

**COMMITTEE
ON
PAPERS LAID ON THE TABLE
(1980-81)**

(SEVENTH LOK SABHA)

SIXTH REPORT

(Presented on 9 MA) 1981



**LOK SABHA SECRETARIAT
NEW DELHI**

January, 1981/Pausa, 1902 (Saka)

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SIXTH REPORT (SEVENTH LOK SABHA)
OF THE COMMITTEE ON PAPERS LAID
ON THE TABLE.

<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
2	1.3	3	Audit Reports	Audit Reports of
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CONTENTS

	PAGE(s)
PERSONNEL OF THE COMMITTEE ON PAPERS LAID ON THE TABLE (1980-81)	(iii)
INTRODUCTION	(v)
REPORT	1
APPENDICES	
I. List showing names of institutes doing research in social sciences supported by the ICSSR	6
II. Copy of letter No. F.20-1/78. P.N. 2 dated 14 September, 1978 from the Education Secretary, Ministry of Education and Social Welfare (Department of Education) to the Chairman, Committee on Papers laid on the Table.	7
III. Replies to Questionnaire	10
IV. Summary of Recommendations/Observations contained in the Report	25

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TABLE (1980-81)

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SECRETARIAT

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* Resigned w.e.f. 17-12-1980

** Nominated w.e.f. 25-10-1980 vice Shri K. Pradhani resigned

INTRODUCTION

1. The Chairman of the Committee on Papers laid on the Table, having been authorized by the Committee to present the Report on their behalf, present this their Sixth Report.

2. The Committee considered the request of the Ministry of Education and Social Welfare for exemption from laying before Parliament separate Annual Reports in respect of Research Institutes being assisted by the Indian Council of Social Science Research out of its own funds and have made certain recommendations in this regard.

3. The Committee considered and adopted this Report at their sitting held on 29 January, 1981.

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

NEW DELHI:

RAJENDRA KUMARI BAJPAI,

6 February, 1981

Chairman,

17 Magha, 1902 (Saka)

Committee on Papers laid on the Table.

REPORT

LAYING OF SEPARATE ANNUAL REPORTS OF RESEARCH INSTITUTES SUPPORTED BY THE INDIAN COUNCIL OF SOCIAL SCIENCE RESEARCH

The Committee on Papers Laid on the Table in paragraph 1.12 of their Second Report (Sixth Lok Sabha)—presented to Lok Sabha on 22 December, 1977—had recommended as follows:—

“1.12. all Statutory/Autonomous organisations, Public Undertakings, Corporations, Joint Ventures, Societies etc., which are financed out of funds drawn from the Consolidated Fund of India, after being voted by the Parliament, in the form of shares, subsidies, grants-in-aid etc., either wholly or partly should lay their Annual Reports/Audit Reports (both English and Hindi versions) before both Houses of Parliament irrespective of the fact whether the Statutes, Rules or Regulations of such organisations provide therefor or not and whether they are registered under the Companies Act, 1956 or not.”

1.2. In January, 1978 the Ministry of Education & Social Welfare requested for exemption to *15 Research Institutes (Appendix I) being assisted by the Indian Council of Social Science Research, an autonomous organisation fully financed by the Ministry of Education and Social Welfare, from the operation of the above recommendation of the Committee so far as the requirement of laying of Annual Reports/Audit Reports of those Institutes is concerned. In this connection the Ministry had *inter alia* explained the position as under:

“The Indian Council of Social Science Research, an autonomous organisation, set up and fully financed by this Ministry, has been operating since 1-4-1974 a “Scheme for Grant-in-aid to the Societies/Institutions doing research in the field of Social Sciences.” The Ministry places funds annually at the disposal of the ICSSR, which physically sanctions both recurring and non-recurring grants-in-aid to these Institutes and controls their day-to-day functioning. Government of India is not directly assisting/financing these Research Institutes, which are not only financed but also controlled directly by the ICSSR.

*Now 17 Research Institutes.

This Ministry is, therefore, of the view that the recommendation of the Committee contained in Para 1.12 of their Second Report (Sixth Lok Sabha) will not cover the above-mentioned scheme of Grants to Research Institutes in regard to the requirement of laying on the Table of both the Houses of Parliament, separate Annual Reports/Audit Reports in respect of all the Research Institutes. In accordance with the rules of the ICSSR, its Annual Report/Audit Report is laid before both the Houses of Parliament. The Annual Report of the ICSSR does incorporate the names of all the Research Institutes being assisted by it, as also the quantum of grants sanctioned to each. If need be, the ICSSR will be advised to incorporate therein detailed performance of individual Research Institute."

1.3. At their sitting held on 28 March, 1978, the Committee considered the views of the Ministry as also the question of applicability of their recommendation in regard to laying of Annual Reports/Audit Reports of the 15 Research Institutes and decided that:

"the Annual/Audit Reports of all the Research Institutes which were assisted by ICSSR with the funds drawn from the Consolidated Fund of India, containing therein their main activities and performance during the year to which they relate, should be laid before both the Houses of Parliament, separately."

1.4. On the decision being communicated to them, the Ministry of Education and Social Welfare informed in June, 1978 that the recommendation of the Committee had been brought to the notice of the ICSSR for compliance. The decision would entail necessary amendment in the 'Memorandum of Association and Rules' of the various Research Institutes, in regard to the obligation of laying their Annual/Audit Reports before both the Houses which would take some time. The Ministry expressed the hope that the Institutes would start laying their Annual Reports for 1978-79 before the two Houses from 1979-80, onwards.

1.5. In September, 1978, the Ministry requested (Appendix-II) for reconsideration by the Committee of their decision taken on 28 March, 1978. In this connection the Ministry *inter-alia* stated:

"The ICSSR considered the recommendations of the Committee on Papers Laid on the Table at the Meeting of its Research Institutes Committee held on 29-6-78 and has decided to seek exemption from the Government in regard to submission/laying of separate annual reports of all the Research Institutes on the following grounds:

- (i) That ICSSR would include in its own Annual Report a detailed Chapter giving an account of each Research Institute/Centre;**

- (ii) These Research Institutes receive from the ICSSR only a part of their funds, the other half being raised by these Institutes or the concerned State Government;
- (iii) The State Universities and Colleges which receive grants from the UGC are not expected to submit their annual report/audit report to Parliament (the Central Universities only are subject to this obligation); and
- (iv) The Research Institutions will face inordinate expenditure and difficulty in submitting reports in two languages."

While recommending exemption of the Research Institutes from laying their Annual/Audit Reports before Parliament the Ministry stated:

"With a view to reducing the administrative work involved in keeping separate budget heads, issuing of sanctions, preparation of bills etc., the Government have recently decided to integrate the two separate budget heads, viz. (i) Budget for grant-in-aid to ICSSR; and (ii) the Budget for grant-in-aid to Research Institutes supported by the ICSSR. This gives added justification to the ICSSR's request for seeking exemption from laying of separate reports in respect of each Institute before the Parliament, as this Scheme now becomes an integral function of its various other activities."

1.6. Explaining the difficulties envisaged by them, in laying separate Annual Reports/Audit Reports of the Research Institutes before Parliament the Ministry of Education and Social Welfare furnished on 15 February 1980 written replies to the Questionnaire (Appendix-III) *inter alia* stating that:

- "(i) These Research Institutes receive only a part of their funds from the ICSSR, the rest being raised by the Institutes themselves or provided by the concerned State Governments. . . . one of the conditions for assistance from the ICSSR is that the Institutes concerned should have been in existence for not less than five years. It is thus obvious that these institutions do not depend on ICSSR for their maintenance;
- (ii) These Institutes do not receive grants directly from the Consolidated Fund of India;
- (iii) A large number of these institutes have come into existence through the initiative taken by individuals or State Governments. It is the quality and importance of the work done by them which has earned recognition and financial support from

the ICSSR. To request such institutions to conform to the procedure and practices followed by organisations established and fully funded by Government would necessarily discourage their own initiative, particularly when the Government does not intend to assume full responsibility for their funding;

- (iv) Some of these Institutes which are located in the Southern region do not have facilities for preparing their reports in Hindi and as such they will face considerable difficulties and will have to undergo huge expenditure in submitting their reports in Hindi as well as English as per requirement. The process will also result in inordinate delay in submitting the reports and the result achieved will not be commensurate with the enormous quantum of effort involved;
- (v) The State Universities and Colleges which receive grants from the University Grants Commission are not required to submit their annual reports/audit reports to Parliament;
- (vi) The ICSSR has included w.e.f. 1978-79 in its own annual report a detailed chapter giving an account of the activities including statement of expenditure of Research Institutes/Centres and this report will be laid before Parliament at the proper time. It is considered that such a Report, with special reference to the funding provided by the ICSSR, will be more appropriate than a detailed account of the whole range of activities undertaken by these institutions with the support received from various sources.
- (vii) The Research Institutes which are provided financial support by the ICSSR have not been established by the Central Government or the ICSSR. These Institutes do not come under the administrative control of the Central Government or any agency set up by them. The financial assistance provided to these institutes is basically in the nature of a promotional activity, which is one of the objectives of the ICSSR. The annual report of the ICSSR would, therefore, discuss in some details the support provided by it in pursuance of this objective. The Ministry of Education is, therefore, of the view that what is important from the point of view of the accountability is the manner in which the ICSSR has performed its function rather than in asking each of the beneficiary Institutes individually accountable to the Central Government and Parliament for the financial assistance indirectly received by it."

1.7. The Ministry also stated "the ICSSR has already been requested to provide sufficient details about their activities, in a separate section of the ICSSR's Report, with special reference to the support provided by the ICSSR. This Report will be placed before the two Houses of Parliament annually and will provide adequate opportunity to Hon'ble Members to discuss relevant aspects of the functioning of the Research Institutes in so far as ICSSR grants to them are concerned."

1.8. The Committee note that the Ministry of Education and Social Welfare lays on the Table Annual Report @ of the Indian Council of Social Science Research mentioning therein names of all the Research Institutes being assisted by it, as well as the quantum of grant sanctioned to each of them.

1.9. The Committee also note that the Indian Council of Social Science Research is an autonomous organisation fully financed by the Ministry of Education and Social Welfare and responsible for promoting research in the field of social sciences, and is presently supporting as many as 17 Research Institutes.

1.10. From the information furnished by the Ministry, the Committee find that the Research Institutes do not receive grants directly from the Central Government out of the Consolidated Fund of India but are supported by the Indian Council of Social Science Research out of the funds of the Council.

1.11. In view of the difficulties expressed by the Ministry of Education and Social Welfare, the Committee do not insist on the requirement of laying of separate Annual Reports/Audit Reports before Parliament in respect of the Research Institutes. The Committee, however, recommend that the Indian Council of Social Science Research, which directly finances and controls the Research Institutes and whose Annual Report is laid on the Table should, in future, incorporate invariably in its Annual Report a detailed chapter about the Research Institutes giving an account of the functioning of each Institute/Centre financed by the Council, the amount of grant, both recurring and non-recurring, given to each of them as also the activities pursued by each Institute/Centre during the year.

NEW DELHI;
29 January, 1981
9 Magha, 1902 (Saka)

RAJENDRA KUMARI BAJPAI,
Chairman,
Committee on Papers laid on the Table

APPENDIX B

(vide para 1.2 of Report)

*List showing names of Institutes doing research in Social Sciences,
Supported by the ICSSR.*

1. Institute for Social and Economic Change, Bangalore.
2. Centre for Development Studies, Trivandrum.
3. Centre for the Studies in Social Sciences, Calcutta.
4. Gandhian Institute of Studies, Varanasi.
5. A.N.S. Institute of Social Studies, Patna.
6. Institute of Public Enterprises, Hyderabad.
7. Centre for Development Studies, Surat.
8. Institute of Economic Growth, Delhi.
9. Centre for the Study of Developing Societies, Delhi.
10. Pt. G. B. Pant Institute of Social Science Research, Allahabad.
11. Madras Institute of Development Studies, Madras.
12. Indian Institute of Education, Pune.
13. Sardar Patel Institute of Economic and Social Research, Ahmedabad.
14. Giri Institute of Development Studies, Lucknow.
15. Centre for Policy Research, New Delhi.

APPENDIX II

(*vide* para 1.5 of Report)

Copy of letter No. F. 20-1/78. P. N. 2 dated 14 September, 1978 from the Education Secretary, Ministry of Education and Social Welfare (Department of Education) to the Chairman, Committee on Papers laid on the Table.

SUBJECT: Second Report (Sixth Lok Sabha) of the Committee on Papers laid on the Table (S. No. 8, para 1.12)—Laying of *separate annual reports* in respect of the Research Institutes supported by the Indian Council of Social Science Research.

I am directed to state that the Committee on Papers laid in their Second Report (Sixth Lok Sabha) *recommended* in Para 1.12 (S. No. 8) that 'all Statutory/Autonomous Organisations, Public Undertakings, Corporations, etc. which are financed out of funds drawn from the Consolidated Fund of India, either wholly or partly, should lay their Annual Reports/Audit Reports (both English and Hindi versions) before both Houses of Parliament, irrespective of the fact whether the rules and regulations of such organisations contain a provision to this effect and whether they are registered or not'. The Committee *further recommended* in Para 1.14 (S. No. 10) 'that the Government might consider, where necessary, the feasibility of amending the Rules/Regulations of such Organisations to make it obligatory on the part of the Administrative Ministry concerned to lay their annual reports before Parliament *within nine months* of the close of the accounting year, so that Parliament is apprised of their activities'.

2. In the context of the above recommendations, it is pertinent to mention that the Government had set up in 1969 an autonomous organisation called the Indian Council of Social Science Research, which is fully financed by this Ministry and is responsible for promoting research in the field of social sciences. Until recently, there were two separate budget heads; (i) A budget head for the grant-in-aid to the ICSSR; and (ii) a budget head for grant-in-aid to research institutions, which are ineligible for maintenance or development grants from the University Grants Commission. Under the 'Scheme of Grants-in-aid to research institutions in the field of social Sciences' the ICSSR is presently supporting partly as many as 15 Institutes *as part of its various functions*. This Scheme was operated directly by the Ministry of Education upto the end of Fourth Five Year Plan.

A special Committee appointed to review the working of the Scheme recommended *inter alia* that "Ministry of Education and Social Welfare is obviously not the platform from which an academic Scheme like this can be operated. . . . The ICSSR should administer the scheme and be responsible for sanctioning recurring and non-recurring grants to approved research institutions. . ." Accordingly, the scheme was transferred to the ICSSR with effect from 1-4-1974 (the start of the Fifth Plan). The ICSSR is supporting partly these Institutes on a regular basis as one of the important activities/functions of the Council. *The grants-in-aid paid by the ICSSR to these Institutes is reflected in its own Annual Report, which is laid annually before both the Houses of Parliament.*

3. In view of the background explained above, this Ministry were of the view that the recommendations of the Committee on Papers laid on the Table should not cover in its ambit the 'Scheme of Grant-in-aid to Research Institutes' in regard to *laying of their separate reports before the Parliament, inasmuch as the financial support to these Institutes is one of the various functions/activities of the ICSSR.* Accordingly, this Ministry took up the matter with the Lok Sabha Secretariat seeking approval/decision of the Committee on Papers laid on the Table. The Committee at their sitting held on 28-3-1978 considered the question of applicability of its recommendations, contained in Para 1.12 and were of the view that "the Annual/Audit Reports of all the Research Institutes, which are assisted by ICSSR / with funds drawn from the Consolidated Fund of India, containing therein their main activities and performance during the year to which they relate, should be laid before both the Houses of Parliament separately."

4. In view of the reiteration by the Committee on Papers Laid on the Table, of their Recommendations/views, this Ministry requested the ICSSR on 7-6-1978 to get the Rules/Regulations of all the Research Institutes amended accordingly *and arrange for obtaining their annual reports for 1978-79 so that these could be laid before Parliament before December, 1979.*

5. The ICSSR considered the above Recommendations of the Committee on Papers laid on the Table at the meeting of its Research Institutes Committee held on 29-6-1978 *and has decided to seek exemption from the Government in regard to submission/laying of separate annual reports of all the research institutes on the following grounds:—*

- (i) That ICSSR would include in its own Annual Report a detailed Chapter giving an account of each Research Institute/Centre;
- (ii) These Research Institutes receive from the ICSSR only a part of their funds, the other half being raised by these Institutes or the concerned State Government;

(iii) *The State Universities and Colleges which receive grants from the UGC are not expected to submit their annual report/audit report to the Parliament (the Central Universities only are subject to this obligation); and*

(iv) *The Research Institutions will face inordinate expenditure and difficulty in submitting reports in two languages.*

6. Besides the justification for seeking exemption by ICSSR, as explained above, *the administrative set-up of the Scheme of Grants-in-aid to Research Institutes has undergone an important change; with a view to reducing the administrative work involved in keeping separate budget heads, issuing of sanctions, preparation of bills etc., the Government have recently decided to integrate the two separate budget heads, viz. (i) Budget for grant-in-aid to ICSSR; and (ii) the Budget for grant-in-aid to Research Institutes supported by the ICSSR. This gives added justification to the ICSSR's request for seeking exemption from laying of separate reports in respect of each Institute before the Parliament, as this Scheme now becomes an integral function of its various other activities.*

7. In view of the foregoing, especially the position as explained in Paragraphs 5 and 6, it is hoped that the Committee will appreciate that the partial financial support by the ICSSR to various Research Institutes constitutes a normal function of the ICSSR and is an integral part of its various activities, which are reflected in its own Annual Report, which is laid annually before the Parliament. The ICSSR's request in seeking exemption from the purview of the recommendations of the Committee, in regard to laying of separate annual report in respect of each Institute before the Parliament, is justified and Government strongly supports this request. The Committee on Papers laid on the Table is requested to favour this Ministry with their revised views/decision.

APPENDIX III

(vide para 1.6 of Report)

MINISTRY OF EDUCATION

SUBJECT: Laying of separate Annual Reports/Audit Reports in respect of Research Institutions supported by the Indian Council of Social Science Research, New Delhi.

Replies to the 14-Point Questionnaire issued by Lok Sabha Secretariat

Q. No. 1: What are the criteria for giving grant-in-aid to Research Institutes?

Ans. A Research Institute shall be deemed to be eligible to receive grant-in-aid from the ICSSR if it satisfies the following conditions:

- (i) It should be an Institute of all-India character i.e. open to students and social scientists from all parts of the country and its faculty is selected on an all-India basis;
 - (ii) It should have been in existence for a period of not less than five years, except in cases where the Government of India/State Government agrees to establish a new Research Institution or select an existing Research Institution for development and financial support under this scheme;
 - (iii) It should not be eligible for assistance from the University Grants Commission;
 - (iv) It should be registered under the Societies Registration Act, 1860, or created as a public trust, or by an Act of State Legislature; and
 - (v) It should be adjudged by the Council to be a Research Institution of excellence in the field of social sciences on the basis of its standing and professional competence of its staff, the quantum and quality of research output, publications and its status in the profession.
- Q. No. 2:** Whether all the Research Institutes (15 as per list given by the Ministry) receive grant regularly from the Indian Council of Social Science Research every year; if so, the grant-in-aid actually given to each of the Research Institutes during 1978-79 and 1979-80.

Ans: I list of Institutes, which received or are receiving grants from the ICSSR during 1978-79 and 1979-80, together with the amount of grants is given below (There are at present 17 such Institutes):—

S.No.	Name of the Institution	(Rs. in lakh)		
		1978-79	Grants during 1979-80	
		Grants (Actual)	Amount sanctioned.	Grants actually released as on 6-9-79.
1	Institute of Social & Economic Change, Bangalore.	R 7.50 NR ..	7.50	3.75
2	Centre for Development Studies, Trivandrum.	R 6.00 NR ..	6.25	3.1
3	Centre for Studies in Social Science, Calcutta.	R 5.00 NR ..	5.50	2.75
4	Institute of Economic Growth, Delhi.	R 5.75 NR 1.50	6.00	3.00
5	Centre for Studies in Developing Societies, Delhi.	R 4.50 NR 1.93	4.75	2.38
6	Gandhian Institute of Studies, Varansi.	R 3.50 NR ..	4.00	1.00
7	Institute of Public Enterprise, Hyderabad.	R 1.00 NR ..	1.25	0.63
8	A.N. Sinha Institute of Social Studies, Patna.	R 3.00 NR ..	3.25	0.81
9	Centre for Social Studies, Surat.	R 1.00 NR 1.50	1.25	0.63
10	Sardar Patel Instt. of Economic and Social Research, Ahmedabad.	R 2.63 NR 1.10	2.63	1.32
11	Madras Institute of Development Studies, Madras.	R 1.45 NR 2.00	1.75	0.44
12	Indian Institute of Education, Pune	R 3.75 NR 3.85	1.00	0.50
13	G.B. Pant Institute of Social Science Research, Allahabad.	R 0.98 NR ..	1.00	*
14	Giri Institute of Development Studies, Lucknow.	R 1.00 NR ..	1.00	0.50
15	Centre for Policy Research, New Delhi.	R 1.25 NR 2.00	1.25	0.31
16	Council for Social Development, Hyderabad.	R 1.82 NR ..	1.75	0.00 **
17	Social Science Research Institute, Bhubaneswar.	R .. NR ..	2.00	..
		R 47.12 NR 13.88	52.13 7.87	21.05 3.55
TOTAL :		R	61.00	24.60

Note: Non-recurring expenditure in respect of Indian Institute of Education, Pune, Centre for Social Studies Surat and Madras Institute of Development Studies, Madras are being released as decided by the Research Institutes Committee in its meeting held on 17-7-79.

*U.P. Government has to release their matching share and ICSSR will start releasing funds only after U.P. Government has released their matching grant against the funds released by ICSSR in previous years.

**For the present, the grant is not being released to his centre.

'R'—Stands for Recurring Expenditure.

'NR'—Stands for Non-Recurring Expenditure.

Q. No. 3: Are there some Institutes which do not get any grant but are being controlled by ICSSR: if so, which are those?

Ans: There are no such Institutes.

Q. No. 4: The total funds placed by the Ministry annually at the disposal of the ICSSR and the amount (both recurring and non-recurring) given by the ICSSR to the Research Institutes and the ratio thereof.

Ans.: The total funds placed by the Ministry of Education annually at the disposal of the ICSSR and the amount (both recurring and non-recurring) given by the ICSSR to the Research Institutes and the ratio thereof are given below:

(Rs. in lakhs)

	Funds received by ICSSR from the Ministry	Funds given to Research Institutes.	ICSSR/ R.I. Ratio
1974-75	111.51	41.28	2.7 : 1
1975-76	132.00	35.66	3.7 : 1
1976-77	143.74	54.33	2.6 : 1
1977-78	154.48	60.00	2.5 : 1
1978-79	159.48	61.00	2.6 : 1
1979-80	160.00	60.00	2.7 : 1

The Scheme for grants-in-aid to Research Institutes doing research in the field of social sciences was transferred by the Ministry of Education to the ICSSR for administration with effect from 1st April, 1974. Until the end of 1977-78, the funds for the Research Institutes were provided as a separate grant to the ICSSR by the Ministry of Education from the date of transfer of the Scheme, viz. 1-4-1974. With effect from 1st April, 1978, the Ministry of Education combined the grants to the Research Institutes and those to the I.C.S.S.R. under one budget head namely "Grants to the ICSSR" and the provision of "Maintenance and Development Grants to Research Institutes in the field of social sciences" has been accepted as a regular function of the ICSSR.

Q. No. 5: How the ICSSR ensures that the grant-in-aid actually given to the Research Institutes has been properly utilised?

Ans: Grants to Research Institutes (both recurring and non-recurring) are determined annually by a Standing Committee set-up by the ICSSR to this purpose under the name of "Research Institutes Committee".

The Council has prescribed the following conditions for release of grant to research institutes:—

- (1) The Institute will maintain a separate account in respect of this grant and expenditure.
- (2) The Institute shall maintain an audited statement of Accounts and proper record of all assets acquired wholly or substantially out of the Council's grant-in-aid. Such assets shall not be disposed of, encumbered or utilised for purposes other than those for which the grant is given, without prior approval of the Council. Should the Institute cease to exist at any time, property created with the assistance of the Council shall revert to the Council who will decide about its disposal.
- (3) If the Council has any reason to believe that the sanctioned amount has not been utilised for the approved purpose, the sanctioned amount shall have to be refunded by the Institute.
- (4) Research Institutions shall exercise utmost economy in their working as also in respect of expenditure from the grants for building and equipment.
- (5) All expenditure to be met out of grants shall be sanctioned by the Governing Body of the Research Institution or other duly-constituted body which is authorised to sanction such expenditure, or by the officers of the Research Institution within the limits of specific authority delegated to them.
- (6) Grant under a particular head shall not be utilised for the purpose other than that for which it is intended except with the previous approval of the Council.
- (7) Recurring grant of Rs. 1.00 lakh or above and non-recurring grant exceeding Rs. 5.00 lakhs will be subject to the condition that accounts of the grantee institution will be open to test check by the Comptroller and Auditor-General of India. In addition, the Council insists upon the following documents from the Institutes:—
 - (i) Annual Report for the preceding year and Programme of Activities for the current year;
 - (ii) Audited statement of Accounts for the preceding three years and budget estimates for the current year, including a statement on utilisation of grants already sanctioned;

- (iii) Plans, estimates, etc., for construction of buildings;
- (iv) A detailed description of the project scheme for which assistance is sought, along with its duration, plan of implementation, and objects;
- (v) Lists of equipment proposed to be purchased with prices;
- (vi) Financial statement of the project/scheme giving itemwise details of recurring and non-recurring expenditure separately and sources from which funds are proposed to be raised; and
- (vii) Such other documents/information as may be prescribed by the Council from time to time.

The audited statement of accounts and Utilisation Certificates of the Research Institutes are scrutinised by the ICSSR Committee. These accounts are, in turn, audited by the A.G.C.R. or a Chartered Accountant while auditing the accounts of the ICSSR.

The ICSSR is represented on the Governing Bodies and the Finance Committees of the Research Institutes. These Committees formulate and approve the budget proposals of the Research Institutes. Every Research Institute is required to formulate its budget proposals for the ensuing year and send it to the Council duly approved by their Finance Committee and Governing Council to the ICSSR by the month of October of each year. These budget proposals are examined in the Council by the Secretariat and then considered and approved by the Research Institute Committee and the Council.

Visiting Committees consisting of eminent social scientists, representatives of the ICSSR and State Governments concerned are appointed for undertaking a periodical review of the work of research institutes. One such review is obligatory within a period of five years. The Visiting Committees assess the work done by Research institutes, examine proposals for their development and make recommendations for financial assistance which are considered by the Research Institutes Committee and the Council.

A statement showing the number of visits to the institutes by the Visiting Committees during the past eight years and visits by the Member-Secretary, ICSSR is given in Annexure.

Q. No. 6: The extent of control exercised by the Ministry over the ICSSR and the Research Institutes.

Ans. Clause 7 of the Memorandum of Association and Rules of the Indian Council of Social Science Research provides that "the Government of India may appoint one or more persons to review the work and progress

of the Council and to hold enquiries into the affairs thereof and to report thereon, in such manner as the Government of India may stipulate; and upon receipt of any such report, the Government of India may take such action and issue such directions as it may consider necessary in respect of any of the matters dealt with in the report and the Council shall be bound to comply with such directions."

Clause 8 provides that "(a) the Government of India may give directives to the Council in respect of its policies and programmes; and (b) if at any time a difficulty arises in the functioning of the Council because of any lacuna in the Memorandum of Association or in the Rules, or because of failure of any of their provisions to operate, the Government of India shall have powers to give directives to resolve the difficulty and such directives shall be binding on the officers and authorities of the Council."

Clause 3 *ibid.* provides that "the Council shall consist of the following members:

- An eminent social scientist nominated by the Government of India who shall be the Chairman of the Council.
- Eighteen social scientists nominated by the Government of India.
- Six persons to represent Government who shall be nominated by the Government of India and shall include one representative each of the Ministry of Education and Culture and the Ministry of Finance.
- Member-Secretary.

The First Member-Secretary was appointed by the Government of India while the subsequent member-secretaries are being/will be appointed by the ICSSR with the approval of the Government of India. The Government of India are also represented on the various functional Committees, like Policy Planning and Administration Committee, Research Institutes Committee and Committee for International/Bilateral Collaboration etc.

The Government of India in the Ministry of Education and Culture receive Utilization Certificates for grants released to the Indian Council of Social Science Research and, after satisfying that grants are properly utilised, further instalments of grants are released to the Council.

The Annual Reports of the Council along with its Audit Statement of Accounts are placed before Parliament. The Report of the Council also includes a detailed chapter giving information about rule, functions and activities of the various research institutes with which the ICSSR is concerned.

Q. No. 7: Can the Research Institutes be established independently by the ICSSR or they have necessarily to establish them in collaboration with the State Government/Union Territory Administration in whose jurisdiction the Institutes are to be located?

Ans. The ICSSR cannot establish Research Institutes independently and on its own. The Council can establish Research Institute in collaboration with the State Government/Administration of Union Territory in whose jurisdiction the Institute is to be located. Rule 4 governing the grants-in-aid to Societies and Institutions doing research in the field of Social Sciences (which are outside the scope of University Grants Commission) provides that "A Research Institution shall be deemed to be eligible to receive assistance under this scheme if it satisfies the following conditions:

- (i) It should be of an All-India character in the sense that its facilities are open to students and social scientists in all parts of the country and its faculty is selected on an all-India basis;
- (ii) It should have been in existence for a period of not less than five years, except in cases where the Government of India and a State Government agree to establish a new Research Institution or select an existing Research Institution for development and financial support under this scheme:

Provided that the Council may reduce this period to three years in special and deserving cases; and

Provided further that the period may be reduced to even less than three years with the prior approval of the Government of India;

- (iii) It should not be eligible for assistance from the University Grants Commission;
- (iv) It should be registered under the Societies Registration Act, 1860, or as a public trust, or created by an Act of State Legislature; and
- (v) It should be adjudged by the Council to be a Research Institution of excellence in the field of social sciences on the basis of the standing and professional competence of its staff, the quantum and quality of its research output, its publications and its status in the profession.

Q. No. 8: What is the extent of control of the State Government concerned over the Research Institutes?

Ans. The State Governments exercise control over the research institutes under their jurisdiction in the following ways:—

- (i) The Institute has to submit budget estimates of a particular year to the State Government for their approval. Generally they accept the budget estimates approved by the ICSSR.

- (ii) Recurring Grants are disbursed to the Research Institutes by the Government concerned generally on quarterly basis and in the case of non-recurring grants in a suitable number of instalments as determined by the ICSSR subject to the terms and conditions laid therein.
- (iii) For proper administration of grants, the following conditions are generally prescribed:—
 - (a) The Institute shall maintain separate accounts in respect of the grant and the expenditure made therefrom.
 - (b) The amount of the grant-in-aid shall be utilised by the Institute only for the purpose for which it is sanctioned.
 - (c) The guarantee shall not effect any deviation from the scope of the project without the prior approval of the State Government.
 - (d) The Institute shall maintain an audited record of all assets acquired wholly or substantially out of the State Government grant. Such assets shall not be disposed of, encumbered or utilised for purposes other than those for which the grant is given without the prior sanction of the State Government. Should the Institute cease to exist any time, property created with the assistance from the State Government shall revert to the State Government.
 - (e) The Accounts of this grant so far as its utilisation is concerned shall be open to test check by the Accountant General of the State or his representative for which the Institute shall produce the accounts together with all relevant papers connected with the grant as and when required. The activities of the Institute and its accounts shall also be open to check by an officer of the State Government so far as the funds given by it are concerned.
 - (f) The Institute shall furnish to the State Government in the Education Department, a certificate duly signed by the authorized auditors of the Institute to the effect that the grant has been utilised for the purpose for which it is sanctioned, duly supported by the audited accounts of the Institute.
 - (g) If the State Government have any reasons to believe that the sanctioned amount has not been utilised for the approved purposes, the sanctioned amount shall have to be refunded by the Institute.

The State Government is represented on the Governing Bodies and Finance Committees of the Research Institutes.

(h) Visiting Committees constituted by the ICSSR to undertake periodical review of the work done by the research institutes include representatives (s) of the State Governments.

Q. No. 9: What is the limit of the contribution of the Government and the ICSSR in the funds of the Institutes and apart from the contribution made by the Centre and the State, how they raise their funds to meet their expenditure?

Ans. The limit of contribution of ICSSR in terms of Recurring and Non-recurring grants is given below:

Recurring Grant	: Rs 7.50 lakhs per annum
Non-Recurring Grant	: Rs. 25 Lakhs.

These ceilings have been introduced under the rules of Grant-in-Aid w.e.f. 1st April, 1976.

The ICSSR is supporting research institutes of the following three types:

(1) *Institutes fully supported by the ICSSR:*

- (i) Centre for Studies of Developing Societies, Delhi.
- (ii) Institute of Economic Growth, Delhi.
- (iii) Centre for Policy Research, Delhi.
- (iv) Council for Social Development, Hyderabad.

*The ICSSR gives grant for maintenance of core staff only, the rest is raised by the institutions themselves.

(2) *Institutions jointly supported by ICSSR and the State Government:*

- (i) Centre for Development Studies, Trivandrum
- (ii) Centre for Social Studies, Surat
- (iii) Centre for Studies in Social Sciences, Calcutta
- (iv) G. B. Pant Instt. of Social Science Research, Allahabad.
- (v) Gandhian Instt. of Studies, Varanasi.
- (vi) Giri Instt. of Development Studies, Lucknow.
- (vii) Instt. of Public Enterprise, Hyderabad.
- (viii) Instt. for Social Economic Change, Bangalore.
- (ix) Indian Institute of Education, Pune
- (x) Madras Instt. of Developing Studies, Madras
- (xi) Social Research Institute, Bhubaneswar

(3) Institutions established by State Governments earlier but subsequently receiving grants which are shared between the ICSSR and the State Government on 50:50 basis:

- (i) A. N. Sinha Institute of Social Studies, Patna.
- (ii) Sardar Patel Institute of Economic and Social Research, Ahmedabad.

The Ford Foundation also places some funds at the disposal of ICSSR for disbursement to Research Institutes. This is done after the proposals are cleared by the Government of India.

Funds to be received from any other foreign agency are processed by the ICSSR and clearance is invariably obtained from the Government of India.

Apart from the contribution made by the Centre and State Governments, the Institutes also raise funds by way of endowment, fees, and grants from various Central and State Agencies for research projects, etc.

Q. No. 10. Since the concerned State Government also gives equivalent amount as grant-in-aid to the Institutes, whether the Annual Reports/Audit Reports of the Institutes are laid before the concerned State Legislatures?

Ans. On the basis of the information received from the Research Institutes, the Annual Reports of the Following Research Institutes are laid before the State Legislatures as indicated below:—

Name of the Institute	Name of the State Legislature
1. A. N. Sinha Institute of Social Studies, Patna.	Bihar Legislature
2. Institute of Social and Economic Change, Bangalore.	Karnataka Legislature

Q. No. 11. Who audits the annual accounts of the Research Institutes?

Ans. The Research Institutes are required to get their accounts audited by the Statutory Auditors. The audit is conducted by a chartered accountant. In addition to the audit by the chartered accountants, the Institutes supported by State Governments have to get their accounts audited by the State Accountant General and their accounts are also open to test check by the Comptroller and Auditor General of India. A list of the Institutions and their auditors is given below:

1. Centre for Studies in Social Sciences, Calcutta.	T. K. Ghosh & Co. Chartered Accountant, 10-old Post Office Street, Calcutta-700001.
2. Centre for Studies in Developing Societies, Delhi.	Thakur Vaidyanath Aiyar & Co. Chartered Accountants, Thapar House, 144, Janpath New Delhi-110001.

3. Centre for Development Studies, Trivandrum.	Balan & Co. Chartered Accountants, St. Joseph's Press Building, Cotton Hill, Trivandrum-695014.
4. ANS Institute of Social Studies, Patna.	B. Gupta & Co. Chartered Accountant, Jamal Road, Patna-800001.
5. Centre for Social Studies, Surat	I. J. Desai and Co., Chartered Accountant, 201, Bombay House, 2nd Floor, Panini Bihnit, Sonifalia, Surat-395003.
6. Madras Institute of Development Studies, Madras.	G. Joseph and Co. Chartered Accountant, No. 1 Khadar Nawachan Road, Ruteland Gali, Madras-600006.
7. Institute of Public Enterprises, Hyderabad.	Satyanarayana & Co. Chartered Accountant, Amar Mansion Rankjung, Secun-drabad.
8. Institute of Economic Growth, Delhi.	Thakur Vaidyanath & Co. Chartered Accountant, 3, Thapar House, 124, Jan-path, New Delhi.
9. Institute of Social and Economic Change, Bangalore.	K. P. Rao & Co. Chartered Accountant, Craiz Park, Layout, 21/13, M. G. Road, Bangalore-560001.
10. Sardar Patel Institute of Economic and Social Research, Ahmedabad.	C. C. Chokshi & Co. Chartered Accountant, Bank of Baroda Building, 4th Floor, Opp. Fuvora, Gandhi Road, Ahmedabad.
11. Gandhian Institute of Studies, Varanasi.	For Thakur Vaidyanath Aiyar & Co. A. P. Jha, Partner, Chartered Accountant, Patna.
12. Indian Institute of Education, Pune.	Suhas Tambe & Co. Chartered Accountant, 6, Mirnmayec, 43/6-Karve Road, Behind Bank of India, Pune-411004.
13. Giri Institute of Development Studies, Lucknow.	R. M. Lal and Co. Chartered Accountant, 1-Cantonment Road, Kaiser Bagh Circus, Lucknow-226002.
14. Centre for Policy Research, New Delhi.	V. Shankar Aiyar and Co. Chartered Accountant, New Delhi.
15. Council for Social Development, Hyderabad.	Thakur Vaidyanath Aiyar and Co. Char-tered Accountant, New Delhi.
16. Pt. G. B. Pant Institute of Social Science Research, Allahabad.	S. K. Das & Co. Chartered Accountant, 15-Mahatma Gandhi Marg, Allahabad.

Q. No. 12: Whether the Accounts are audited by the concerned Accountant General or by the Comptroller & Auditor General of India?

Ans. In the case of the Research Institutes jointly supported by the ICSSR and the State Governments, a copy of the sanction letter releasing grants-in-aid to Research Institutes is always endorsed to Accountant General of the respective State. The State Accountant General conduct the Audit if they consider it necessary, e.g., the accounts of the Centre for studies in Social Sciences. Calcutta are being audited by the Accountant General, West Bengal. Similarly, the accounts of the Institute of Social

and Economic Change, Bangalore are being audited by the Accountant General Karnataka, and that of the Gandhian Institute of Studies Varanasi by the Accountant General, U.P.

Rule 17 of the grants-in-aid scheme provides that, the recurring grant of Rs. 1 lakh or above and non-recurring grant exceeding Rs. 5 lakhs will be subject to the condition that the accounts of the grantee institutes will be open to test check by the Comptroller and Auditor General of India at his discretion.

Q. No 13. What difficulties envisaged by the Ministry of Education and Culture in Laying Separate Annual Reports/Audit Reports of the Research Institutes before Parliament.

Ans. Some of the difficulties which are envisaged in laying separate Annual Reports/Audit Reports of the Research Institutes before Parliament are as follows:—

- (i) These Research Institutes receive only a part of their funds from the ICSSR, the rest being raised by the Institutes themselves or provided by the concerned State Governments. As mentioned in the reply to Question No. 1, one of the conditions for assistance from the ICSSR is that the Institutes concerned should have been in existence for not less than five years. It is thus obvious that these institutions do not depend on ICSSR for their maintenance;
- (ii) These Institutes do not receive grants directly from the Consolidated Fund of India;
- (iii) A large number of these institutes have come into existence through the initiative taken by individuals or State Governments. It is the quality and importance of the work done by them which has earned recognition and financial support from the ICSSR. To request such institutions to conform to the procedure and practices followed by organisations established and fully funded by Government would necessarily discourage their own initiative, particularly when the Government does not intend to assume full responsibility for their funding;
- (iv) Some of these Institutes which are located in the Southern region do not have facilities for preparing their reports in Hindi and as such they will face considerable difficulties and will have to undergo huge expenditure in submitting their reports in Hindi as well as English as per requirement. The process will also result in inordinate delay in submitting the reports and the result achieved will not be commensurate with the enormous quantum of effort involved;

- (v) The State Universities and Colleges which receive grants from the University Grants Commission are not required to submit their annual reports/audit reports to Parliament;
- (vi) The ICSSR has included w.e.f. 1978-79 in its own annual report a detailed chapter giving an account of the activities including statement of expenditure of Research Institutes/Centres and this report will be laid before Parliament at the proper time. It is considered that such a Report, with special reference to the funding provided by the ICSSR, will be more appropriate than a detailed account of the whole range of activities undertaken by these Institutions with the support received from various sources.
- (vii) The Research Institutes which are provided financial support by the ICSSR have not been established by the Central Government or the ICSSR. These Institutes do not come under the administrative control of the Central Government or any agency set up by them. The financial assistance provided to these institutes is basically in the nature of a promotional activity, which is one of the objectives of the ICSSR. The annual report of the ICSSR would, therefore, discuss in some details the support provided by it in pursuance of this objective. The Ministry of Education is, therefore, of the view that what is important from the point of view of accountability is the manner in which the ICSSR has performed its function rather than in asking each of the beneficiary Institutes individually accountable to the Central Government and Parliament for the financial assistance indirectly received by it.

Q. No. 14. What are the suggestions of the Ministry in regard to laying of separate annual/audit report of all the Research Institutes before Parliament?

Ans. For the reasons explained in reply to the preceding question (Q. No. 13), the Ministry of Education is of the view that the Research Institutes getting financial support from the ICSSR should be exempted from the requirement of placing their separate annual report before the Parliament. The ICSSR has already been requested to provide sufficient details about their activities, in a separate Section of the ICSSR's report, with special reference to the support provided by the ICSSR. This report will be placed before the two Houses of Parliament annually and will provide adequate opportunity to Hon'ble Members to discuss relevant aspects of the functioning of the Research Institutes in so far as ICSSR grants to them are concerned.

ANNEXURE

Statement showing the number of visits by the Visiting Committee

S.No.	Name of the Institute	Date of first visit	Date of second visit
1	2	3	4
1	A.N. Sinha Institute of Social Studies, Patna.	July 19, 20, 1974	December, 20, 21, 1976
2	Centre for Policy Research, New Delhi.	February 5, 1977	January 13, 1977
3	Centre for Social Studies, Surat.	August 11, 1974	February, 12, 1978
4	Centre for the Study of Developing Societies, Delhi.	September 7, 1974	{ November, 13, 1976 December, 13, 1976 January 23, 1977
5	Centre for Studies in Social Science, Calcutta.	May 25, 1974	January 24, 1978.
6	Council for Social Development, Hyderabad.	July 22, 1977 at Hyderabad Sept. 13, 1977 at Delhi	..
7	G.B. Pant Instt. of Social Science, Allahabad.	Committee appointed on 23 May, 1972 by the Govt. of India, report received in March, 1975.	
8	Gandhian Instt. of Studies, Varanasi.	August 17, 18, 1974	December 20, 21, 1977
9	Indian Institute of Education, Pune.	February 12, 1977	..
10	Institute of Economic Growth, Delhi.	August 26, 1974	December 14, 1977.
11	Institute of Public Enterprise, Hyderabad.	September 8, 1974	November 10, 1977.

*This Institute maintains an office in New Delhi also. The Committee visited Delhi office on Sept. 13, 1977.

1	2	3	4
12	Madras Institute of Development Studies, Madras.	September 24, 1975	..
13	Sardar Patel Institute of Economic and Social Research, Ahmedabad.	March 11, 1975	February 11, 1978
14	Social Science Research Instt., Bhubaneswar.	March 24, 25, 1978	..
15	Centre for Development Studies, Trivandrum.	March 6, 1978	
16	Giri Institute of Development Studies, Lucknow.	November 11, 12, 1978	--
17	Institute for Social and Economic Change, Bangalore.	January 20, 29, 1978.	

Note : Member-Secretary visited a number of Research Institutes during the past one year.

APPENDIX IV

Summary of Recommendations/Observations contained in the Report

S. No.	Reference to Para No. of the Report	Summary of Recommendations Observations
1	2	3
1	1.8	The Committee note that the Ministry of Education and Social Welfare lays on the Table Annual Report* of the Indian Council of Social Science Research mentioning therein names of all the Research Institutes being assisted by it, as well as the quantum of grant sanctioned to each of them.
2	1.9	The Committee also note that the Indian Council of Social Science Research is an autonomous organisation fully financed by the Ministry of Education and Social Welfare and responsible for promoting research in the field of social sciences, and is presently supporting as many as 17 Research Institutes.
3	1.10	From the information furnished by the Ministry, the Committee find that the Research Institutes do not receive grants directly from the Central Government out of the Consolidated Fund of India but are supported by the Indian Council of Social Science Research out of the funds of the Council.
4	1.11	In view of the difficulties expressed by the Ministry of Education and Social Welfare, the Committee do not insist on the requirement of laying of separate Annual Reports/Audit Reports before Parliament in respect of the Research Institutes. The Committee, however, recommend that the Indian Council of Social Science Research, which directly finances and controls the Research Institutes and whose Annual Report is laid on the Table should, in future, incorporate invariably in its Annual Report a detailed chapter about the Research Institutes giving an account of the functioning of each Institute/Centre financed by the Council, the amount of grant, both recurring and non-recurring, given to each of them as also the activities pursued by each Institute/Centre during the year.

*Annual Report for 1978-79 laid on the Table on 7 July, 1980.