

**COMMITTEE
ON
PAPERS LAID ON THE TABLE
(1986-87)**

(EIGHTH LOK SABHA)

FIFTEENTH REPORT

(Presented on 28 April, 1987)



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1987/Chaitra, 1909 (S)

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TO

**FIFTEENTH REPORT OF COMMITTEE ON PAPERS
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**PERSONNEL OF THE COMMITTEE ON PAPERS LAID ON
THE TABLE (1986-87)**

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*Nominated *w.s.f.* 11.6.1986

INTRODUCTION

I, the Chairman of the Committee on Papers Laid on the Table, having been authorised by the Committee to present the Report on their behalf, present this their Fifteenth Report.

2. On examination of certain papers laid on the Table of Lok Sabha during the Second, Fifth and Sixth Sessions of Eighth Lok Sabha, the Committee have come to certain conclusions in regard to delay in laying before Parliament (i) Annual Report and Audited Accounts of the Indian Jute Industries Research Association, Calcutta, for the year 1983-84; (ii) Annual Report, Audited Accounts of the Central Board for Prevention and Control of Water Pollution for the year 1983-84; (iii) Annual Report, Audited Accounts and Audit Report thereon of the People's Action for Development (India), New Delhi for the year 1984-85; (iv) Annual Accounts and Audit Report thereon of the National Council for Cooperative Training, New Delhi for the year 1984-85; (v) Annual Report and Audited Accounts of the Bombay Dock Labour Board for the year 1984-85; and (vi) Annual Report and Audited Accounts of National Oil Seeds and Vegetable Oils Development Board for the year 1984-85. The conclusions of the Committee are reflected in this Report.

3. On 7 October, 1986, the Committee took evidence of the representatives of the Department of Environment on the delay in laying before Parliament the Annual Report and Audited Accounts of the Central Board for Prevention and Control of Water Pollution for the year 1983-84.

4. The Committee wish to express their thanks to the Officers of the Department of Environment for placing before them mate-

rial and information which they desired in connection with the examination of the subject and for giving evidence before them.

5. The Committee considered and adopted the Report at their sitting held on 3 April, 1987.

6. A statement giving summary of recommendations/observations of the Committee is appended to the Report (Appendix).

M. V. CHANDRASEKHARA MURTHY,
Chairman,
Committee on Papers Laid on the Table.

NEW DELHI;
April, 1987

Chaitra, 1909 (S)

CHAPTER I

DELAY IN LAYING THE ANNUAL REPORT AND AUDITED ACCOUNTS OF THE INDIAN JUTE INDUSTRIES RESEARCH ASSOCIATION, CALCUTTA FOR THE YEAR 1983-84

The Annual Report and Audited Accounts of the Indian Jute Industries' Research Association, Calcutta for the year 1983-84 were laid on the Table of Lok Sabha on 17 May, 1985 along with a 'Review'.

1.2 In terms of the recommendation of the Committee on Papers Laid on the Table made in paragraph 4.16 of their Second Report (Fifth Lok Sabha), these papers were required to be laid on the Table of Lok Sabha by 31 December, 1984, i.e. within 9 months of the close of the accounting year. Thus, the period of delay involved in the current case worked out to be 4½ months.

1.3 In the delay statement, the reasons for the delay had been explained as under:

"The accounting year of Indian Jute Industries Research Association, Calcutta ends on 31 March every year. Therefore, the Annual Report of the Association for the year 1983-84 was required to be laid before the House by 31st December, 1984. However, due to the following reasons, the same could not be laid before the House within the stipulated time limit:—

- (i) The Auditors' Report was received in the middle of January, 1985;
- (ii) The Annual General Meeting of the Association was held on 8th April, 1985 to consider and adopt the Annual Report and Annual Accounts of the Association for the year 1983-84.
- (iii) Printed copies of the Hindi and English versions of the Report could become available only by the middle of April, 1985.

In view of the above the Annual Report of the Association could not be laid before the House earlier.

The delay is regretted.”

1.4 The Ministry of Supply and Textiles in a further communication dated 1 June, 1985 informed that the annual accounts of the Research Association for the year 1983-84 were finalised and given to Auditors for auditing on 22 August, 1984; the draft Audit Report received on 14 January, 1985; and translation of the report and accounts completed towards the end of the January, 1985. Printed copies of the report and accounts (English version) were received on 4 February, 1985 and made available to the Ministry on 9 April, 1985 for laying on the Table of the House. Part of the delay was due to the fact that the Annual General Meeting of the Association which was scheduled to be held on 20 March, 1985 was postponed by the Association to 8 April, 1985 due to certain reasons.

1.5 The Annual Report and Audited Accounts of the Association for the year 1984-85 were laid on the Table of Lok Sabha on 14 March, 1986 with the delay of about 2½ months.

1.6 The matter was considered by the Committee at their sitting held on 12 September, 1986.

1.7 The Committee note that the Annual Report and Audited Accounts of the Indian Jute Industries' Research Association, Calcutta for the year 1983-84 were laid on the Table of Lok Sabha on 17 May, 1986 i.e. after a delay of 4½ months. The delay had occurred at the stages of auditing of accounts, submission of the draft Audit Report, adoption of the annual report and audited accounts at the Annual General Meeting of the Association and also in laying them on the Table of the House by the Ministry of Supply and Textiles. The Committee further note that these documents for the subsequent year 1984-85, were placed before Parliament after a delay of about 2½ months.

1.8 The Committee are satisfied to note that there has been a definite improvement in the matter of laying the said documents on the Table of the House. The Committee, however, feel that if concerted efforts are made both by the Ministry and the Association, the required documents could be placed before Parliament without any delay. In order to achieve the desired result, the Committee urge upon the Ministry to draw up a time bound programme in consultation with the Research Association and the Audit authorities and follow the same seriously in order that the delay in submission of these documents to Parliament is eliminated altogether in future.

CHAPTER II

DELAY IN LAYING OF ANNUAL REPORT AND AUDITED ACCOUNTS OF CENTRAL BOARD FOR PREVENTION AND CONTROL OF WATER POLLUTION FOR THE YEAR 1983-84

The Audited Accounts of Central Board for Prevention and Control of Water Pollution for the year 1983-84 were laid on the Table of Lok Sabha on 27 March, 1985, in cyclostyled form, while the Report of the above organisation was laid separately later on 1 August, 1985.

2.2 In terms of recommendation of the Committee on Papers Laid on the Table in paragraph 3.5 of their First Report (Fifth Lok Sabha) these papers were required to be laid simultaneously on the Table of Lok Sabha by 31 December, 1984, i.e. within 9 months of close of the accounting year. Thus, the period of delay involved in the current case worked out to be 7 months.

2.3. The Department of Environment were asked to furnish information relating to reasons for not laying the (I) 'Review' on working of the Board and (II) delay statement explaining the reasons for delay and further the dates when (a) the accounts of the Board were compiled and given to Auditors for auditing; (b) reports and accounts were adopted by the Annual General Meeting of the Board; (c) translation and printing of the documents were undertaken and (d) the copies of Annual Reports and Audited Accounts were received by the Board and forwarded to the Ministry for laying on the Table of the House. The Department of Environment in their communication dated 4 February, 1986 stated as under:—

- (I) & (II) "The Annual Report for 1983-84 of the Central Board was examined by the Department at the draft stage itself. The final version submitted to Parliament had the concurrence of this Department. It is regretted that the statement of review and the statement giving the reasons for delay were not placed along with the documents. The recommendations of the Committee circulated to all Ministries vide O.M. No. F. 28 (12)/85. Leg-I dated 21-11-85 by the Department of Parliamentary Affairs will be borne in mind for compliance and future guidance.

(a) The matter for appointment of auditors was taken up with Comptroller and Auditors General's Office on 2-4-84. On 2-5-84 Comptroller and Auditors General's Office requested the Central Board to furnish to them information as per questionnaire regarding details of audit work which had to be conducted including that of Regional Offices. On 10-5-84 the Director of Audit, Central Revenues, asked for a copy of the Annual Accounts including the Receipts and payments of accounts for that year and a copy of the Water Act for determining the audit jurisdiction under Section 14 of Comptroller and Auditor Generals (DP&C) Act, 1971. The information was compiled and furnished to Comptroller and Auditor General's Office on 6-6-84. It was further clarified to Comptroller and Auditor General's Office that audit of the Board's accounts were to be carried out as per the Section 40 (2) & (3) of the Water Act, by auditors recommended by Comptroller and Auditor General's Office the matter was re-examined by Comptroller and Auditor General's Office and the names of auditors were recommended on 1-10-84. They were asked to convey their concurrence on 15-10-84 and their concurrence was received on 12-11-84. The remuneration was negotiated with the auditors and they were finally appointed on 19-11-84. The audit was completed by the auditors within 2 months and was received in the Department on 16-1-85. It was laid in the Parliament on 21-3-85. (Rajya Sabha) and 27-3-85 (Lok Sabha).

(b) The Annual Report was adopted by the Central Board in October, 84 and the statement of accounts was adopted on 17-1-85.

(c) Translation of the Annual Report into Hindi was taken up immediately after its adoption by the Board but the translation was not found satisfactory and the same had to be re-done by engaging an outside expert. As the report is highly technical it took some 3 months to complete it.

The Annual Report was sent for printing on 14-3-85 and the printed copies were received on 18-5-85. Statement of accounts was not printed and it was submitted in cyclo-styled form.

(d) The printed copies of the Annual Report were received by the Central Board on 18-5-85 and forwarded to the Ministry on the same day. Since the Parliament was not

in Session during the period, these were submitted in the following Session (July, 1985). However, the audited statement of accounts was submitted earlier during the Budget Session (March, 1985)."

2.4. The Annual Report, Audited Accounts and Review together with the Delay Statement of the Board, for the year 1984-85 were laid on the Table of Lok Sabha on 12 March, 1986 with a delay of about two and half months.

2.5. The matter was considered by the Committee at their sitting held on 12 September, 1986. The Committee were not satisfied with the reasons for delay given by the Department of Environment and in view of the recurring delay in the subsequent years they decided that the representatives of the Department might be invited to appear before the Committee to explain the reasons therefor in detail before the Committee.

2.6. The representatives of the Department of Environment appeared before the Committee at their sitting held on 7 October, 1986.

2.7. During evidence, the Secretary, Ministry of Environment and Forest informed the Committee that the delay in submission of the documents was due to the fact that the Board was earlier under the impression that in accordance with the Water Pollution Act, their accounts were to be submitted to Government by 15 May of each year and thereafter these documents were to be laid on the Table of the House by 15 February. However, the position was clarified later in consultation with the Department of Parliamentary Affairs that the deadline for submission of the reports and accounts to Parliament was 31 December i.e. 9 months after the close of the financial year. The recommendations of the Committee in this regard have since been brought to the notice of the Board and instructions issued to follow the deadline with the stipulation that the release of grants will be withheld if the target date is not adhered to.

2.8. The witness further informed the Committee, that the annual report and accounts of the Board, for the year 1984-85 were laid on the Table of Lok Sabha on 12-3-86, with a delay of two and half months and the documents for the year 1985-86 would be presented to Parliament in time during the next Winter Session. He assured the Committee that the relevant Rules and Act would be amended to obviate any delay in submission of these documents to Parliament.

2.9 The Committee are concerned to note that the Department of Environment had failed to lay on the Table of the House the annual report and audited accounts of the Central Board for Prevention and Control of Water Pollution for 1983-84 simultaneously and within the stipulated period of nine months of the close of the accounting year. The Department had also not laid the delay statement and also their 'Review' on the performance of the Board. Further these documents for the year 1984-85 were presented to Parliament on 12 March, 1986 with the delay of two and half months and those for the year 1985-86 which were required to be laid on the Table of the House by 31 December, 1986 are yet to be laid. The Committee are surprised to note that the Department of Environment was not aware of the recommendation of the Committee on Papers Laid on the Table made in this regard in their First Report (Fifth Lok Sabha) presented to Lok Sabha on 8 March, 1976. Having now been aware of the said recommendation, the Committee trust that the Department of Environment and the Central Board for Prevention and Control of Water Pollution would take necessary steps to implement the same judiciously and if necessary, by the amending the relevant act and rules in this behalf so as to ensure that in future these documents of the Board are placed before Parliament within the prescribed period of nine months from the close of the relevant accounting years.

CHAPTER III

DELAY IN LAYING ANNUAL REPORT, AUDITED ACCOUNTS AND AUDIT REPORT OF THE PEOPLE'S ACTION FOR DEVELOPMENT (INDIA), NEW DELHI FOR THE YEAR 1984-85

The Annual Report, Audited Accounts and Audit Report thereon of the People's Action for Development (India), New Delhi for the year 1984-85 were laid on the Table of Lok Sabha on 12 August, 1986.

3.2. In terms of the recommendation of the Committee on Papers Laid on the Table made in paragraph 4.16 of their Second Report (Fifth Lok Sabha), these documents were required to be laid on the Table of Lok Sabha by 31 December, 1985 i.e. within 9 months of the close of the accounting year. Thus, the period of delay involved in this case worked out to about seven and half months.

3.3. In the delay statement, the reasons for delay in laying the annual report, audited accounts and audit report had been explained as under:—

“Due to change in the Auditors, there was some delay in obtaining the audit report on the accounts of PADI for the year 1984-85. The new auditors submitted their report in December, 1985. The audited accounts and the annual report were required to be placed before the General Body for adoption after screening by the Finance and Administration Committee and the Governing Council. The Annual Report and the Annual Accounts for the year 1984-85 were accordingly placed before the Governing Council in its meeting on the 13th March, 1986 for approval. The meeting of the General Body, however, could not be convened in time. In order to avoid any further delay, it was decided to lay the Reports on the Table of the Parliament after obtaining the approval of the President as resolved by the Governing Council. The approval of the President was obtained on 31-3-86.

The Reports sent to Lok Sabha Secretariat on 5-5-1986 for placing on the Table of Lok Sabha during its last Session,

could not be included in the Business of the House before its adjournment. Hence these Reports are being laid on the Table of Lok Sabha in the current Session.”

3.4. Explaining the matter further, the Ministry of Agriculture (Department of Rural Development) in their communication of September, 1986 intimated as under:—

- (a) The accounts relating to PADI were compiled and ready for audit on 31 July, 1985.
- (b) The auditors are appointed by PADI itself and not by this Department. However, on 22-3-85, PADI wrote to this Department to request CAG to suggest a panel of 4-5 names for appointment of auditors of PADI for 1984-85. On the same day, a letter was written to CAG by this Department. Since the appointment of auditors for 1984-85 had been included as one of the agenda items for the 10th Annual General Meeting of PADI held on 30-3-1985, the aforesaid letter was personally carried to the office of CAG by the Deputy Director (Accounts) of PADI for collecting the said panel of names from the office of CAG. This item could, however, not be taken up for consideration at the above said meeting of PADI.
- (c) The Auditors were appointed by PADI only on 23 September, 1985. The Auditors took up the work on 7 October, 1985.
- (d) The auditing of accounts which commenced on 7 October, 1985 was completed on 17 December, 1985. The accounts and Audit report (English) were sent for printing on 8 January, 1986 and the printed copies received on 11 February, 1986. Hindi version of these documents were sent for printing on 20 March, 1986 and printed copies received on 4 April, 1986. The annual report (English) was sent for printing on 11 February, 1986 and received on 7 March, 1986. Printed copies of the Hindi version of the annual report was received on 14 April, 1986.
- (e) There was a delay in convening the General Body Meeting of the PADI since action for the merger of PADI and CART (Council for Advancement of Rural Technology) was in process then.

Further from 1 September, 1986 PADI and Council for Advancement of Rural Technology (CART) have merged into

a new Society called the Council for Advancement of People's Action and Rural Technology (CAPART). In view of the peculiar situation and the fact that the annual report and audited accounts in the instant case have been approved by the Governing Council and the President of PADI, these documents can be taken as authentic.

3.5 The matter was considered by the Committee on Papers Laid on the Table at their sitting held on 29 January, 1987.

3.6. The Committee note that the delay in submission of the annual reports and audited accounts of the People's Action for Development (India) New Delhi for the year 1984-85 had been primarily due to the time taken in compilation of accounts, appointment of auditors, auditing of the accounts and thereafter approval of these documents by the Governing Council and finally their laying on the Table of the House. There has been an abnormal delay in auditing which was taken up after six months of the close of the accounting year and as stated by the Ministry it was due to change in the Auditors in between. The delay of 3 months in placing these documents before the Governing Council has been attributed to the merger of PADI and CART.

The Committee further note that in spite of the assurance given by the Ministry in September, 1986 that the annual report and audited accounts of PADI for the year 1985-86 would be laid on the Table within the prescribed schedule, these documents have not been presented to Parliament till the end of January, 1986.

3.7. The Committee are of the opinion that their recommendation made in para 4.16 of their Second Report (Fifth Lok Sabha) which enjoins upon governmental organisations to lay their annual reports and audited accounts on the Table of the House, within 9 months of the close of the financial year, had not been brought to the notice of PADI authorities by the Ministry of Agriculture (Department of Rural Development) for their compliance. In this connection the Committee would also like to draw attention to their recommendation made in para 3.5 of their First Report (Fifth Lok Sabha) that normally a period of 3 months should be sufficient for compilation of accounts and their submission to Audit; the next 6 months might be given for auditing of accounts, translation and printing of the report and accounts; approval by the General Body and sending it to Government for presentation to Parliament. The Committee feel that with concerted efforts on the part of the Ministry of Agriculture and by drawing up of a time schedule for various stages of processing the documents in coordination with the Council for Advancement of People's

Action and Rural Technology (CAPART), the chances of delay in laying the documents of that organisation before Parliament could be eliminated in future. The Committee would also like the Ministry to explore the possibility of making arrangements well in advance in consultation with C & A.G. for getting the accounts audited and thereby avoiding delay on this account in future

3.8 The Committee further note that the 'Review' on the functioning of PADI has not been laid on the Table along with the reports and accounts in accordance with the Committee's recommendation made in para 3.8 of their Second Report (Sixth Lok Sabha) mentioning therein the salient points of achievement of the organisation, its financial stability and other details of the schemes and programme for the future. Where the report or the audit report mentioned any serious irregularity or any other matter of importance which needed corrective action or further enquiry, it is expected of the Government to include in the 'Review' the remedial steps which had been taken or are proposed to be taken in that direction

CHAPTER IV

DELAY IN LAYING THE ANNUAL ACCOUNTS AND AUDIT REPORT OF THE NATIONAL COUNCIL FOR COOPERATIVE TRAINING, NEW DELHI FOR THE YEAR 1984-85

In paragraph 3.5 of their First Report (Fifth Lok Sabha), which was presented to Lok Sabha on 8 March, 1976, the Committee on Papers laid on the Table recommended as under:

“...Normally the Annual Report and Audited accounts of autonomous organisations should be presented to Parliament together to enable the House to have a complete picture of the working of that body. This decision should not be taken to imply that laying of reports and accounts could be delayed to any length of time. The Committee recommend that the Annual Report together with the audited accounts and audit report thereon for a particular year should be laid on the Table within 9 months of the close of the accounting year unless otherwise stipulated in the Act or rules under which the organisation has been set up. To comply with this requirement proper time schedule should be laid down for compilation of Annual Report and accounts and their auditing. The Committee feel that normally a period of 3 months would be sufficient for compilation of accounts and their submission to audit; the next 6 months might be given for auditing of accounts; for printing of the report and sending it to Government for laying. If for any reason the report, audited accounts and audit report cannot be laid within the stipulated period of a months, the Ministry should lay within 30 days of expiry of the prescribed period or as soon as the House meets, whichever is later, a statement explaining the reasons why the report and accounts could not be laid within the stipulated period.”

4.2. In terms of the above recommendation the annual report and audited accounts of the National Council for Cooperative Training, New Delhi for the year 1984-85 were required to be laid on the Table of Lok Sabha by 31 December, 1985. Since the Ministry of Agriculture (Department of Agriculture and Cooperation) could not lay the said report and accounts within the stipulated period that Ministry

laid on the Table of Lok Sabha on 5 May, 1986 a statement explaining the reasons thereof in compliance with the above recommendation of the Committee. The statement read as under:

“The Council operates through the Vaikunth Mehta National Institute of Cooperative Management, Pune, and the collection and compilation of the required information from these units is a time consuming process and hence the information was received late.

Translation of the Annual Report into Hindi and printing of the English and Hindi versions of the Report took further time. Requisite number of copies of these Reports in Hindi and English were made available by the NCCT only on 9-4-1986. Hence, the delay.”

4.3. With regard to the annual accounts and audit report the delay statement laid on the Table by the Ministry on 12th August, 1986 explained the reasons for delay as under:—

“The accounts of the National Council for Cooperative Training (NCCT) are closed on 31st March, every year. As such, the reports for 1984-85 were due to be laid on the Table of Lok Sabha and Rajya Sabha on 31-12-1985.

The Statutory Auditors were appointed by the Central Registrar of Cooperative Societies on 23rd August, 1985. The NCCT has the Vaikunth Mehta National Institute of Cooperative Management at Pune, and 17 Cooperative Training Colleges situated in different parts of the country under its financial and administrative control. The accounts of the headquarters are audited by the Statutory Auditors appointed by the Central Registrar and those of the units outside Delhi by the various auditors appointed for the purpose by the Competent Authorities. The accounts of NCCT are finalised only after the audit reports of the various units are received by the Council, and compiled and scrutinised by the Statutory Auditors appointed by the Central Registrar. The Statutory Auditors submitted their report on NCCT on the 6th May, 1986. The Audit Report had then to be translated into Hindi. Adequate number of copies of the Audit Reports (English and Hindi versions) were received on 4th July, 1986 and information regarding reasons for delay on 22-7-1986.

Hence the delay.”

4.4 The annual report, annual accounts and audit report of NCCT for the year 1984 were actually laid on the Table of Lok Sabha on 5 May, 1986 and 12 August, 1986 involving a delay of 4 months in the case of report and about 7½ months in the case of the annual accounts and the audit report. There was also a corresponding delay in submission of the delay statement before Parliament.

4.5. Asked to explain the stages where the delay had occurred in finalising the report and accounts, the Ministry of Agriculture (Department of Agriculture and Cooperation in their communication dated 14 August, 1986 informed as under:—

“The accounts of the National Council for Cooperative Training New Delhi for the year 1984-85 were compiled and ready for audit in the third week of October, 1985. Auditing of accounts which commenced in November, 1985 was completed in May, 1986. The long time taken by the Statutory Auditors was on account of delay in receipt of audit reports on account of outside units viz., 17 Cooperative Training Colleges located in various parts of the Country. The annual accounts and audit report were translated into Hindi on 30-6-1986 and made available to the Ministry on 4-7-1985. Hence the audit reports were not ready for being laid on the Table of Parliament along with the annual report.”

4.6. From the information furnished by the Ministry of Agriculture (Department of Agriculture & Cooperation) the Committee find that the delay was mainly at the stages of appointment of Statutory Auditors, compilation of accounts and their auditing. The Committee do not appreciate the justification advanced by the Ministry that the long time taken by the Statutory Auditors was on account of delay in receipt of Audit Report from outside units located in various parts of the country. The Committee feel that adequate vigilance was not exercised by the Ministry to ensure commencement of audit well in advance followed by expeditious auditing

of the accounts. Presumably the Council had also not apprised the Ministry of the problem of appointment of Statutory Auditors which had caused considerable delay in presenting the documents before Parliament. The Committee are glad to note the remedial measures have since been taken by the Ministry and the NCCT to ensure timely submission of annual reports and audited accounts of the Council by appointing the statutory auditors well in time.

4.7. The Committee, however, note with satisfaction that the report and audited accounts of the National Council for Cooperative Training New Delhi for the year 1985-86 were laid on the Table of Lok Sabha on 28-8-1986 without any delay. The Committee hope that this trend will be maintained and the documents for future years will be laid on the Table within the stipulated time.

CHAPTER V

DELAY IN LAYING ANNUAL REPORT AND AUDITED ACCOUNTS OF BOMBAY DOCK LABOUR BOARD FOR THE YEAR 1984-85

The Annual Report and Audited Accounts of Bombay Dock Labour Board for 1984-85 were laid on the Table on 31 July, 1986 along with a copy each of Review and delay statement.

5.2. In terms of the recommendation of the Committee on Papers Laid on the Table made in paragraph 3.5 of their First Report (Fifth Lok Sabha), these documents were required to be laid before Parliament by 31 December, 1985, i.e., within 9 months of the close of the accounting year. Thus, the period of delay involved in the above case came to seven months.

5.3. In the delay statement, the reasons for delay in laying Annual Report and Audited Accounts had been explained as under:—

“Section 5C of the Dock Workers (Regulation of Employment) Act, 1948 *inter-alia* provides that accounts of the Dock Labour Boards shall be audited by the Comptroller and Auditor General of India or by such other Auditors qualified to act as auditors of companies under the law for the time being in force relating to companies as the Government may appoint. In its 21st Report of the Committee on Papers Laid on the Table (7th Lok Sabha), the Committee recommended that Annual Report and Audited Accounts of all the Dock Labour Boards should be laid on the Table of both Houses of Parliament along with review of the Government within 9 months of the close of the accounting year. Accordingly this Ministry was required to lay Annual Report and Audited Accounts of the Bombay Dock Labour Board for the year 1984-85 by December, 1985. The papers could not be laid on the Table of Rajya Sabha/Lok Sabha by 31st December, 1985 as the Audit Report was received by the Bombay Dock Labour Board on 31st March, 1986. It may be stated that it is from the year 1984-85 that the statutory audit of the Bombay Dock Labour Board has been entrusted to the

Comptroller and Auditor General of India. The chronology of the action taken to finalise the Annual Report and Audit accounts is as under:—

Director of Audit, Central, Bombay requested the Bombay Dock Labour Board to get the accounts for 1984-85 approved by the Board	20.2.86
Approval and adoption of the Accounts and Annual Report for 1984-85 by Bombay Dock Labour Board	10.3.86
Director of Audit, Central, Bombay intimated to the Bombay Dock Labour Board that clearance from Comptroller and Auditor General of India awaited	14.3.86
Final report and Audit Certificate received by the Bombay Dock Labour Board	31.3.86
The requisite number of copies of the Annual Report and Audit Certificate received in the Ministry	9.4.86
Papers alongwith review and delay statement were sent on 6.5.86 but Lok Sabha Secretariat did not accept the same as the session was coming to an end on 7.5.86."	

5.4. The Ministry of Transport, Department of Surface Transport (Labour Division) in a further communication dated 7 October, 1986 informed the Committee that the annual accounts for 1984-85 were finalised and given to the Auditors for auditing 7 October, 1985.

5.5. The annual report and audited accounts of the Board for the year 1985-86, which were required to be placed before Parliament by 31 December, 1986, have not so far been laid on the Table of the House.

5.6. The matter was considered by the Committee on Papers Laid on the Table at their sitting held on 12 February, 1987.

5.7. The Committee note that the annual report and audited accounts of the Bombay Dock Labour Board were laid on the Table of Lok Sabha as late as on 31 July, 1986 i.e. after a delay of seven months and these documents for 1985-86 have not been laid so far.

5.8. The Committee are unhappy to note that one of the reasons that led to delay was that the Board compiled the accounts and handed over to the Auditors for auditing on 7 October, 1985, i.e. after 64 months of the close of the accounting year whereas the Committee have laid down not more than 3 months for the purpose. The Committee feel that the guidelines laid down by them in this regard in paragraph 3.5 of their First Report (Fifth Lok Sabha) have not been observed by the Bombay Dock Labour Board and the Ministry of Transport. The Committee hope that in future necessary steps would be taken by the authorities to ensure implementation of the said guideline in letter and spirit.

5.9. The Committee also regret to find that the copies of the annual report and audited accounts which were received in the Ministry on 9 April, 1986, were sent to Lok Sabha on 6 May, 1986, a day before the end of Budget Session and as such the documents could not be included in the List of Business and laid on the Table of the House. Further these documents were laid in cyclostyled form for which there should not have been any delay as observed earlier by the Committee in paragraph 2.17 of their Eleventh Report (Sixth Lok Sabha) and again in paragraph 4.15 of their First Report (Eighth Lok Sabha) that in order to avoid delay, cyclostyled copies of the reports should be laid, provided this does not become a regular feature and the printed copies are made available to Members as early as possible and in no case later than a month after the submission of a cyclostyled Report.

5.10. The Committee urge upon the Ministry of Transport and the Bombay Dock Labour Board to follow the guidelines laid down by the Committee scrupulously and ensure that the required documents are laid before both the Houses of Parliament within nine months of the close of the accounting year.

CHAPTER VI

DELAY IN LAYING THE ANNUAL REPORT AND AUDITED ACCOUNTS OF NATIONAL OIL SEEDS AND VEGETABLE OILS DEVELOPMENT BOARD FOR THE YEAR 1984-85.

The Annual Report and Audited Accounts of National Oilseeds and Vegetable Oils Development Board for the year 1984-85 were laid on the Table of Lok Sabha on 4 August, 1986 along with a copy of Review and Delay statement.

6.2. In terms of the recommendation of the Committee on Papers Laid on the Table made in paragraph 3.5 of their First Report (Fifth Lok Sabha), these documents were required to be laid on the Table of Lok Sabha by 31 December, 1985, *i.e.*, within 9 months of the close of the accounting year. Thus, the period of delay involved in the above case came to more than seven months.

6.3. In the delay statement the reasons for delay in laying the Annual Report and Audited Accounts had been explained as under:—

“The Annual Report and Audit Report of the National Oilseeds and Vegetable Oils Development Board for accounting year 1984-85 were due to be laid on the Table of the Lok Sabha/Rajya Sabha by 31 December, 1985 but these could not be laid by the stipulated period. The reasons for delay in laying down the Report are indicated below:—

- (1) Date on which the accounts were compiled by the Board. The accounts were compiled and placed before the Board for its approval in its meeting held on 24-10-85 and the same were approved by the Board on that date.
- (2) Date on which the accounts approved by the Board were sent to audit. 30-10-85
- (3) Date of commencement of Audit. 30-10-85
- (4) Date on which the annual report was approved by the Board. The Board approved the annual report in its meeting held on 24-10-85; while approving the annual report the Board authorised the Vice-Chairman to edit or modify the annual report to the extent considered necessary before forwarding it to the Government.

- (5) Date on which the Audit certificate was received. Audit certificate was issued by the Director of Audit, CW&M, New Delhi *Vide* letter dated 10-2-86.
- (6) Date of preparation of report in Hindi. Hindi report was prepared on 13-3-86, after approval of English version of the report by the Vice-Chairman of the Board.
- (7) Date of submission of report to the Ministry. 5th May, 1986. Thereafter, review of the activities of the Board and the statement indicating the reasons for delay were finalised."

6.4. In their communication dated 4 November, 1986, the Ministry of Agriculture (Department of Agriculture and Cooperation) informed that the compilation of accounts of the Board were completed on 2 October, 1985. The report alongwith annual accounts was placed before the Board at its meeting held on 24 October, 1985 and were approved on the same day. The annual accounts, duly approved by the Board, were thereafter, made available to audit authorities for audit on 30 October, 1985. After resolving the queries received from the Audit, the Audit Certificate was issued by the Director of Audit, C. W. & M, New Delhi. The report and accounts were got printed in English and Hindi in diglot form from the printers at Hyderabad and copies received on 5 May, 1986, transmitted to the Ministry on the same date. Thereafter a Review of the activities of the Board and the statement indicating the reasons for delay were finalised. The report was laid on the Table of Lok Sabha during the next session on 4th August, 1986.

6.5. The Committee note that in terms of the recommendation made in paragraph 3.5 of the First Report of the Committee (Fifth Lok Sabha), the laying before the Parliament annual report and audited accounts of the National Oil Seeds and Vegetable Oils Development Board for the year 1984-85 involve a delay of more than seven months. The Committee find from the statement showing reasons for delay and the subsequent information furnished by the Ministry of Agriculture (Department of Agriculture and Cooperation) that the delay occurred mainly at the stages of compilation of accounts and making them available to Auditors, auditing of accounts and laying the printed copies of the report and accounts by the Ministry of Agriculture on the Table of the House. The Committee feel that concerted efforts were not made either by the Ministry or by the Board to ensure timely compilation of accounts, their auditing and laying on the Table of the House.

6.6. In order to eliminate delay in future, the Committee recommend that the Ministry of Agriculture should in consultation with the National Oil Seeds and Vegetable Oils Development Board, draw up a time schedule to compile the accounts, their auditing, approval by

Board, translation, printing and sending the copies of reports and accounts to the Ministry so that the documents are laid on the Table of the House within nine months of the close of the accounting year as recommended by the Committee in paragraph 3.5 of their First Report (Fifth Lok Sabha).

6.7. The Committee also note that the copies of the annual report and audited accounts were submitted to the Ministry on 5 May, 1986. Thereafter the Ministry took 3 months in preparing the 'Review' of the activities and achievements of the Board and also finalising the statement indicating the reasons for delay. In order to eliminate delay on these accounts, the Ministry should direct the Board that in future when there is delay in submission, they should draft the delay statement and submit the same to the Ministry together with the copies of annual report and audited accounts. The Ministry should also prepare their 'Review' report without any loss of time and lay all these documents expeditiously on the Table of the House.

6.8. The Committee further note that the annual report and audited accounts of the Board for the year 1985-86 which were required to be laid on the Table of the House by 31 December, 1986, have not been laid within the stipulated period. The Committee express their displeasure over the recurring delay both on the part of the Board and the Ministry and desire that an Officer both in the Ministry and the Board should be made responsible to closely watch finalisation of the reports and accounts and ensure that they are placed before Parliament in time in future.

New Delhi;
April, 1987
Chaitra, 1909 (S)

M. V. CHANDRASEKHARA MURTHY
Chairman,
Committee On Papers Laid On The Table

APPENDIX

Summary of recommendations/observations contained in the Report

Sl. No.	Reference to para No. of the Report	Summary of recommendations/ observations
1	2	3
1	1.7	The Committee note that the Annual Report and Audited Accounts of the Indian Jute Industries' Research Association, Calcutta for the year 1983-84 were laid on the Table of Lok Sabha on 17 May, 1986 i.e. after a delay of 4½ months. The delay had occurred at the stages of auditing of accounts, submission of the draft Audit Report, adoption of the annual report and audited accounts at the Annual General Meeting of the Association and also in laying them on the Table of the House by the Ministry of Supply and Textiles. The Committee further note that these documents for the subsequent year 1984-85, were placed before Parliament after a delay of about 2½ months.
2	1.8	The Committee are satisfied to note that there has been a definite improvement in the matter of laying the said documents on the Table of the House. The Committee, however, feel that if concerted efforts are made both by the Ministry and the Association, the required documents could be placed before Parliament without any delay. In order to achieve the desired result, the Committee urge upon the Ministry to draw up a time bound programme in consultation with the Research Association and the Audit authorities and follow the same seriously in order that the delay in submission of these documents to Parliament is eliminated altogether in future.
3	2.9	The Committee are concerned to note that the Department of Environment had failed to lay on

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the Table of the House the annual report and audited accounts of the Central Board for Prevention and Control of Water Pollution for 1983-84 simultaneously and within the stipulated period of nine months of the close of the accounting year. The Department had also not laid the delay statement and also their 'Review' on the performance of the Board. Further these documents for the year 1984-85 were presented to Parliament on 12 March, 1986 with the delay of 2½ months and those for the year 1985-86 which were required to be laid on the Table of the House by 31 December, 1986 are yet to be laid. The Committee are surprised to note that the Department of Environment was not aware of the recommendation of the Committee on Papers laid on the Table made in this regard in their First Report (Fifth Lok Sabha) presented to Lok Sabha on 8 March, 1976. Having now been aware of the said recommendation, the Committee trust that the Department of Environment and the Central Board for Prevention and Control of Water Pollution would take necessary steps to implement the same judiciously and if necessary by amending the relevant act and rules in this behalf so as to ensure that in future these documents of the Board are placed before Parliament within the prescribed period of nine months from the close of the relevant accounting years.

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The Committee note that the delay in submission of the annual reports and audited accounts of the People's Action for Development (India) New Delhi, for the year 1984-85 had been primarily due to the time taken in compilation of accounts, appointment of auditors, auditing of the accounts and thereafter approval of these documents by the Governing Council and finally their laying on the Table of the House. There has been an abnormal delay in auditing which

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was taken up after six months of the close of the accounting year and as stated by the Ministry it was due to change in the Auditors in between. The delay of 3 months in placing these documents before the Governing Council has been attributed to the merger of PADI and CART.

The Committee further note that inspite of the assurance given by the Ministry in September, 1986 that the annual report and audited accounts of PADI for the year 1985-86 would be laid on the Table within the prescribed schedule, these documents have not been presented to Parliament till the end of January, 1986.

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3.7

The Committee are of the opinion that their recommendation made in para 4.16 of their Second Report (Fifth Lok Sabha) which enjoins upon governmental organisations to lay their annual reports and audited accounts on the Table of the House, within 9 months of the close of the financial year, had not been brought to the notice of PADI authorities by the Ministry of Agriculture (Department of Rural Development) for their compliance. In this connection the Committee would also like to draw attention to their recommendation made in para 3.5 of their First Report (Fifth Lok Sabha) that normally a period of 3 months should be sufficient for compilation of accounts and their submission to Audit; the next 6 months might be given for auditing of accounts, translation and printing of the report and accounts; approval by the General Body and sending it to Government for presentation to Parliament. The Committee feel that with concerted efforts on the part of the Ministry of Agriculture and by drawing up of a time schedule for various stages of processing the documents in coordination with the Council for Advancement of People's Action and Rural Technology (CAPART),

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the chances of delay in laying the documents of that organisation before Parliament could be eliminated in future. The Committee would also like the Ministry to explore the possibility of making arrangements well in advance in consultation with C & A.G. for getting the accounts audited and thereby avoiding delay on this account in future.

6 3.8 The Committee further note that the 'Review' on the functioning of PADI has not been laid on the Table along with the reports and accounts in accordance with the Committee's recommendation made in para 3.8 of their Second Report (Sixth Lok Sabha) mentioning therein the salient points of achievement of the organisation, its financial stability and other details of the schemes and programme for the future. Where the report or the audit report mentioned any serious irregularity or any other matter of importance which needed corrective action or further enquiry, it is expected of the Government to include in the 'Review' the remedial steps which had been taken or are proposed to be taken in that direction.

7 4.6 From the information furnished by the Ministry of Agriculture (Department of Agriculture & Cooperation) the Committee find that the delay was mainly at the stages of appointment of Statutory Auditors, compilation of accounts and their auditing. The Committee do not appreciate the justification advanced by the Ministry that the long time taken by the Statutory Auditors was on account of delay in receipt of Audit Report from outside units located in various parts of the country. The Committee feel that adequate vigilance was not exercised by the Ministry to ensure commencement of audit well in advance followed by expeditious auditing of the accounts. Presumab-

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ly the Council had also not apprised the Ministry of the problem of appointment of Statutory Auditors which had caused considerable delay in presenting the documents before Parliament. The Committee are glad to note the remedial measures have since been taken by the Ministry and the NCCT to ensure timely submission of annual reports and audited accounts of the Council by appointing the statutory auditors well in time.

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The Committee, however, note with satisfaction that the report and audited accounts of the National Council for Cooperative Training, New Delhi for the year 1985-86 were laid on the Table of Lok Sabha on 28-8-1986 without any delay. The Committee hope that this trend will be maintained and the documents for future years will be laid on the Table within the stipulated time.

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5.7

The Committee note that the annual Report and audited accounts of the Bombay Dock Labour Board were laid on the Table of Lok Sabha as late as on 31 July, 1986 i.e. after a delay of seven months and these documents for 1985-86 have not been laid so far.

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5.8

The Committee are unhappy to note that one of the reasons that led to delay was that the Board compiled the accounts and handed over to the Auditors for auditing on 7 October, 1985, i.e. after 6 $\frac{1}{4}$ months of the close of the accounting year whereas the Committee have laid down not more than 3 months for the purpose. The Committee feel that the guidelines laid down by them in this regard in paragraph 3.5 of their First Report (Fifth Lok Sabha) have not been observed by the Bombay Dock Labour Board and the Ministry of Transport. The Committee hope that in future necessary steps would be taken by the authorities to ensure implementation of the said guidelines in letter and spirit.

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11	5.9	<p>The Committee also regret to find that the copies of the annual report and audited accounts which were received in the Ministry on 9 April, 1986, were sent to Lok Sabha on 6 May, 1986, a day before the end of Budget Session and as such the documents could not be included in the List of Business and laid on the Table of the House. Further these documents were laid in cyclostyled form for which there should not have been any delay as observed earlier by the Committee in paragraph 2.17 of their Eleventh Report (Sixth Lok Sabha) and again in paragraph 4.15 of their First Report (Eighth Lok Sabha) that in order to avoid delay, cyclostyled copies of the reports should be laid, provided this does not become a regular feature and the printed copies are made available to Members as early as possible and in no case later than a month after the submission of a cyclostyled Report.</p>
12	5.10	<p>The Committee urge upon the Ministry of Transport and the Bombay Dock Labour Board to follow the guidelines laid down by the Committee, scrupulously and ensure that the required documents are laid before both the Houses of Parliament within nine months of the close of the accounting year.</p>
13	6.5	<p>The Committee note that in terms of the recommendation made in paragraph 3.5 of the First Report of the Committee (Fifth Lok Sabha), the laying before the Parliament annual report and audited accounts of the National Oil Seeds and Vegetable Oils Development Board for the year 1984-85 involve a delay of more than seven months. The Committee find from the statement showing reasons for delay and the subsequent information furnished by the Ministry of Agriculture (Department of Agriculture and Cooperation) that the delay occurred mainly at the stages</p>

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of compilation of accounts and making them available to Auditors, auditing of accounts and laying the printed copies of the report and accounts by the Ministry of Agriculture on the Table of the House. The Committee feel that concerted efforts were not made either by the Ministry or by the Board to ensure timely compilation of accounts, their auditing and laying on the Table of the House.

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6.6

In order to eliminate delay in future, the Committee recommend that the Ministry of Agriculture should in consultation with the National Oil Seeds and Vegetable Oils Development Board, draw up a time schedule to compile the accounts, their auditing, approval by Board, translation, printing and sending the copies of reports and accounts to the Ministry so that the documents are laid on the Table of the House within nine months of the close of the accounting year as recommended by the Committee in paragraph 3.5 of their First Report (Fifth Lok Sabha).

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6.7

The Committee also note that the copies of the annual report and audited accounts were submitted to the Ministry on 5 May, 1986. Thereafter the Ministry took 3 months in preparing the 'Review' of the activities and achievements of the Board and also finalising the statement indicating the reasons for delay. In order to eliminate delay on these accounts, the Ministry should direct the Board that in future when there is delay in submission, they should draft the delay statement and submit the same to the Ministry together with the copies of annual report and audited accounts. The Ministry should also prepare their 'Review' report without any loss of time and lay all these documents expeditiously on the Table of the House.

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16	6.8	<p>The Committee further note that the annual report and audited accounts of the Board for the year 1985-86 which were required to be laid on the Table of the House by 31 December, 1986 have not been laid within the stipulated period. The Committee express their displeasure over the recurring delay both on the part of the Board and the Ministry and desire that an Officer both in the Ministry and the Board should be made responsible to closely watch finalisation of the reports and accounts and ensure that they are placed before Parliament in time in future.</p>
