37 crores	Rs. 114.37 crores
Amount for which audited accounts have not been received.	Rs. 13.70 crores	Rs. 7.70 crores

"As already pointed out that audited accounts of the grantee institutions are the main requirements which enable the

Commission to satisfy itself about the utilisation of the grants paid by it. In this connection, it may be mentioned that as pointed out before Public Accounts Committee the grants paid to the universities in a large number of cases have been utilised and there have not been cases of non-utilisation of grants as such. But owing to procedural and others requirements the amount cannot be treated as having been utilised. The Public Accounts Committee, in this connection, has suggested the desirability of doing away with the procedural arrangements which have stood in the way of issuing the utilisation certificates. It is no doubt correct to say that the audited accounts of the grantees institutions on which the Commission has to depend for the issue of utilisation certificate is a factor contributing to the large number of outstanding cases. Accordingly the matter was taken up with the CAG who has since agreed that it is not necessary to base the utilisation certificates only on the audited accounts and that University Grants Commission may furnish the same on the basis of periodical reports, statement of expenditure, statistical returns etc. as provided for in the GFR 150 after satisfying that the conditions of grant have been fulfilled. The universities should however be asked to furnish unaudited accounts immediately after the close of the year and these may be followed by audited statements to enable the U.G.C. to ascertain the financial condition and regularise the grant suitably."

This procedure is now being implemented and it is hoped that there will be definite improvement in this respect in the future.

1.22. The Committee are not satisfied with the progress made in the receipt of utilisation certificates. They desire that effective steps should be taken to get the outstanding utilisation certificates expeditiously. In this connection they would urge that the appointment of a special officer, which is stated to be under finalisation, should be made without delay.

1.23. The Committee note that a procedure for expeditions issue of utilisation certificate by the University Grants Commission on the basis of periodical reports, statement of expenditure, statistical return etc., as provided for in the GFR 150 after satisfying that the conditions of grant have been fulfilled, has been agreed to by the Comptroller and Auditor General. The Committee hope that as a result of this procedure, delay in issue of utilisation certificate by

the University Grants Commission will be provided in future. In case in future the grantee institutions do not furnish any utilization certificate within two years of their ~~limit~~ due, the question of stopping further grants should be ~~considered~~.

Utilisation of machinery purchased by universities out of grants given by the University Grants Commission—Paragraph 2.71 (S. No. 30)

1.24. Commenting on a case of non-utilisation of machinery and equipment worth about Rs. 1 lakh purchased by the Banaras Hindu University out of grants sanctioned by the University Grants Commission, the Committee made the following observations in paragraph 2.71 of the Report:

“The Committee would like the UGC to devise some check to ensure that costly machinery purchased by universities out of grants given by the Commission are properly utilised. A Committee set up by the UGC to report on standards of university education and drawn attention to the necessity “to guard against the danger of building up big apparatus at places where qualified and trained people are not available to handle them.” That Committee went on to say, “We understand that in some departments very little work has been done in spite of costly equipment. We need hardly add that in such cases immediate steps should be taken to transfer the equipment to the departments where it can be used more effectively.” To ensure purposeful utilisation of large sums of money which the Commission is annually giving to the universities for equipment, it ought to have some kind of a random check, covering at least costly equipments purchased by the universities. The Committee would like the University Grants Commission to consider, in consultation with the Universities, how best a broad system of checks could be devised in this regard.”

1.25. In their note dated 30th December, 1970, the Ministry stated as under:

“The Banaras Hindu University has since commissioned all the equipment under reference.”

1.26. While the Committee are glad to note that the Banaras Hindu University has since commissioned the equipments lying idle for a

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long time, they found that the Ministry have not informed them about the action taken or proposed to be taken by the University Grants Commission on their suggestion to devise a broad system of checks in regard to utilisation of atleast costly equipments purchased by the universities out of the grants given by the Commission. The Committee would like suitable action to be taken in the matter early.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation

The Committee regret to observe that, five years after the National Fitness Corps was started, as a State-level Scheme, 7,000 instructors continue to be on the pay roll of the Central Government. When the Fitness Corps was started in 1965, a decision was taken, with the concurrence of the State Governments, that these 7,000 instructors should be transferred to the States. However, the transfer has not materialised, as a mutually acceptable Scheme for sharing their salaries has not been worked out between the Centre and the State Governments. The Committee note that Government of India has now formulated a 'more liberalised' scheme for this purpose. They hope that, on this basis, the question will be vigorously pursued with the States so that it is settled without further delay.

[Sl. No. 1 (Para No. 1.17) of Appendix V to 114th Report 4th Lok Sabha].

Action taken

The National Discipline Scheme inaugurated by the Ministry of Rehabilitation in 1954, mainly to cover the younger generation in refugee camps and colonies, was transferred to the Ministry of Education in December, 1957, and the NDS Directorate was set up in 1959 to operate the scheme in schools. The Kunzru Committee Report of 1963 recommended that there should be only one integrated programme of physical education at school stage which should replace the several programmes like Physical Education, ACC, NDS, etc. In pursuance of this recommendation an integrated programme known as the 'National Fitness Corps' was evolved. In October, 1965, the Central Advisory Board of Education approved of the integrated programme and its adoption in consultation with the State Governments from 1965-66. This programme was also approved by the State Education Secretaries and Directors of Public instruction in a meeting held on the 27th February, 1965. In this

meeting it was also agreed that the NDS Instructors should be transferred to the States and merged with the cadre of Physical Education Teachers of the States. The question of transfer of the NDS Instructors to the States was discussed at a Conference of State Education Secretaries and DPIs held in April, 1965. The Conference agreed to the transfer on the condition that the State Governments were to be reimbursed in full the salary and allowances of these Instructors during the Fourth Plan Period (i.e., till 1970-71 according to then current calculations).

2. *Progress of the proposal to transfer NDS Instructors to the States.*

Since then, we have been negotiating with the State Governments for the transfer of the NDS Instructors to the States. The terms offered by the Central Government were not initially acceptable to most of the States. The matter was again considered by the Government at Cabinet level in May, 1968, and again in November, 1969. In both these meetings the decision to transfer the NDS Instructors to the States was reiterated; certain additional concessions had been granted in these meetings. The final terms of transfer, as approved by the Cabinet in 1969, were:—

The Central Government agreed to meet the full expenditure on the salary and allowances of the Instructors absorbed by the States for the entire Fourth Plan Period, subject to the following:—

- (a) All States should create the requisite number of vacancies in the Education or the appropriate Department and take over these Instructors in these vacancies.
- (b) Approved length of service in the Central Government as certified by O.G. NFC should be taken into account in calculating increments in the States' scales for the next five years. Any short fall between the total emoluments so fixed and the emoluments they would be drawing from the Central Government just before their absorption in the State services should be treated as Personal Pay during the Fourth Plan period.
- (c) Those who would be sent to private schools should be treated as on deputation from the concerned State Government.

The expenditure subsequent to the Fourth Plan period is expected to be borne by the State Governments concerned being committed expenditure.

Recently, the National Fitness Corps Employees Association has raised the question of being declared permanent before their transfer to the State service. The Association has been informed that the question of making them permanent could be examined according to rules for making such confirmation and the Government would also try to persuade the States to take them in permanent employment of the State Government and to give them the benefit of their past service in the Central Government. Such a discussion with the State Governments has already been started. It is therefore likely that the decentralization of NFC Instructors to the States is likely to take some more time though every effort is being made to expedite the matter.

[Ministry of Education & Youth Services O.M. No. G25015/5/70—
Accounts, dated 30-12-1970].

Recommendation

The Committee would also like to refer to another instance of wasteful duplication under the Scheme. Two institutes were started at Sariska and Barwaha for training instructors for the Fitness Corps. The institutes have been closed down, as the State Governments have not been able to absorb a number of instructors who were trained in these Institutes. According to the information furnished to the Committee, 252 out of 873 persons trained in these Institutes have still not got employment as the State Governments are handicapped by shortage of funds. There are a number of physical training institutes in various States for which financial assistance is provided by the Government of India. These institutions could well have been used by the Government of India for imparting any training that the instructors requires. Moreover, the training programmes should have been realistically drawn up, after ascertaining whether the States had enough resources to employ all the trainees who were drafted. The ironical part of it is that even the Central Government, which has employed some of the instructors in Central schools, has not been able to implement the teacher-pupil ratio, which formed the basis of the training programme.

[Sl. No. 3 (Para No. 1.19) of Appendix V to 114th Report (4th Lok Sabha)].

Action taken

The Central Schools Organisation (Kendriya Vidyalaya) Sangathan have approved the following ratio for appointment of physical education teachers:—

Enrolment	No. of PET's
Up to 300	1
301—600.	2
601—900	3

According to this ratio, there are 102 vacancies in the various Kendriya Vidyalayas. However, they have offered to absorb 52 NFC trained instructors only. In the normal course these NDS Instructors are to be transferred *en bloc* to the States in which they are working. The question of posting 52 of these instructors selected by K.V.S. to that organisation will have to be examined in relation to the general question of the *en bloc* transfer of the instructors to the State Governments, which is under consideration. A decision is expected to be arrived at shortly.

[Ministry of Education & Youth Services O.M. No. G25015/5:70, dated 30-12-1970].

Recommendation

The Committee cannot help feeling that a lot of public money is being wasted on indiscriminate printing of publications by the India Museum, Calcutta. Over the last seven years, unsold copies have ranged from 80 per cent to 90 per cent of the copies printed. The number of copies distributed *gratia* has ranged from one half to one-sixth of the copies sold. It might be true that these publications have research value, but that does not justify reckless overprinting on the scale which has been occurred persistently over the **last seven years**. The Committee have already drawn attention to the urgent need to prune expenditure on publications in their Thirty-fourth Report (Fourth Lok Sabha). In the light of the suggestions made in that Report, the Committee hope that Government would undertake a periodical review of publications brought out by the Museum and take appropriate action.

[Sl. No. 7 (Para No. 1.43) of Appendix V to 114th Report (4th Sabha)].

Action taken

The existing practice in the matter of printing of publications in the Indian Museum, Calcutta is explained below:—

1. Proposal for printing of each publication is placed before the Board of Trustees for approval.
2. The detailed estimate for costs of printing for each publication is approved by the Finance Committee of the Board of Trustees.
3. 1,100 copies of each publication under consideration are now usually printed as it appears to be economical, the printing charge being the same for 500 copies and 1,100 copies except for paper and such other charges.
4. Printing of 500 copies may not be adequate to meet the demand over the years after free distribution and exchange of publication etc., for which there is an approved list. At the first stage after each publication at least 60 copies are necessary for the purposes mentioned. Usually about 20 copies are necessary annually for free distribution to distinguished visitors, exchange, exhibition, etc. In the case of the Bulletin these figures may be much higher, viz., upto an approximate number of 135 in view of exchange with foreign journals which save foreign exchange by way of subscription. For the Annual Report there is a standing order for 150 copies for free distribution. Apart from these requirements, there is a continuing demand since the publications contain valuable information and sometimes results of research work. On the whole it seems desirable to continue the existing practice but to make efforts to improve sales.

The Board of Trustees at their meeting held on 29th April, 1968 decided to fix prices of publications and grant trade discount to be given to Agents, Book-sellers, etc., as follows:—

(i) Basis of fixing up the price for such publication	Twice the amount of the cost
(ii) Agents	33½% Commission
(iii) Book-sellers	25% for sale in the country and another 5% extra for agencies selling to foreign countries.

In accordance with the above Resolutions, four Agents for Calcutta, Delhi, Bombay and Ahmedabad have already been appointed. They are expected to take steps, in their own interest, to further sales by advertisement and to include names of our publications in their lists.

The Indian Museum is further collecting information about the practice in other Museums and similar Institutions and will review the whole position on receipt of this information.

The Ministry of Education and Youth Services will also bear in mind the recommendations made by the P.A.C. while considering the Budget proposals of the I.M. relating to further publication programme.

[Ministry of Education & Youth Services D.O. No. IFA/70/G25015/5/70-Accounts; dated 24-11-70].

Recommendation

The most important function devolving on the University Grants Commission under the U.G.C. Act, 1956 is "the determination and maintenance of standards of teaching, examination and research in universities". While the Committee recognise that something has been done in the field they feel that a lot still remains to be done. The Committee on Standards of University Education set up by the University Grants Commission had drawn attention to the general opinion in the country that "while the quality of the best students is as good as ever, the average product of an Indian university does not compare favourably with his counterpart in some of the well-known universities in the world". They pointed out that "courses of study in many universities are not related to well-defined educational objectives and that no serious attempt is made to evaluate syllabuses in the light of modern development." Referring to teaching facilities available they stated that "conditions in which teaching and learning are carried on in the Indian universities and colleges are unsatisfactory.

[Sl. No. 8 (Para 2.9) of Appendix V of 114th Report (4th Lok Sabha)].

Action taken

The University Grants Commission in discharge of its statutory responsibility of determination and maintenance of standards of teaching, examination and research in Universities, allocates development grants to Universities for appointment of additional staff,

construction of buildings, purchase of books and journals and equipment, construction of residential accommodation for staff and the students, welfare programme for students and teachers in order to improve the conditions in which teaching and learning are carried on in the Universities. Grants are allocated to the universities on the basis of recommendations of expert Committees appointed by the UGC. These Committees take into consideration the existing facilities in universities, the standards of teaching and research and recommend grants for further development. The Commission also provides development grants to affiliated colleges for development of postgraduate studies, construction of libraries and laboratories, students and teachers hostels. Non-resident student centres and staff quarters and for the purchase of scientific equipment, books and journals. Grants are also provided to colleges for the purchase of text-books as also for the welfare programme of the students. The inadequacy of resources at the disposal of the UGC, however, places limitations in improving the position further.

[Ministry of Education and Youth Services D.O. No. IFA/70/G 25015/5/70—Accounts dated 24-11-970].

Recommendation

As pointed out by the Estimates Committee the University Grants Commission has a very difficult task to perform. Its resources are limited and its work falls in a field that essentially constitutes a State subject. The Commission has also the very delicate job of ensuring that its work does not infringe the autonomy of universities. Besides the maintenance of quality has become a problem in the face of enormous expansion of numbers which, as pointed out by the Committee on standards, "has diluted the available resources such as staff, libraries, etc." Still, as a Central agency set up for strengthening and co-ordination of standards, the Commission has to "exercise its legitimate powers effectively", if standards are to be improved and maintained and the best possible return secured on the outlay on education. In particular, the Committee would like to invite attention to the following suggestions made by the Committee on Standards:—

- (i) Control should be exercised on the establishment of new universities;
- (ii) There should be a reasonably uniform system of granting affiliation to colleges all over the country;
- (iii) Courses of study should be rationalised and modernised in universities;

- (iv) Post-graduate institutions should fulfil requisite stringent conditions, particularly in respect of research and colleges should be encouraged to pool their resources in equipment and teaching personnel;
- (v) The best use should be made of research facilities available in national laboratories, as resources are scarce, and a constant and fruitful dialogue promoted between the universities and national research laboratories.

[Sl. No. 9 (Para No. 2.10) of Appendix V of 114th Report (4th Lok Sabha)].

Action taken

(i) The establishment of universities is the concern of the State Governments and Central Government. The Commission gives its advice with regard to the establishment of universities when asked for. Generally, the State Governments do consult the UGC in this matter. With the amendment of the UGC Act, any university which has come into existence without the previous approval of the UGC and the Central Government would not be in a position to receive grants from the UGC.

(ii) The Universities are autonomous bodies and prescribe the conditions of affiliation keeping in view the relevant factors in this regard. The conditions of affiliation were reviewed by the Conference of Principals convened by the UGC in 1964 and by the UGC Committee on Colleges. The recommendations were circulated to the universities. The question had, further, been examined by the Education Commission (1964—66) and the views of the Commission are already available with the Universities and the State Governments.

(iii) The University Grants Commission has been constantly reviewing the courses of study in different disciplines in the Universities with the help of the Review Committees. During the 2nd and 3rd Plan periods, the Commission had appointed a number of Committees in Humanities and Social Sciences and Science subjects to suggest improvement and modernisation of the syllabi taking into consideration the recent advances made in the subject concerned. Many of these Committees have already submitted their reports which have been sent to the universities for their information and guidance. As a follow-up of the recommendations of these Committees, the Commission has constituted panels, in Humanities and Social Sciences and Science subjects, during the 4th Plan period. The Recommendations made by the Review Committees in Humani-

ties & Social Sciences have been considered by the Panels and their recommendations are under the consideration of the Commission. With regard to Science subjects, the Panels in (a) Physical Sciences, (b) Biological Sciences and (c) Earth Sciences have made useful suggestions regarding the courses of study pursued and to emphasise the necessary inter-disciplinary approach and inter-departmental Inter-action during the Fourth Plan period. In accordance with the suggestions made by the Panels in Biological Sciences, a few universities have set up Divisions of Biological Sciences instead of separate Departments of Botany and of Zoology and have initiated Master's Degree courses in an integrated manner in Biological Sciences. Such courses have already been initiated in Madurai and Mangalore campus of university of Mysore and similar efforts are being made in the Universities of Sambalpur and Saurashtra. Other well established universities are also seriously considering providing courses in Biological Sciences on an inter-disciplinary basis. Similarly, attempts are being made to establish Schools of Physical Sciences in some universities. The courses of study in different subjects are also reviewed by the Visiting Committee appointed for the purpose of examining proposals from universities for opening new courses of study.

A major effort towards improvement of science teaching at the undergraduate level to bring about necessary rationalisation and modernisation of teaching of science subjects has been initiated with the scheme entitled "College Science Improvement Programme" (COSIP). Effort is being made at two different levels (a) University Leadership Project where a single department in a university has taken upon itself the responsibility of improving teaching of that particular subject in the university department and also in all the affiliated colleges of that university. Necessary assistance has been provided for this purpose so that the course of study and examination system in that subject could be modernised over a period of next three years. Fifteen such University Leadership Projects have been initiated during the current plan period. (b) The second approach towards Improvement of Science Education at the undergraduate level has been made by initiating the COST, in 100 selected Colleges. The objective of this programme is to improve the capabilities of science education in predominantly undergraduate colleges and to provide the necessary assistance for the entire science faculty in the colleges concerned to modernise their instructional programme at the first degree level. Additional number of colleges and University departments are expected to be brought into this programme in subsequent years. With the initiation of the College Science Improvement Programme the scheme of Summer Institutes and Refresher Courses will also be given necessary reorientation to

make it more effective and to provide for institutional coverage also. Programmes have also been initiated to encourage production of necessary literature viz. curriculum materials, guidelines etc., required for improvement of science education at the college level and university level. One of the major programmes of such a book production relates to involvement of senior teachers and training of a cadre of scholars in the technique of book writing with the help of fellowships made available to them for work with senior teachers in the universities and to produce quality books in different subjects.

(iv) While individual universities have laid down necessary conditions for purposes of giving affiliation to colleges for purposes of offering courses at the post-graduate level, the UGC has laid down certain conditions under which such institutions would be eligible for obtaining assistance under the UGC programme of Assistance to Affiliated Colleges for development of post-graduate education.

The U.G.C. feels that the Act of a University should not, by law, exclude colleges from participating in post-graduate education or conducting their own graduate classes. However, it is most important that in practice (i) postgraduate courses are only started, whether in a University or a College, when it can be ensured that facilities of staff, library and laboratory would be adequate to achieve proper standards; (ii) available facilities relevant to post-graduate courses should be pooled together to obtain maximum advantage; and as such colleges located, say, within 10 miles radius at the headquarters of a University, should not provide postgraduate courses on their own but the teachers (qualified) of these colleges may participate in postgraduate teaching conducted by the University (as for example in the case of Delhi University); and further there should be provision for research, as at the postgraduate stage teaching and research should go together.

With regard to the setting up of University Centres of post-graduate studies, it is felt that this may be taken up only by the Universities which have well-established departments of postgraduate studies at the headquarters, so that the Universities are in a position to provide adequate assistance and offer guidance for the development of postgraduate centres. These centres can generally be organised only at places which have a cluster of good colleges providing a sound base of undergraduate education.

These conditions ensure that only institutions which have the necessary capabilities are encouraged to conduct postgraduate classes on a selective basis and wherever possible, colleges would try to

develop collaborative programmes. Steps are also undertaken periodically to assess the development of postgraduate facilities in universities or selected states to ensure proper growth and coordination of facilities for postgraduate instruction.

(v) Steps have been taken to bring about close contacts and collaborative teaching and research programmes between universities and non-university institutions. Assistance is available to universities for encouraging such collaborative programmes and for exchange of teachers and research workers for short periods wherever necessary. Problems of common interest to university research institutions and also industry are discussed in several symposia and conference supported by the UGC. The Commission has now agreed, in principle, to a scheme of institution of national associateships which would enable research workers in different subjects from universities and other institutions to spend ten to twelve weeks in other institutions to make use of the facilities available by way of instrumentation etc., and to initiate collaborative research programmes also. It is envisaged that each such associateship would enable three such visits over a period of five years and this would enable necessary continuity of contacts and useful work to be done by utilisation of the facilities available in the country in different institutions. The programme of national lectures initiated during the year 1970, makes it possible for the universities to avail of the visits and advice of well known teachers and research workers in different subjects who visit universities for short periods and review their research programmes and also give lectures on specialised topics, emphasising in these lectures the contributions made by Indian scientists in the particular discipline also. In the matter of selection of personnel for such programmes, the Commission has extended invitations to persons from universities as well as non-university institutions.

(Ministry of Education and Youth Services D.O. No. IFA'70/G 25015' 5/70—Accounts dated 24th November, 1970).

Recommendation

The Committee would suggest that the Commission should take note of the changing social value and new aspirations of the younger generation and try to canalize the energies of the students to achieve the social objectives of the country and bring about a feeling of oneness among the students community throughout the length and breadth of the country.

[Sl. No. 11 (Para No. 2.11) of Appendix V of 114th Report (4th Lok Sabha)]

Action taken

The University Grants Commission has been giving earnest and serious consideration to the question relating to student's unrest and has been taking active and sustained interest in the programme of students welfare and services. The Commission has recognised that the causes of students unrest are complex and varied, some of which lie outside the educational system. The condition in which the students live and work significantly affect the academic atmosphere and the provision of essential services and amenities generally has a salutary influence on attitudes and academic reforms.

The University Grants Commission has emphasised the necessity of careful and sympathetic consideration of the genuine needs and difficulties of students and devising a consultative machinery so that the authorities in the universities and colleges may discuss these matters periodically with students and take remedial action expeditiously. It has been suggested that joint advisory committees of teachers and students be set up in order to identify and deal with difficulties which agitate the minds of students and to take appropriate action and wherever possible advance action to deal with them. The question of student's participation in the academic and administrative affairs of universities and colleges is being examined by a Committee of the University Grants Commission appointed on the recommendations of the Conference of Vice-Chancellors held in April 1969.

Several schemes relating to the provision of essential amenities for the student community have been initiated by the Commission and assistance is being given to the universities and colleges within the framework of the resources available. These are:—

1. Scholarships and Fellowships;
2. Residential accommodation for students;
3. Student's homes/non-resident student's Centres;
4. Health Centres;
5. Student's aid fund;
6. Programme for the improvement of existing facilities in the existing hostels, common rooms and canteens.

The Commission has initiated a scheme of providing assistance to universities to enable the students from one part of the country to go to the another part in the interest of national integration. Scholarships have also been instituted to enable the students to carry on their research in other centres of learning. The Com-

mission has also decided to implemnt the following schemes during the current year which would help in channelising the energies of the students to constructives avenues:—

(a) *Establishment of text-book centres:*

It is proposed to set up **text-book centres** throughout the country at important towns in areas where there is concentration of student population. The centres will work both in the morning and in the evening and provide a place for quiet study to students, who do not have a congenial study atmosphere for study and work at their homes. The centres may have a cafeteria also.

(b) Establishment and development of book banks in colleges;

(c) Assistance to postgraduate students for visits to other centres of learning for specific purposes;

(d) Grants to student societies clubs for the purchase of equipment and material for activities like dramatics, photography etc. etc.

[Ministry of Education and Youth Services D.O. No. IFA'70/G 25015'5'70-Accounts dated 23-11-70].

Recommendation

The University Grants Commission was set up in 1956. A time has now come to take stock of the work done by the Commission so far and to chart out a course of action for the future on lines which would help the Commission to cope with its responsibilities better. The Committee note that since they raised the question of evaluating the working of the Commission during oral evidence, Government are now examining the question of bringing out a comprehensive report on the working of the Commission and the manner in which this task should be undertaken. In the opinion of the Committee, this does not adequately met the requirements. What is called for is an objective and comprehensive appraisal of the work of the Commission by qualified experts, not connected with the Commission. The Committee are not in this context convinced by the argument advanced by the Ministry of Education and Youth Services that there is no provision in the University Grants Commission Act to undertake review of the working of the Commission. In the Committee's view, the absence of a provision in the Act need not preclude Government from undertaking a review of this type. The Committee would like the appraisal to be

conducted early and report laid on the Table of the House. The Committee would like an early decision to be taken on this question.

[Sl. No. 12 (Para No. 2.12) of Appendix V of 114th Report (4th Lok Sabha)]

Action taken

This question was discussed by the Ministry of Education and Youth Services with the chairman University Grants Commission. It was agreed that University Grants Commission might set up a small group of science, Arts and Social Science experts of eminence to do a thorough study of the achievements of University Grants Commission since its inception and an evaluation of the same.

The University Grants Commission has decided to set up such a group. The group is expected to be constituted soon.

[Ministry of Education and Youth Services D.O. No. IFA/70/G
25015/5/70-Accounts dated 24.11.70].

Recommendation

Central Universities in the country receive substantial financial assistance from the UGC. According to the Annual Report of the UGC, the block grants given to these universities have ranged from Rs. 3 crores to Rs. 5 crores in 1966-67 and 1967-68. This is over a fifth of the total outgo of the UGC on various accounts. Apart from these block grants, these universities have also received substantial sums from the Commission by way of development grants. In 1966-67, such grants amounted to Rs. 118.42 lakhs while in 1967-68 these grants aggregated Rs. 85.02 lakhs. The Committee consider it essential that the Parliament should have some ideas of the way in which these funds are being expended.

In successive reports, the Committee have suggested that the Audit Reports of these universities should be laid before Parliament. The matter was last brought to Government's notice by the Committee in para 1.24 of their 75th Report (Fourth Lok Sabha). The Committee had then asked Government to come to an early decision on this question. It is a matter for surprise for the Committee to learn that the question still remains undecided, though about a year has passed since the Committee's report was submitted.

The Committee would like to reiterate their earlier views that the accountability of these universities to Parliament will in no way clash with their autonomy in the academic fields. On the contrary, it will make for more informed criticism of their affairs in Parliament. Government should after due consideration of this position come to an immediate decision on the question of laying the Audit reports of these universities before Parliament, so that this Committee would have an opportunity to examine them and report to Parliament.

[Serial Nos. 13, 14 & 15 (Para Nos. 2.17, 2.18 & 2.19) of Appendix V to 114th Report (4th Lok Sabha)].

Action taken

Government has accepted the recommendation of the Public Accounts Committee to the effect that the audited accounts together with the audit reports of Central Universities should be presented to Parliament and necessary provision therefor made in their Acts of incorporation. A reply has already been sent to the recommendation contained in serial No. 5 (Para No. 1.24) of the Appendix to 75th report (4th Lok Sabha), vide Memo. No. F. 11-51 69-U.2 dated 21.8.70 (Copy enclosed).

[Ministry of Education and Youth Services Memo. No. F. 11-51 69-U.2 dated 31.12.70].

Recommendation

The Committee are anxious that a decision on the question of laying the accounts of Central Universities on the Table of Parliament should be reached at an early date. They would, therefore, like the matter to be speedily processed by Government.

[Serial No. 5 (Para No. 1.24) of the Appendix to 75th report, 4th Lok Sabha].

Action taken

On reconsideration, it has been decided that the recommendation of the Public Accounts Committee may be accepted and necessary provision made in the Acts of incorporation of the Central Universities for presentation of their audited accounts along with the audit reports thereon to Parliament.

Sd/- P.D. SHUKLA,
Joint Educational Adviser.

[Ministry of Education and Youth Services Memo. No. F. 11-51 69-U. 2 dated August 21, 1970].

2155 (Aii)LS-3.

Recommendations

The Committee are concerned to note that the University Grants Commission has not furnished certificates of utilisation in respect of substantial amounts of grants given to several universities. Out of 39,536 cases of grants amounting to Rs. 115 crores given during the period 1953-54 to 1966-67, utilisation certificates were outstanding; as on 28th February, 1970, in 23,888 cases (72 per cent) involving grants paid as far back as 1953-54 i.e. more than 16 years.

The Committee were assured by the University Grants Commission in the course of evidence that the non-issue of utilisation certificates in these cases need not be taken as implying that the universities concerned had not utilised the grants properly. The Committee would feel happier if the University Grants Commission could obtain audited accounts from the universities in all these cases and satisfy itself that the grants given have been properly expended.

The Committee note that there are certain difficulties in taking the audited accounts as the basis for certification of expenditure incurred by the universities against various grants. The Committee suggest that this question should be examined in consultation with Audit in all its aspects and a suitable arrangement worked out. It should also be examined as to what extent the procedural requirements have stood in the way of issuing utilisation certificates so that they could be streamlined or even done away with, if they serve no essential purpose.

The main reason advanced by the Commission for delay in issue of utilisation certificates is the failure of the grantee institutions to supply audit certificates about the utilisation of the grants paid to them. The Committee are not able to attach much weight to this plea as the Commission after tendering evidence before the Committee on the 24th January, 1970, addressed the Vice-Chancellors of the Universities on the subject and by the 13th of March, 1970, they received audited accounts in respect of grants for about Rs. 87.54 lakhs. This gives the Committee the impression that the Commission had earlier failed to pursue the matter either energetically or at the proper level.

The Committee note that the Osmania University had still to render accounts for grant aggregating Rs. 1.45 crores out of grants totalling Rs. 1.90 crores paid to it. As the financial position of this university has been stated to have been not very satisfactory for a

number of years, the Committee would like the University Grants Committee to have the matter specially examined.

[Sl. Nos. 16 to 20 (Para Nos. 2.32 to 2.36) of Appendix V to 114th Report (4th Lok Sabha)].

Action taken

The various steps taken by the University Grants Commission towards clearance of outstanding certificates have already been enumerated in the Commission's earlier replies to the Public Accounts Committee. Steps are also being taken to expand the Utilisation Certificate Cells. The appointment of an officer for clearance of the outstanding certificates is also being finalised. Meanwhile, there has been a clearance of utilisation certificates worth Rupees one crore during the last three months for the period ending 31st May, 1970.

A statement showing the latest position as on 31st May, 1970 is attached. The following comparative figures would show the progress of clearance:—

	Outstanding Utilisation Certificates		
	As on 31-12-69	As on 28-2-1970	As on 31-5-1970
Amount	Rs. 57.24 crores	Rs. 56.99 crores	Rs. 55.99 crores
No.	(24095)	(23888)	(23525)

2. The progress made towards obtaining the audited statements of accounts from the universities is shown in the following comparative statements:

	As on 28-2-1970	As on 31-5-1970
Total grants paid to universities (up to 67-68)	Rs. 114.37 crores	Rs. 114.37 crores
Amount for which audited accounts have not been received	Rs. 13.70 crores	Rs. 7.70 crores

3. As already pointed out that audited accounts of the grantee institutions are the main requirements which enable the Commission to satisfy itself about the utilisation of the grants paid by it. In this connection, it may be mentioned that as pointed out before Public Accounts Committee the grants paid to the universities in a large

number of cases have been utilised and there have not been cases of non-utilisation of grants as such. But owing to procedural and others requirements the amount cannot be treated as having been utilised. The Public Accounts Committee, in this connection, has suggested the desirability of doing away with the procedural arrangements which have stood in the way of issuing the utilisation certificates. It is no doubt correct to say that the audited accounts of the grantees institutions on which the Commission has to depend for the issue of utilisation certificate is a factor contributing to the large number of outstanding cases. Accordingly the matter was taken up with the CAG who has since agreed that it is not necessary to base the utilisation certificates only on the audited accounts and that University Grants Commission may furnish the same on the basis of periodical reports, statement of expenditure, statistical returns etc. as provided for in the CFR 150 after satisfying that the conditions of grants have been fulfilled. The universities should however be asked to furnish unaudited accounts immediately after the close of the year and these may be followed by audited statements to enable the U.G.C. to ascertain the financial condition and regularise the grant suitably.

4. This procedure is now being implemented and it is hoped that there will be definite improvement in this respect in the future.

5. During the period from March 1970 utilisation certificates amounting to Rs. 14.90 lakhs have been issued in respect of the Osmania University. The present position is as under:

Total grants paid	Utilisation certificate issued	Balance
Rs. 1.96 crores	Rs. 00.15 crores	Rs. 1.81 crores

Audited accounts in respect of all the periods except the year 1967-68 have been received in respect of this University. The matter is being pursued with the Auditors.

6. As regards the points regarding reappropriation of University Grants Commission funds by the Annamalai University, the position has already been explained in detail in the earlier reply. As to the payment of Rs. 27,000 -, which was originally objected to by the Auditors, a sum of Rs. 5,516.67 only out of the originally objected amount remains to be settled. The matter is being pursued with the

Auditors. The Commission is taking steps to ensure proper maintenance of records relating to University Grants Commission grants by the University.

[Ministry of Education and Youth Services Memo. No. F. 11-51/69-II-2 dated 21-8-1970].

Table showing grants-in-aid paid to Universities during 1953-54 to 1966-67 and the Utilisation Certificates issued thereon upto the end of May, 1970.

Year	in which grants were paid Amounts in lakhs of Rs. Case No.		which U.Cs. have been issued Amounts in Lakhs of Rs. Case No.		in which U.Cs are to be issued Amounts in lakhs of Rs. Case No.	
1953-54	32	722.2	25	61.12	7	11.10
1954-55	198	165.46	169	138.69	29	26.77
1955-56	341	265.75	272	233.07	69	32.68
1956-57	405	334.00	258	280.05	147	53.95
1957-58	390	346.58	235	280.68	155	65.90
1958-59	807	592.02	403	423.77	404	168.25
1959-60	1,580	798.24	833	555.24	747	243.00
1960-61	2,385	808.96	1,284	497.90	1,081	311.06
1961-62	2,941	1,054.50	1,548	536.60	1,433	517.90
1962-63	3,539	1,056.33	1,563	551.94	1,976	504.39
1963-64	4,835	1,258.49	2,143	588.17	2,692	670.32
1964-65	6,690	1,390.30	2,489	636.79	4,421	753.51
1965-66	8,095	1,757.92	2,682	693.34	5,413	1,064.58
1966-67	7,273	1,67.73	2,107	442.54	5,171	1,175.19
	<u>39,536</u>	<u>11,518.50</u>	<u>16,011</u>	<u>5,919.90</u>	<u>23,525</u>	<u>5,598.60</u>

Recommendation

As the grants were given to these universities for a special occasion (i.e. their centenary), the Committee do not wish to comment on the indulgence extended to the universities by the University Grants Commission in the matter of application of the funds. The Committee would, however, like to point out that over 50 per cent of the grants given to one university, i.e. Rs. 50.37 lakhs, was expended on the construction of an Auditorium which was initially estimated to cost Rs. 32 lakhs. The Committee feel that in the existing situation in the country where, as pointed out by a Committee appointed by the University Grants Commission. Universities are not even able to provide, due to constraints on resources, adequate laboratory facilities, books etc. So badly needed for raising standards in Science, priorities in spending funds earmarked for education have to be of a different order.

[Sl. No. 21 (Para No. 2.42) of Appendix V to 114th Report (4th Lok Sabha)].

Action taken

The observations made by the Public Accounts Committee have been noted for guidance.

[Ministry of Education and Youth Services Memo. No. F. 11-51/69-U-2 dated 21-8-70].

Recommendation

The Committee are also not in favour of the University Grants Commission constituting committees to examine questions of this nature which could be more speedily disposed of by normal administrative procedures. Since 1961, as many as 39 committees were constituted to go into various matters that came up before the Commission. It would also appear that in a number of cases the appointment of committees has not particularly helped to speed up decisions. The Committee would, therefore, like the University Grants Commission to ensure that in future, committees are constituted only for examination of questions of substantial importance; which merit examination by a compact body of experts.

[Sl. No. 23 (Para No. 2.47) of Appendix V to 114th Report (4th Lok Sabha)].

Action taken

The University Grants Commission generally works through Committees in matters which required expert advice. The recommendation of the Public Accounts Committee has, however, been noted for future.

[Ministry of Education and Youth Services Memo. No. F. 11.51/69-4-2 dated 21-8-70]-

Recommendation

The Committee note that a printing press taken over by the Delhi University from a private party (who was operating it till 1961) has, to the end of 1968-69, incurred a cumulative loss of Rs. 3.47 lakhs. The reasons for the losses, as also for shortages of type material worth Rs. 0.8 lakhs, are stated to be under enquiry. The Committee would like the enquiry to be speedily completed and the supervision of the Press to be suitably strengthened, so that its performance could improve. If the machinery of the Press has been worn-out as stated by Government, steps should be taken to modernise the equipment.

[Sl. No. 24 (Para No. 254) of Appendix V to 114th Report (4th Lok Sabha)]

Action taken

As intimated by the Delhi University, the Enquiry Committee appointed by the Executive Council for looking into the irregularities in the working of press has given its preliminary report. The University has also obtained expert legal opinion regarding action to be taken against the persons connected with the irregularities. The report of the Committee will come up for the consideration of the Executive Council shortly. The question of modernisation of the press is under active consideration of the University. A scheme is being worked out to modernise the press and to establish a Publishing Unit by a Committee constituted for the purpose and which includes three experts in the line.

Ministry of Education and Youth Services Memo. No. F. 11.51-4-2 daed 21-8-70]

Recommendation

The Committee feel that payment of grants by the University Grants Commission to the Institute of Economic Growth Delhi, through the Delhi University might not be consistent with the provisions of the University Grants Commission Act, 1956. The Com-

mission itself, while considering the question of financial assistance for a proposed merger of the Institute with UNESCO Research Centre had decided in August, 1966 that assistance for this purpose could be given only if the Institute became Department of the Delhi University. It is regrettable that, having accepted this general principle, the Commission should have continued to pay grants to the institute in deviation from this decision. The Committee desire that Government should examine, in consultation with the Ministry of Law, the question whether the University Grants Commission can extend grants to the Institute, without the Institute becoming a part of a recognised University.

The Committee do not wish to be understood as suggesting that the work of the Institute is not worthy of being aided, but the University Grants Commission is at the same time under an obligation to ensure that financial assistance to an educational institution is given strictly in terms of the Act.

[Sl. Nos. 25 and 26 of (Para Nos. 2.59 and 2.60) of Appendix V to 114th Report (4th Lok Sabha)]

Action taken

The Commission, at its meeting held on February 5, 1963 agreed to provide financial assistance to the Institute of Economic Growth, Delhi through the University of Delhi, towards conducting a five months teaching-cum-training course in Research methodology for the benefit of Ph.D. students and economic investigators for a period of three years during the Third Plan period. The Commission's assistance was limited to Rs. 89,851/- (Recurring) per annum and Rs. 22,000/- (Non-Recurring) for a period of three years upto 31st March, 1966. A Statement showing the facilities approved by the Commission during the Third Plan period to the Institute of Economic Growth for conducting the course is attached.

In January, 1966, the University of Delhi forwarded the proposal of the Institute of Economic Growth for continuation of the course in Research Methodology for a further period of five years at an estimated cost of Rs. 1,51,300/- (Recurring) per annum and Rs. 27,000 (Non-Recurring). It was reported that the course had become popular and the universities and the state Governments were sponsoring an increasingly large number of candidates for the course. The intake of candidates who were applying on their own had also increased. The Institute proposed to extend the five-months course to a nine-months course or a 2 term programme.

The Commission agreed to extend recurring assistance towards this project at the already approved level for a further period of one year i.e. upto 31st March, 1967 and it was proposed to have the matter examined by an Expert Committee before any further extension was considered (matter reported to the Commission at its meeting held on 2-3-1966). The Commission decided that the question of further continuation of this course may be examined by the Committee appointed by the Commission separately to consider the merger of the UNESCO Research Centre at Delhi with the Institute of Economic Growth. This Committee discussed the question of the continuation of the course and Research Methodology at the Institute of Economic Growth with the Director of the Institute and his colleagues.

The question of the continuance of the scheme of Research Methodology Course was considered by the Commission at its meeting held in September 1966 on the basis of the report of the expert committee and the clarifications given by the Institute in regard to some academic details of the course. The Commission was aware that in August, 1966 it had agreed that if assistance was to be given to the Institute of Economic Growth, it would be necessary for the Institute, as in the case of the Delhi School of Economics, to be either a separate department of the University or a part of the department of Economics. The Commission desired that the Institute of Economic Growth be requested to run the course of Research Methodology in cooperation with the School of Economics of the Delhi University and that, in the light of this, a revised proposal may be submitted to the Commission.

The revised proposal received from the Delhi University was considered by the Commission at its meeting held on February 1, 1967 and the Commission agreed that the Delhi University be assisted at the existing level for the continuance of the Research Methodology course at the Institute of Economic Growth, Delhi till 31-5-1966. The Commission also reiterated its earlier decision that if the Institute was to be assisted, the suggestion made earlier that it should either be a separate department of Delhi University or a part of the Department of Economic should be pursued further.

The Commission has not paid any grants to the Delhi University towards the Research Methodology Course at the Institute of Economic Growth after 31st May, 1968. A total grant of Rs. 4,12,000/- was paid to the University towards the above course upto 31-5-1968.

In regard to the release of grants to the Delhi University for the Research Methodology course at the Institute of Economic Growth, the following points may also be mentioned here:—

- (i) The grants to the Institute of Economic Growth for running the Research Methodology Course were paid to the Delhi University and not to the Institute of Economic Growth.
- (ii) The decision to provide assistance to the Delhi University for the purpose was taken on the basis of the proposal received from the Vice-Chancellor of the Delhi University.

The Vice-Chancellor, while forwarding the original proposal mentioned that the scheme of Research Methodology in the Institute of Economic Growth could possibly be made to comprehend courses not only, in Economic Statistics but allied subjects like Sociology, Social work and possibly Political Science.

The scheme for the Research Methodology course emanated from the Delhi University to fulfil a strongly felt need of various university departments. It would be pertinent to quote here from a letter Prof. N. K. Sidhanta wrote in November, 1961 to Shri G. L. Nanda, the then Deputy Chairman, Planning Commission, commending this proposal:

“The idea of training in Research Methodology has gained ground in this university. This was introduced in the School of International Studies (then a constituent college of Delhi University) and in the Hindi department of the University..... This University is interested in giving some preliminary training to prospective Ph.D. students and it is felt that this course would be helpful not only in the Department of Economics but in allied departments also. The scheme of Research Methodology in the Institute of Economic Growth could possible be made to comprehend courses not only in Economics and Economic Administration, Economic Statistics but allied subjects, like Sociology, Social work and possibly Political Science.

The question whether the University Grants Commission can extend grants to the Institute without its becoming a part of recognised University was examined in consultation with the Ministry of Law. That Ministry expressed the view that the case was not covered under the provisions of the University Grants Commission Act, 1956. A copy of advice tendered by that Ministry is enclosed.

The Audit desired that it may be elucidated how it was proposed to regularise the grants already given to the Institute of Economic Growth.

The matter was placed before the University Grants Commission at its meeting held on 5-5-1971. The Commission resolved that even assuming that the payment of grants to the Delhi University was technically outside the purview of the University Grants Commission the grant was made for a scheme of real academic value and of great interest to the University and Planning Commission at whose instance the course was in fact initiated. In view of this academic need, the Government may be requested to pay the amount worth the grants in question to the University so that the University may reimburse the same to the Commission.

It is not possible for the Government to give a grant to the University so that University Grants Commission may be able to regularise the irregularity. The University Grants Commission has been asked to be more careful in future and to avoid such 'illegal' grants which cannot be justified by virtue of the provisions of the Act. P.A.C. is requested kindly to agree to treat these recommendations as settled.

This has been seen by Audit.

(Ministry of Education and Social Welfare U.O. No. F. 9-20 70-U-2 dated 24-7-1971).

Statement showing the facilities approved during third Five Year Plan

Recurring

<i>Item</i>	<i>Annual Expenditure</i>
(1) One professor (Research Methodology) Rs. 1000—50—1500	Rs. 15,290/-
(2) One Reader (Social Research) Rs. 700—40—1100	Rs. 11,622/-
(3) One Reader (Applied Statistics) Rs. 700—40—1100	Rs. 10,062/-
(4) One Stenographer	Rs. 3,557/-
(5) One Office Assistant	Rs. 3,557/-
(6) One Technical Assistant	Rs. 3,557/-
(7) One Peon	Rs. 1,206/-
(8) Visiting Lecturers (at 4 Lectures or Seminars a week × 40 weeks a year × Rs. 25/- per lecture)	Rs. 4,000/-
(9) <i>Scholarships</i> Ten Scholarships for trainees (at 6 month duration at Rs. 250/- per month).	Rs. 15,000/-

10) Two Scholarships for Research (2 years' duration at Rs. 250/- per month)	Rs. 12,000/-
<i>(Other Expenses)</i>	
11) Additions to Library	Rs. 3,000/-
12) Stationery and printing	Rs. 3,000/-
13) Field Work and Project Work (including Travel)	Rs. 4,000/-
	Rs. 89,851/-
Non-Recurring	
1) Library	Rs. 10,000/-
2) Calculating Machine & Typewriters	Rs. 12,000/-
	Rs. 22,000/-

MINISTRY OF LAW
(DEPARTMENT OF LEGAL AFFAIRS)
Advice (F) Section.

The University Grants Commission Act, 1956 as its long title shows is an Act to make a provision for the co-ordination and determination of standards in universities and for that purpose to establish a University Grants Commission. It is now well settled that the policy and purpose of the Act may be deduced from the long title. [See *In re. Kerala Education Bill* A.I.R. 1958 S.C. 956 (974) and *Bishamber Singh vs State of Orissa*, 1954 S.C.R. 842 (855)]. The long title of the said Act shows that the Act broadly deals with the universities. The word 'university' is defined in section 2(f) of the Act which definition obviously does not cover the Institute of Economic Growth, Delhi. Section 3 of the Act further makes it clear beyond doubt that the Act applies only to universities because it contains a specific provision that if it is to be extended to any institution for higher studies other than universities, it has to be done by a notification by the Central Government on the advice of the Commission.

2. Section 12 of the Act enumerates functions of the University Grants Commission. A plain reading of clauses (a) to (i) of this section shows that the functions of the Commission are relatable to universities only. The words "such other functions" occurring in clause (j) of that section are to be construed *eiusdem generis* with the functions of the Commission enumerated in clauses (a) to (i).

The rule of *ejusdem generis* is founded upon the idea that if the Legislature intended the general words to be used in an unrestricted sense, the particular clauses would not have been mentioned. The functions enumerated in clauses (a) to (i), as already stated, relate to Universities only. Therefore "such other functions" in clause (j) cannot be construed to cover an institution which is not a university as defined in section 2(f) or declared a deemed university by notification under section 3. Hence this case is not covered by clause (j) of section 12 of the University Grants Commission Act, 1956.

Recommendation

While the Committee recognise that the university was primarily responsible for a situation which led to its taking overdrafts from a bank for financing certain schemes assisted by the University Grants Commission, they would like to point out that due to "procedural formalities" it took one to thirteen months for the university to get funds from the Commission in respect of as many as 46 schemes. The assistance sought for some of the schemes was meant to defray salaries of the university staff. It might be that the Commission had to obtain "clarifications" which the university was long in furnishing, but the Commission should have, from their side, followed up the matter purposefully, particularly when it was becoming apparent that the release of funds for payment of salaries was being delayed. The Committee trust that the University Grants Commission will ensure in future that release of funds to universities for approved schemes is not held up normally beyond a month. [Sl. No. 27 (Para No. 2.63) Appendix V to 114th Report (4th Lok Sabha)]

Action Taken

The University Grants Commission has requested the universities that in order to enable speedy release of grants by the Commission, the proposals sent by them should contain complete information and in cases where points are referred to the grantee institutions for clarification, the requisite information should be sent without any undue delay.

All Officers/Sections in the University Grants Commission have also been requested that proposals received from universities for release of grants specially, those relating to salary of the teaching staff should be processed quickly and the grants released without undue delay.

[Ministry of Education and Youth Services Memo. No. F. 11-51/69-4.2 dated 21-8-70].

Recommendations

The Committee regret that before introducing the original formula for revision of pay-scales of teachers of Central Universities, the University Grants Commission did not fully examine its implications, with the result that a number of senior teachers started getting less pay than their juniors. The revision of the formula to correct the anomaly disclosed that some of the teachers had been over-paid to the extent of Rs. 61.682 in all, but the Commission decided to waive the recovery.

The Committee hope that in future the Commission will take competent financial advice in regard to matters affecting pay and other conditions of service, so that there is no repetition of a case of this type.

[Sl. Nos. 28-29 (Para Nos. 2.66 & 2.67) of Appendix V to 114th Report (4th Lok Sabha)].

Action Taken

The above suggestion made by the Public Accounts Committee has been noted for future.

[Ministry of Education and Youth Services Memo No. F.11-51'69—4.2 dated 21-8-70].

Recommendations

The Committee observe that the Annamalai University have not been maintaining any systematic account of utilisation of grants received by them from the University Grants Commission. The Examiner, Local Fund Accounts, who examined that university's accounts pointed out that "the grant appropriate register is not maintained properly. Only entries regarding the receipts of grants for the various schemes have been made. As regards expenditure for various schemes, no entries are made and the balance of grant at the close was not arrived at." The Examiner went on to add that it was not possible for the Audit in the circumstances "to reconcile the discrepancies between the figures in the Annual Accounts and the grant appropriate register."

The Committee note that the University Grants Commission has taken up the matter with the University authorities. They would like to be informed of the correct position regarding utilisation of

grants given to this University as also of the steps taken to ensure proper accounting of the expenditure incurred out of the grants.

[Sl. Nos. 31 & 32 (Para Nos. 2.75 & 2.76) of Appendix V to 114th Report (4th Lok Sabha)].

Action Taken

The various steps taken by the University Grants Commission towards clearance of outstanding certificates have already been enumerated in the Commission's earlier replies to the Public Accounts Committee. Steps are also being taken to expand the Utilisation Certificate Cells. The appointment of an officer for clearance of the outstanding certificates is also being finalised. Meanwhile, there has been a clearance of utilisation certificates worth Rupees one crore during the last three months for the period ending 31.5.1970.

A statement showing the latest position as on 31.5.1970 is attached (Appendix I). The following comparative figures would show the progress of clearance:—

	Outstanding Utilisation Certificates		
	As on 31-12-69	As on 28-2-1970	As on 31-5-1970
Amount	Rs. 57.24 crores	Rs. 56.99 crores	Rs. 55.99 crores
No.	22495	23888	23525

2. The progress made towards obtaining the audited statements of accounts from the universities is shown in the following comparative statements:

	As on 28-2-1970	As on 31-5-1970
Total grants paid to universities (upto 67-68)	Rs. 114.37 crores	Rs. 114.37 crore
Amount for which audited accounts have not been received	Rs. 13.70 crores	Rs. 7.70 crores

3. As already pointed out that audited accounts of the grantee institutions are the main requirements which enable the Commission to satisfy itself about the utilisation of the grants paid by it. In this connection, it may be mentioned that as pointed out before Public Accounts Committee the grants paid to the universities in a large number of cases have been utilised and there have not been cases of non-utilisation of grants as such. But owing to procedural and others requirements the amount cannot be treated as having been utilised. The Public Accounts Committee, in this connection,

has suggested the desirability of doing away with the procedural arrangements which have stood in the way of issuing the utilisation certificates. It is no doubt correct to say that the audited accounts of the grantees institutions on which the Commission has to depend for the issue of utilisation certificate is a factor contributing to the large number of outstanding cases. Accordingly, the matter was taken up with the CAG who has since agreed that it is necessary to base the utilisation certificates only on the audited accounts and that University Grants Commission may furnish the same on the basis of periodical reports, statement of expenditure, statistical returns etc. as provided for in the GFR 150 after satisfying that the conditions of grant have been fulfilled. The universities should however be asked to furnish unaudited accounts immediately after the close of the year and these may be followed by audited statements to enable the U.G.C. to ascertain the financial condition and regularise the grant suitably.

4. This procedure is now being implemented and it is hoped that there will be definite improvement in this respect in the future.

5. During the period from March 1970 utilisation certificates amounting to Rs. 14.90 lakhs have been issued in respect of the Osmania University. The present position is as under:

Total grants paid	Utilization certificate issued	Balance
Rs. 1.96 crores	Rs. 00.15 crores	Rs. 1.81 crores

Audited accounts in respect of all the periods except the year 1967-68 have been received in respect of this University. The matter is being pursued with the Auditors.

6. As regards the points regarding reappropriation of University Grants Commission funds by the Annamalai University, the position has already been explained in detail in the earlier reply. As to the payment of Rs. 27,000/-, which was originally objected to by the Auditors, a sum of Rs. 5,516.67 only out of the originally objected amount remains to be settled. The matter is being pursued with the Auditors. The Commission is taking steps to ensure proper maintenance of records relating to University Grants Commission grants by the University.

[Ministry of Education and Youth Services Memo No. F. 11-15/69
U. 2. dated 21-8-70].

Table showing grants-in-aid paid to Universities during 1953-54 to 1966-67 and the Utilisation Certificates issued thereon upto the end of May, 1970.

Year	Case in which grants were paid		Case in which U.Cs have been issued		Case in which U.Cs are to be issued	
	No.	Amounts	No.	Amounts	No.	Amounts
	(in lakhs of Rs.)		(in lakhs of Rs.)		(in lakhs of Rs.)	
1953-54	32	72.22	25	61.12	7	11.10
1954-55	198	165.46	169	138.69	29	26.77
1955-56	341	265.75	272	233.07	69	32.68
1956-57	405	334.00	258	280.05	147	53.95
1957-58	390	346.58	235	280.68	155	65.90
1958-59	807	592.02	403	423.77	404	168.25
1959-60	1,580	798.24	833	555.24	747	243.00
1960-61	2,385	808.96	1,284	497.90	1,081	311.06
1961-62	2,081	1,054.50	1,548	536.60	1,433	517.90
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	<u>39,536</u>	<u>11,518.50</u>	<u>16,011</u>	<u>5,919.90</u>	<u>23,525</u>	<u>5,598.60</u>

CHAPTER III
RECOMMENDATIONS/OBSERVATIONS WHICH THE COM-
MITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE
REPLIES BY GOVERNMENT

Recommendation

The Committee also observe the Government of India unnecessarily spent Rs. 12 lakhs every year on staff employed to supervise the work of these Instructors. This supervision was also, on Governments' own admission, not effective. These instructors are employed in schools which are subject to supervision by the State Education Authorities. The Committee are therefore, at a loss to understand why the Government of India chose to introduce a parallel system of supervision at the Central level. The Committee would like to impress on Government the need to ensure that they do not take upon themselves tasks and responsibilities which more appropriately belong to the States. The Administrative Reforms Commission which had examined the question of the role of the Central Government in regard to subjects falling in the State list* had pointed out the Centre's role should be that "of a pioneer guide, disseminator of information" overall planner and evaluator and that it was unnecessary for it to 'duplicate' the functions of the State Governments in these spheres. The National Fitness Corps Scheme had been specifically mentioned by the Commission as an example of a Scheme 'which properly speaking, should not be handled by the Central'. The observations of the Administrative Reforms Commission in this regard were based on the findings of a Study Team which took the view that "this (the National Fitness Corps) is not and should never have been a subject for the Ministry (of Education) to handle."

The Committee would like Government, in the light of these observation to ensure that staff employed at the Central level in connection with the Scheme is utilised elsewhere, except for the minimum required for the purpose of overall plan formulation and coordination.

[Sr. No. 2 (Para No. 1.18) of 114th Report (4th Lok Sabha)]

*"The machinery of Government of India and its procedures of work."

Action Taken

The transfer of the supervisory functions of the NFC Programme to the State Governments is closely linked up with the transfer of the Instructors to the State Governments. The Government of India have already asked the State Governments to take over the supervisory staff also alongwith the Instructors. Since most of the State Governments may not have adequate supervisory staff in the field of Physical Education, Sports and allied activities which constitutes the Integrated programme of National Fitness Corps, the absorption of these supervisory staff in the State Governments would add to the effectiveness to the supervision in the field. Since these supervisory staff have been specially trained for this work, it would not be possible for the N.F.C. Organisation to utilise their service elsewhere. In case the State Governments are not willing to absorb the supervisory staff it will then be necessary to find alternative employment for these persons elsewhere.

2. The House keeping responsibilities like disbursement of salaries, sanction of leave, transfers, discipline and other day to day administration matters are mainly handled in the regional offices which are headed by a Regional Director/Senior Supervisor with the assistance of some ministerial staff. The transfer of the responsibility of making payments of pay and allowances to Instructors to the State Government will involve the transfer of almost all other allied responsibilities now being handled by the Regional Offices. This virtually amounts to transfer of the scheme to the State Governments. It is doubtful whether the States would be willing to assume these responsibilities unless they decide to take over the Instructors and assume full administrative responsibilities.

The negotiations with several State Governments for taking over the N.D.S. Instructors have not yet been finalised. The State Governments of Mysore, Maharashtra, Gujarat, Punjab, Orissa and the Union Territories of Delhi, Himachal Pradesh, Goa, Manipur and Tripura Administration have formally agreed to take over the NDS Instructors. Other States, except U.P., Madhya Pradesh and Kerala have agreed in the course of discussion to take over the Instructors and their formal communications are awaited. The Government of U.P., Madhya Pradesh and Kerala are being persuaded to take over the Staff as originally agreed to in 1965.

[Ministry of Education and Youth Services O.M. No. G. 25015/51
70—Accounts dated 30-12-1970].

Recommendation

Two other points about the training Scheme need mention:—

- (i) An expenditure of Rs. 1.48 lakhs was incurred by Government on rent and salaries of staff after these Institutes were wound up. The last course of training finished in 1967, but one of the buildings at Sariska was not surrendered till 31st January, 1969. The Committee are not satisfied with the reasons advanced for the delay in surrendering the building and would like Government to investigate whether there was any slackness in this respect.
- (ii) Recovery amounting to Rs. 10.730 due from certain trainees, who violated the terms of bonds given by them, could not be made, as the bonds were not executed on behalf of the President of India and hence were invalid. Government's explanation that it is difficult to fix responsibility is not acceptable to the Committee. The Committee would like Government to investigate and fix responsibility for the execution of defective bonds.

[Sl. No. 4 (Para No. 1.20) of 114th Report (4th Lok Sabha)].

Action Taken

(i) It has been verified from records that the last training course at Sariska concluded on 13th March, 1968 and not in 1967 as mentioned in para 1.20 of the PAC's 114th report. On 6th February, 1968 a meeting was held in E.M's. room, which was attended among others by D.G. NFC, to consider the future of NFC. In that meeting it was decided that the possibility of transferring the Central Training Institute at Sariska alongwith its staff and equipment to some State Government that might need it, should be explored, and that, if such transfer could not be effected within a reasonable period, the Institute might be closed down. The decision was a right one because Training Institute built up with so much expertise should not just be closed down when the programme was going on and demand for trained physical education teachers existed. Consequently, the NFC Directorate initiated action in February 1968 for the transfer/retrenchment of the staff of this Institute, but the matter was not pursued vigorously because the D.G. NFC, thought that the future of the Institute was closely linked with a policy decision on the decentralization of NFC and the formation of NSC. As time passed on and the future of NFC

and NSC became more clear and certain, the D.G. NFC, issued orders in June, 1968 to his staff for the disposal of the stock of the Institute, and the Ministry gave notice to the landlord on 11th June, 1968 of its intention to vacate the building. The landlord asked the Ministry on 16th June, 1968 to restore the building with all its fittings and furniture, etc., to its original condition before he could take it over. It was decided on 10th July, 1968 to set up a Board having on it a representative of the landlord also, to settle the question of damage/repair, etc. to the building and to hand it over to the landlord. The landlord, was addressed on 15th July, 1968 in the matter, but he did not care to nominate his representative on the Board. In the meantime, the Ministry of Home Affairs became interested in taking over the building with its fittings and furniture, etc. as it was, for the use of the Central Reserve Police. This suited both the landlord as well as the Ministry, because the Ministry would have had to incur considerable expenditure on putting out the electrical and other fittings installed therein and restoring the building to its original condition. Moreover, the Central P.W.D. had no appropriate office at Alwar, which would estimate the extent of damage to the building and its fittings and furniture, etc. or to carry out necessary repairs thereto. Therefore, the Ministry thought it wise and proper to wait and watch the developments of the negotiations between the landlord and the Ministry of Home Affairs. The landlord wanted to gain time till the Ministry of Home Affairs was actually able to take over the building after completing the codal formalities, in order to avoid loss of rent. The Ministry of Home Affairs which had to seek the concurrence of the Ministry of Finance naturally took time to process the case, so that it could issue formal sanction for hiring the building only on 13th December, 1968. The building was then handed over to the landlord in January 1969. who handed it over to the Ministry of Home Affairs on that very day he took it over from this Ministry.

It will thus be observed that there was no slackness on the part of the Ministry of Education and Youth Services in handing over the Sariska Palace to its owner.

In retrospect it could be argued that the Ministry of Education could have given notice of vacation and refused payment of rent thereafter, but there was a possibility of the landlord demanding the handing over of the accommodation in the condition in which it was taken over by the Ministry. This would have not only taken time, but would have resulted in depreciation of value as a result of dismentlement and disposal of the permanent fixtures installed by Government.

(ii) The form of the bond, in question approved by the Ministry of Law in 1958, was defective inasmuch as it was not revised by them in the light of 1962 decision of the Supreme Court which stated that all contracts should be executed on behalf of the President of India by duly authorised officer.

However, in view of the fact that the recoverable amount is not higher than Rs. 370/- for each of the defaulting 29 Instructors, it may not be prudent to try to prosecute these 29 Instructors as the cost of their prosecution will not be in commensurate with the amount to be recovered.

In view of the above circumstances, the question of apportioning blame for defective bond is not worthwhile pursuing because it has happened due to erroneous belief that 1968 form was still valid.

[Ministry of Education and Youth Services O.M. No. G. 25015/5/
70—Accounts dated 30-12-1970].

CHAPTER IV

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

Recommendation

While the Committee do not wish to belittle the work done by the Kathak Kendra, they would like to point out that the response to the training courses conducted by this Institution has been very poor. The diploma course, for instance, has not attracted more than 4 to 5 students, though it can take as many as 25 students. Though the Committee agree that in the field of creative arts popularity should not be gauged in terms of number of students, they feel sustained efforts will have to be made by the Kendra to attract more pupils, particularly as it can cope with a larger number of students "without any damage to standards of teaching". Alternatively, efforts will have to be made to prune the expenditure on the Kendra met by Government grants which has aggregated over Rs. 5 lakhs during the four years ending 1967-68.

[Sl. No. 5 (Para 1.32) of Appendix V to 114th Report (4th Lok Sabha)].

Action Taken

Admission to the Three Year Diploma Course in the Kathak Kendra is given wide publicity to attract students from all over the country. But in the performing arts there is always a problem to get larger number of trainees because of various factors. One of the factors being that employment opportunities are very limited. It is only the highly talented persons who come up and are able to take up a professional career. Moreover there are not many centres for giving training in the Kathak dance, imparting primary training and bringing them to a standard where they are eligible for admission to the Three Year Diploma Course of the Kendra. For attracting larger number of students it is also necessary to give sufficient number of scholarships and stipends to attract students from different regions for admission in the Kendra. It is desirable to increase the number of scholarships from 5 to 10 and to raise the amount of scholarship from Rs. 100|- p.m. to Rs. 250|- p.m. so that the training at the Kendra can be made more attractive.

The increase in the number of the scholarships from 5 to 10 and the value of the scholarships from Rs. 100|- to Rs. 250|- p.m. will involve an additional expenditure of Rs. 24,000|- in the first year of the 3-year Diploma Course. But, in view of the need for economy, and in view of the instructions issued by the Ministry of Finance on a directive from the Cabinet for reducing non-developmental expenditure on Non-Plan side, the proposal to increase the number and amount of scholarships will have to be deferred till the resources position improves.

Regarding the pruning of the expenditure, it may be stated that the staff employed in the Kendra is the minimum with reference to the load of work and it is not possible to make any further reduction in the strength of the staff.

[Ministry of Education & Youth Services No. F. 20(24)/69, CAII (3), dated 21st November, 1970].

Recommendation

The Committee would like the UGC to devise some check to ensure that costly machinery purchased by universities out of grants given by the Commission are properly utilised. A Committee set up by the UGC to report on standards of university education had drawn attention to the necessity "to guard against the danger of building up big apparatus at places where qualified and trained people are not available to handle them." That Committee went on to say, "We understand that in some departments very little work has been done in spite of costly equipment. We need hardly add that in such cases immediate steps should be taken to transfer the equipment to the departments where it can be used more effectively." To ensure purposeful utilisation of large sums of money which the Commission is annually giving to the universities for equipment, it ought to have some kind of a random check, covering at least costly equipments purchased by the universities. The Committee would like the University Grants Commission to consider, in consultation with the universities, how best a broad system of checks could be devised in this regard.

[Sl. No. 30 (Para No. 2.71) of Appendix V to 114th Report (4th Lok Sabha)].

Action Taken

The Banaras Hindu University has since commissioned all the equipment under reference.

[Ministry of Education and Youth Services Memo No. F-11-51/69—4.2 dated 21-8-70].

CHAPTER V

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

Recommendation

The Committee feel that the existing arrangement of routing financial assistance to the Kathak Kendra through the Sangeet Natak Akademi calls for a change. The interposition of the Akademi serves no particular purpose, as it is represented on the Governing Council of the Kendra. The Committee note that Government are considering a proposal for making the Kendra a direct grantee institution. They would like an early decision to be taken on the proposal.

[Sl. No. 6 (Para 1.33) of Appendix V to 114th Report (4th Lok Sabha)].

Action Taken

The Kathak Kendra has been taken over by the Sangeet Natak Akademi with effect from 16-7-1969 pending a final decision on its future.

The Reviewing Committee for the National Academies and the I.C.C.R. under the Chairmanship of Justice Shri G. D. Khosla has been requested to give a preliminary report on the future set up of the Kendra. On receipt of the report of the Committee the final decision on the future set up of the Kendra will be taken.

[Ministry of Education and Youth Services No. F. 20(24)69. CAII (3), dated 21-11-70].

Recommendation

The Committee are not happy over the delay on the part of the universities in furnishing completion certificates in respect of buildings, for the construction of which grants amounting to Rs. 49.02 lakhs were sanctioned by the University Grants Commission between October, 1957 and December, 1965. The Committee note that the general question of prescribing a time-limit for completion of buildings by the universities which are aided by the University Grants

Commission is under the consideration of an Expert Committee. The Committee would like the examination to be speedily completed and a procedure also to be evolved for making release of grants for construction of buildings progress-oriented. In all cases where completion certificates have been pending for over a year, a suitable deadline should be set for the rendering of the certificates.

[Sl. No. 22 (Para No. 2.46) of Appendix V to 114th Report (4th Lok Sabha)].

Action Taken

The question of prescribing a time-limit for the completion of buildings constructed with assistance from the University Grants Commission is already under the active consideration of the Commission and it is hoped that the matter will be finalised soon. As regards evolving a procedure for making release of grants for construction of buildings progress-oriented, the Commission has already laid down that grants are to be released in suitable instalments depending upon the progress in the implementation of the project. Steps are, however, being taken to fix a deadline for the submission of completion certificates by the grantee institutions where the certificate is pending for over a year.

[Ministry of Education and Youth Services Memo No. F. 11-51/69—U.2 dated 21-8-70].

Recommendation

The Committee do not understand how the university used part of the grant received by it for implementing a three-year degree course in the constituent colleges to provide equipment (cost Rs. 0.97 lakh) to a college, which was not providing instructions for the three-year course. The Committee would like the Commission to ensure that the equipment is put to gainful use.

[Sl. No. 33 (Para No. 2.79) of Appendix V to 114th Report (4th Lok Sabha)].

Action Taken

As advised by the Committee, the Banaras Hindu University has been requested to confirm that the equipment purchased out of the grant of Rs. 97,196.27 paid to Central Hindu College, Kamacha is being gainfully utilized. Out of the grant of Rs. 6,11,870.16 (R & NR) an utilization certificate for an amount of Rs. 3,30,000/- (R)

has been issued. Action towards obtaining the necessary documents in respect of the balance grant and issuing the utilization certificate for the same is being taken.

[Ministry of Education and Youth Services Memo. No. F. 11-51/69—
U. 2 dated 21-8-70].

ERA SEZHIYAN,
Chairman,
Public Accounts Committee

NEW DELHI;
August 31, 1971.

Bhadra 9, 1893 (Saka).

APPENDIX

Summary of main Conclusions Recommendations

Sl. No.	Para No. of Report	Ministry Department concerned	Conclusion/Recommendation
1	2	3	4
1	1.4	Ministry of Education and Youth Services	The Committee hope that final replies in regard to recommendations observations to which <i>interim</i> replies have been furnished will be submitted to them expeditiously after getting them vetted by Audit.
2	1.5	-do-	The Committee will now deal with action taken by Government on some of the recommendations observations.
3	1.8	-do-	The Committee are not satisfied with the progress made in the settlement with the State Governments of the terms and conditions for transfer of the National Discipline Scheme instructors to the States. The Committee desire that matter should be pursued with the State Governments vigorously.
4	1.11	-do-	The Committee note that despite wide publicity to attract more students for the three-year diploma course in the Kathak Kendra, the number of admissions has been far below the capacity of 25.

1

2

3

4

The possibility of pruning the expenditure on the Kendra with the present level of admissions may be gone into by the Review Committee for the National Academies.

5

1.12

Ministry of Education
and Youth Services

The Committee would like to further suggest that Government may consider the question of shifting the Kendra to some other place where Kathak dance is popular so that adequate number of students are attracted to the course. This aspect may also be examined by the Review Committee.

6

1.13

-do-

The Committee would further like to suggest that the working of the private institutions successfully run by masters of the art may be studied so as to effect improvements in the Kathak Kendra and attract students.

7

1.16

Ministry of Education
and Youth Services;
University Grants
Commission

In the opinion of the Committee, it would be more appropriate if an evaluation of the work done by the University Grants Commission is entrusted to an expert body consisting of eminent educationists and reputed retired vice-chancellors appointed by Government instead of the University Grants Commission.

8

1.19

-do-

The Committee are glad that Government have accepted their oft-repeated recommendation that the audited accounts and audit reports of the Central Universities should be laid before Parliament. Since incorporation of necessary provision in the relevant

Acts is likely to take some time, the Committee would like Government to make it a convention to lay these accounts and audit reports before Parliament pending amendment of the Acts.

9 1.22 -do-

The Committee are not satisfied with the progress made in the receipt of utilisation certificates. They desire that effective steps should be taken to get the outstanding utilisation certificates expeditiously. In this connection they would urge that the appointment of a special officer, which is stated to be under finalisation, should be made without delay.

10 1.23 -do-

The Committee note that a procedure for expeditious issue of utilisation certificate by the University Grants Commission on the basis of periodical reports, statement of expenditure, statistical return etc., as provided for in the GFA 150 after satisfying that the conditions of grant have been fulfilled, has been agreed to by the Comptroller and Auditor General. The Committee hope that as a result of this procedure, delay in issue of utilisation certificate by the University Grants Commission will be avoided in future. In case in future the grantee institutions do not furnish any utilisation certificate within two years of their becoming due, the question of stopping further grants should be considered.

11 1.26 -do-

While the Committee are glad to note that the Banaras Hindu University has since commissioned the equipments lying idle for a long time, they found that the Ministry have not informed them

Sl. No.	Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No.
DELHI			33.	Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi-1.	68
24.	Jain Book Agency, Connaught Place, New Delhi.	11	34.	People's Publishing House, Rani Jhansi Road, New Delhi.	76
25.	Sat Narain & Sons, 3141, Mohd. Ali Bazar, Mori Gate, Delhi	3	35.	The United Book Agency, 48, Amrit Kaur Market, Pahar Ganj, New Delhi.	88
26.	Atma Ram & Sons, Kashmeri Gate, Delhi-6.	9	36.	Hind Book House, 82, Janpath, New Delhi.	95
27.	J. M. Jaina & Brothers, Mori Gate, Delhi.	11	37.	Bookwell, 4, Sant Narankari Colony, Kingsway Camp, Delhi-9.	96
28.	The Central News Agency, 23/90 Connaught Place, New Delhi.	15	MANIPUR		
29.	The English Book Store, 7-L, Connaught Circus, New Delhi.	20	38.	Shri N. Chaoba Singh, News Agent, Ramlal Paul High School Annex, Imphal	77
30.	Lakshmi Book Store, 42, Municipal Market, Janpath, New Delhi.	23	AGENTS IN FOREIGN COUNTRIES		
31.	Bahree Brothers, 188, Lajpatrai Market, Delhi-6.	27	39.	The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON W.C.—2.	59
32.	Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.	66			

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DELHI					
24.	Jain Book Agency, Connaught Place, New Delhi.	11	33.	Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi-1.	68
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32.	Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.	66			

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