ESTIMATES COMMITTEE 1962-63

NINTH REPORT

(THIRD LOK SABHA)

MINISTRY OF FINANCE (DEPARTMENT OF EXPENDITURE)

Action taken by Government on the recommendations contained in the Seventy-Third Report of the Estimates Committee (Second Lok Sabha)—Preparation of Budget Estimates of Public Undertakings and Presentation of their Annual Reports and Accounts to Parliament.



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December, 1962 Agrahayana, 1884 (.S)

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(1962-63)

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^{*}Elected w. c. f. 19th August, 1962 vice Shri Shivram Rango Rane resigned.

[@]Elected w. e. f. 15th November, 1962 vice Shri B. J. Singh, died on 8.9.62.

INTRODUCTION

- I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Ninth Report of the Estimates Committee on the action taken by Government on the recommendations contained in the Seventy-Third Report of the Estimates Committee (Second Lok Sabha) on the Ministry of Finance (Department of Expenditure)—Preparation of Budget Estimates of Public Undertakings and Presentation of their Annual Reports and Accounts to Parliament.
- 2. The Seventy-Third Report of the Estimates Committee was presented to the Lok Sabha on the 23rd February, 1960. Government furnished their replies indicating the action taken on the recommendations contained in this Report on the 30th November, 1961. The replies were examined by the Study Group 'F' of the Estimates Committee (1962-63) on the 5th September, 1962. The draft Report was adopted by the Committee on the 25th November, 1962.
 - 3. The Report has been divided into the following four Chapters:—
 - I. Report.
 - II. Recommendations that have been accepted by Government.
 - III. Replies of Government that have been accepted by the Committee.
 - IV. Replies of Government that have not been accepted by the Committee.
- 4. An analysis of the action taken by Government on the recommendations contained in this Report of the Estimates Committee is given in Appendix I. It would be observed therefrom that out of 22 recommendations made in the Report, 59:1 per cent. have been accepted by Government and replies in respect of 13:6 per cent. of the recommendations have been accepted by the Committee while replies of Government in respect of the remaining 27:3 per cent. of the recommendations have not been accepted by the Committee.

H. C. DASAPPA.

Chairman,

Estimates Committee.

New Delhi:

December 4, 1962

Agrahayana 13, 1884 (S)

CHAPTER I

REPORT

In paras 1 and 2 of their Seventy-Third Report (Second Lok Sabha) on the 'Preparation of Budget Estimates of Public Undertakings and Presentation of their Annual Reports and Accounts to Parliament', the Committee observed that no consolidated information was available with regard to the investment made by Government in the Public Undertakings, their working and the net effect thereof on the national economy, etc. and stressed the need for improving the methods of furnishing information to Parliament about Public Undertakings. In reply, Government have stated that the information was available in Annexure XIV (now Annexure XVII) of the Explanatory Memorandum on the General Budget and the brochure entitled 'Principal Public Sector Undertakings in India'. published by the Central Statistical Organisation. The Committee had already pointed out in their Seventy-Third Report, that the information contained in the Explanatory Memorandum was not comprehensive and did not include loans given to the various Undertakings. Similarly, the brochure 'Principal Public Sector Undertakings India', as its name indicates, does not contain information about all It is thus evident that the information the Public Undertakings. contained in these publications is not adequate and does not fulfil the purpose envisaged by the Committee.

2. The Committee, however, note that in reply to the recommendation made in para 25 of their Seventy-Third Report, Government have stated that there is a proposal to bring out a consolidated financial and economic review of industrial Undertakings of Government. They feel that the need for furnishing consolidated information to Parliament would be met if the scope of the proposed publication is enlarged to include all Public Undertakings properly classified. They hope that this will be done and the publication brought out as early as possible.

Performance-cum-programme statement

3. In para 3 of the Report, the Committee reiterated their earlier recommendation, made in 20th Report (Second Lok Sabha) on Budgetary Reforms, that the industrial undertakings should prepare a performance-cum-programme statement and business type budgets which should be made available to Parliament at the time of the budget discussion. Further in para 4 of the Report, the forms of the

statements and budgets were suggested. While accepting the recommendation, Government have stated that some companies were already giving the necessary information and that arrangements were being made so that the information was made available in future by all/corporations.

The Committee hope that the recommendation will be implemented without any undue delay and the requisite information would be made available by all public undertakings by the time of the next year's budget discussion.

Fixation of time limit

4. In paras 16 and 17 of the Report, the Committee noted that the time taken in presentation to the House of annual reports and accounts of statutory corporations had ranged from 3 months to 2 years 11 months, and of Government Companies from 4 months to 2 years 11 months, after the expiry of their financial years. felt it essential that Parliament should be seized of these reports within the least possible time after the expiry of the financial year and recommended in para 20 thereof that a time limit, similar to that allowed in U.S.A. and U.K. (i.e., about 5 to 6 months) should be fixed in this behalf, the outer limit being the presentation of general In reply, Government have stated that every budget for next year. effort would be made to present the annual reports within the least possible time after the close of the financial year but they have not The Committee feel that to secure expedispecified any time limit. tious presentation of annual reports of all public undertakings to Parliament, it is necessary to lay down a time limit in this regard which should not in any case go beyond the outer limit indicated above. They, therefore, reiterate the recommendation.

CHAPTER II

	RECO	RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT	BEEN ACCEPTED BY THE G	OVERNMENT
Sl. No. (as in the Appendix to Report)	Ref. to the para No. of the Report	Summary of conclusions/recom- mendations	Reply of the Government	Comments of the Committee
I	7	æ	4	\$
п	en e	The Estimates Committee, in their Twentieth Report (Second Lok Sabha) on Budgetary Reforms, recommended that the Industrial Undertakings should prepare a performance and programme statement for the budget year together with the previous year's statement and that it should be made available to Parliament at the time of the annual budget. They further recommended that these bodies might also be encouraged	& 3: From a study of the recent Annual Reports, it will be observed that some companies are already giving the necessary information. However, arrangements are being made so that the information desired by the Committee is made available in future by all Corporations. [Mimistry of Finance, Department of Expenditure O. M. No. F. 2(2)-PC/60 dated 30th November, 1961].	& 3: From a study of the re-Please see para 3 of Chap. I. cent Annual Reports, it will be observed that some companies are already giving the necessary information. However, arrangements are being made so that the information desired by the Committee is made available in future by all Corporations. [inistry of Finance, Department of Expenditure O. M. No. F. 2(2)-PC/60 dated 30th November, 1961].

to Parliament at the time of the budget discussion. The to prepare business type budgets which could be of use Government replied that the recommendations were under in their 60th Report suggested that the examination of the recommendasoon and they be implemented Committee retions should be completed earlier recomexamination whereupon iterate their Committee early. The mendations

The Committee suggest that the specimen forms of budget given in Appendix IIA and Appendix IIB might be suitably adapted for purposes of presenting the performance-cum-programme statements and the budgets of the Public Undertakings in India. In this connection, they would, however, like to recommend that the following particulars may be furnished in the statements/budgets:

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cipal	ings
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- (ii) their current principal activities;
- (iii) achievements in physical terms during the previous year and the programme of achievement in physical terms during the current and the following years;
- (iv) result of operations in financial terms during the previous year and the anticipated results during the current and the following years;
- (v) a brief analysis of the balance sheets of the Undertakings; and
- (ui) explanation for wide variations.

The Committee do not see why a distinction should be made between one statutory body and another in respect of presentation of the Annual Reports, nor do the Committee see any objections to the Reports being laid on the Table

ccepted.

[Ministry of Finance, Department of Expenditure O. M. No. FF. 2(2)-PC/60 dated 30th November, 1061]

2

The Companies, C etc. are being in so arrange their that as far as pos Annual Reports are available at t Budget discussion	[Munstry of France of Expension No. F. 2(2)-PC/6c Novermber, 1961].	Accepted. [Ministry of Finance, L of Expenditure O.N 2(2)-PC 60 dated vember, 1961].
20 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2	with the suggestion and feel that it would be very desirable to extend that principle to the Government Companies also. The Committee recommend that the Accounts and Reports for the previous year of all the Public Undertakings, whether they are statutory corporations, Government companies or other bodies, may be laid before the Parliament before the general budget for the	following year is presented. The Committee recommend that when there is a statutory provision for presentation of accounts to Parliament with the certificate of the Comptroller & Auditor General
17	ı,	4.
15	91	17

r programme sossible, their & Accounts the time of Corporations nstructed to

inance, De-enditure O.M. 60 dated 30th 1].

of Expenditure O.M. No. F. 2(2)-PC 60 dated 30th November, 1961].

provision for certificate by with necessary audit Auditors of the respective concerns and in the case of Gov-Auditor General thereon as only the accounts as certified Even in other cases where there is no such statutory the Comptroller & Auditor General the accounts should be presented to Parliament certificate by the professional vernment Companies with the comments of Comptroller and required under Section 619(4) by him should be presented of the Companies Act. only

In their 6oth Report the Committee reiterated the recommendation made in their 2oth Report (Second Lok Sabha) with regard to the desirability of bringing out a consolidated volume containing the budget, performance and programme statements etc. for use of Parliament at the time of budget discussion. The Com-

It is proposed to make a start with a consolidated Financial & Economic Review of Industrial Undertakings of the Government. As experience is gained, further modifications could be made.

[Ministry of Finance, Department of Expenditure O.M. No. F. 2(2)-PC 60 dated 30th November, 1961].

mittee again reiterate that recommendation. They also feel that to get a full picture of the role played by the Public Undertakings in the development of the country's economy and resources it would be essential that in addition to the annual reports of the Public Undertakings which are laid before Parliament individually, a separate comprehensive report should be presented to Parliament indicating the Government's appraisal of their working.

The Committee are aware that there are certain Undertakings which are promotional in nature and it may not be appropriate to club them with other undertakings which work on commercial lines. The Committee suggest that the report to be presented to Parliament may be prepared in two parts, one relating to undertakings of industrial, commercial or financial nature and the other relating to

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4	Instructions are being issued so that Reports are amplified on the lines indicated by the Committee. [Mimistry of Finance, Department of Expenditure O.M. No. F. 2(2)-PC 60 dated 30th November, 1961].	
3	undertakings of a purely promotional nature. It had been recommended in the 16th Report (First Lok Sabha) and the 11th Report (Second Lok Sabha) of the Estimates Committee that the Annual Reports of the Public Undertakings should be more elaborate. The suggestion was reiterated in the 19th Report of the Estimates Committee (Second Lok Sabha). The Committee notice that the 10 ports, with a few exc ptions as in the case of Life Insurance Corporation, are not informative enough.	It should be noted that Parliament is not interested merely in the rate of dividend declared by the Public Undertakings but it is also concerned with various other aspects of their working such as their physical and financial programme, achievements in lation to the programme,
7	56	27
1	19	00

ion, price structure, employorganisational changes etc. for the reports all these as-Pending the preparation of a common pattern, the Comsuggest that all the ments in greater detail; the of effithe productivity, cost of producment trends, labour relations, The Committee suggest that in evolving a common pattern pects may be kept in view. to describe in their reports their programme and achieveindustrial undertakings may man or per unit of capital employed and the other undertakings also may be encouraged Undertakings may be advised indicate in their reports inter duction, the rate of output per to indicate, where possible, alia their unit cost of proappropriate similar co-efficients business. mittee ciency

The Committee understand that recently the Company Law Administration has issued instructions stressing the

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28

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4		Accepted. [Ministry of Finance—Department of Expenditure O.M. No. F. 2(2)-PC 60 dated 30th Normember, 1961].
3	need for making the Annual Reports prepared by the Ministries on Government Companies as informative as possible so as to render the financial accounts of these companies more intelligible and meaningful to the public in the context of their management policy. The Committee feel that similar instructions should also be issued to the statutory corporations.	The Committee suggest that the Government may initiate a study of the reports prepared [A by nationalised industries and public corporations in other countries and evolve a common pattern on which the reports on Public Undertakings in India might be prepared.
7		56
H		2

CHAPTER III

REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

Serial No. (as in the Appendix to Report)	Serial No. Reference (as in to the Appen- the para No. dix.to of the Report) Report	Summary of conclusions/recommendations	Reply of the Government
I	7	3	4
4	80	The Committee desire that in the cases of the few organisations in regard to which the recommendation for having a common financial year for the Public Undertakings has not been accepted as yet, it may be implemented, as there could be no reason for having a different financial year for them.	Departure was made only in respect of certain financial institutions like the Reserve Bank of India, Life Insurance Corporation, and the Rehabilitation Finance Administration, Export Risks Insurance Corporation & Hindustan Salt Co. Ltd. The financial institutions mentioned are governed by separate enactments and stand on a special footing. It is not, therefore, considered necessary to make any change in their financial year. As regards Export Risks Insurance Corporation, it is a member of Union 'D' Assuraurs Pour Le Control Des Credits Internationaux, Berne, (Union of Insurers for the supervision of

[Ministry of Finance—Department of Expenditure O.M. No. F. 2(2)-PC/60 dated 30th November, The Rehabilitation Finance Administration has O.M. No. F. 2(2)-PC/60 dated 30th November, Ministry of Finance—Department of Expenditure [Ministry of Finance—Department of Expenditure to whom under the accounts have to be rendered for a calendar year and it will not, therefore, possible to change its financial year, as then it will have to finalise the accounts twice. seasonal character of Salt production has necessitated the Company to have their O.M. No. F. 2(2)-PC/60 dated 30th Novem-Please see reply against Sl. Nos. 2 & 3. financial year as July-June. Credits) been wound up. Regulations, internation ber, 1961] 1961]. in regard to the submission of Annual Reports Rehabilitation Finance Administration the Law The Committee observe that there is no uniformity The Committee observe that in the case of the provides for the presentation of Half-yearly ment. In some cases, they are not required to be submitted, at all. In some where they are required to be submitted, there are delays Reports and Annual Accounts. The Com-Accounts so that a uniform practice is followed in and Accounts of Public Undertakings to Parliamittee feel that in addition to an Half-yearly Report an Annual Report should also be presented to Parliament together with the Annual in submission, while in some others accounts not certified by the auditors are submitted. respect of the Public Undertakings. ∞

CHAPTER IV

REPLIES OF GOVERNMENT THAT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

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Comments of the Committee	5	Please see paras I and 2 of Chapter I.
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Ħ		regarding the is given in Anot the Explanation of the Central Gorofor Topo-61. In 1960-61. In 1960-61, for Grants for nistries, details etc. are also individual unThe Central ganisation of the
nmer		ardir giver the H dum Cent 960- 960- r Gr rries, pre a divid
oven	4	undertakings is given in Annexure XIV of the Explanatory Memorandum of the Budget of the Central Government for 1960-61. In the Demands for Grants for individual Ministries, details of balance sheet, profit and loss account, etc. are also given for each individual undertaking. The Central Statistical Organisation of the
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of th		formation undertaking nexure XI tory Mer Budget of vernment the Dema ndividual of balance oss accour given for ea dertaking.
Reply of the Government		Information undertakiu nexure XI tory Mc Budget of vernment the Dem individual of balance loss accor given for e dertaking. Statistical
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Su		onsidering the huge investment of Public Funds in the Public Undertakings, the existing methods available to Parliament of keeping itself fully informed about these undertakings are neither adequate nor satisfactory. Under the existing arrangement Parliament does not get a comprehensive picture of the undertakings. Firstly, there is no consolidated information
Summary of conclusions recommendations		ge inds jads jads jads jads, negs, vaila ping pout ping out sither or settly, ange testly,
nmary of conclusi recommendations		Function of the property of th
y of nmer	3	Considering the hement of Public Foundation Undertale existing methods Parliament of kefully informed undertakings are quate nor satisfader the existing a Parliament does comprehensive picundertakings. It is no consolidated
econ		nsidering the ment of Public Undexisting methorm of Public Undexisting methorm of Pully informundertakings arliament domprehensive undertakings.
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Reference to the para No. of the Report	7	9
l No. the ndix	·	H
Serial No. (as in the Appendix to Report)		•

dertakings in India.' Indiviinstructed to make their reports Principal Public Sector Undual undertakings are being fuller and more informative. published Cabinet available with regard to the investment made by Secondly, no con-

Brochure on

Secretariat

3)th [Ministry of Finance—Department of Expenditure O.M. No. dated November, 1961] F. 2(2)-PC 60

Government in the Public Undertakings and the subsequent changes made therein with regard to the working of the undertakings the national economy of the proving the methods of fur-nishing information to Parliby way of addition or withand the net effect thereof on country. Thirdly, even with regard to individual underwhen the information is made takings Parliament does not working therefore, a real need for imget information in time with of their present condition and even available it is found to be very often inadequate. There is, ament about the Public Uninformation regard to their and the state available solidated drawal.

on the Boards of Directors of the companies, the Committee recommend that reports of As public funds are invested in certain companies which are do not see why the reports of through the representatives presented to the such companies also be prenot Government Companies companies should not They, therefore, and exercise control over them and the Central Government have a direct interest in them sented to Parliament, also be House. such

These are not Government Companies. However, arrangements are being made for the supply of annual reports to the Library of the House.

Ministry of Finance—Department of Expenditure O.M. No. F. 2(2)-PC/60 dated 30th November, 1961].

The supply of the reports to Parliament Library does not meet the recommendation of the Committee with regard to their presentation to Parliament. The Committee reiterate their recommendation.

of International Finance Corporation, International Monetary Fund and International Finance tional Fank for Reconstruction & Development and full reports of the discussions which take place at the annual meetings are sent to the Parliament Library.

[Ministry of Finance—Department of Expenditure O.M. No. F. 2(2)-PC/60 dated 30th November, 1961].

The annual reports of the international institutions or the reports of the discussions which take place at their annual meetings do not clearly disclose the results of the association of our country with them during that year. Moreover, the Committee's intention in citing the examples of Australia and Canada in the original report was that special reports should be submitted by Government on the activities

The Committee feel that as a certain amount of public funds has been invested in the international bodies like the International Finance Corporation, the International Finance tion & Development and the International Monetary Fund Parliament would be interested in knowing the results of association with such bodies.

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II

vn	of these institutions so far as they relate to our country. Since this has not been accepted by Government, the Committee reiterate their recommendation.	Please see para 4 of Chapter I.
4		made to present the Annual Reports within the least possible time after the close of the financial year. [Ministry of Finance—Department of Expenditure of O.M. No. F. 2(2)-PC/60 dated 30th November, 1961].
3	The Committee feel that an arrangement should be made in India also whereby a report on the activities of the international institutions so far as they relate to India is presented to Parliament every was	In view of the fact that under Section 166 of the Companies are required to hold their annual general meetings within 9 months from the end of the companies financial year and the Central Government are empowered to extend the period by another 6 months the instructions issued by the Company Law Administration would allow a maximum time limit of 1-1/2 years for the Central Government to present the Reports in respect of Government Companies. The committee feel 18 months is far too long a period.
7	15	P. 19
H	• • • • • • • • • • • • • • • • • • •	13

Since the Annual Reports of State enterprises are a valuable device of informing Parliament and Publicabout their operations and financial conditions, it is essential that Parliament should be seized of these reports within the least possible time after the expiry of the financial year.

8

The Committee feel that a similar time limit as is allowed in U.S.A, and U.K. for presentation of Annual Reports should be fixed for the presentation of the Reports of the Corporations as well as Government Companies to Parliament.

H. C. DASAPPA, Chairman,

Estimates Committee.

NEW DELHI;

December 4, 1962

Agrahayana 13, 1884 (S).

APPENDIX I

(Vide Introduction)

Analysis of the action taken by Government on the recommendations contained in the 73rd Report of the Estimates Committee (Second Lok Sabha).

r.	Total number	of reco	o mm e	ndati	ons m	ade	•		•	22
2.	Recommendat (Vide recomme 20, 21 and 22 1	endatio	ns N	os. 3	, 7, 9,	12, 1				
	Number	•	•		•			•	•	13
	Percentage	e to to	tal	•	•		•	•	•	59.1%
3.	Recommendation respect of with (Vide recommendation Chapter III):	hich ha	ave be	en ac	cepted	l by th	ne Con	mmitt	ee	
	Number	•	•	•	•	•	•	•	•	3
	Percentage	e to tot	al	•		•	•		•	13.6%
4.	Recommendation ment have not recommendation in Chapter IV)	: been ons No	accer	oted b	by the	Com	ımitte	e(Vi)	de	
	Number	•	•	•	•	•	•	•	÷	6
	Percentage	e to tot	al	•		•	•	•		27.3%