

COMMITTEE ON PETITIONS

**(FIFTH LOK SABHA)
ELEVENTH REPORT**



**LOK SABHA SECRETARIAT
NEW DELHI**

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COMPOSITION OF THE COMMITTEE ON PETITIONS (1972-73)

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Shri Anant Prasad Sharma

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SECRETARIAT

Shri B. K. Mukherjee—*Deputy Secretary.*

Shri J. R. Kapur—*Under Secretary.*

*Nominated with effect from the 16th March 1973, *vice* Shri Ziaur Rehman Ansari ceased to be a member of the Committee on his appointment as Deputy Minister.

ELEVENTH REPORT OF THE COMMITTEE ON PETITIONS

(FIFTH LOK SABHA)

INTRODUCTION

I, the Chairman of the Committee on Petitions, having been authorised by the Committee to present the Report on their behalf, present this Eleventh Report of the Committee to the House on the following matters:—

- (i) Action Taken by Government on the recommendations of the Committee on Petitions (Fourth Lok Sabha) contained in their Ninth Report, on Petition No. 17, regarding Educational Policy of the Government of India and inadequate funds earmarked for Education since Independence;
- (ii) Action taken by Government on the recommendations of the Committee on Petitions, contained in their Third Report (Fifth Lok Sabha), on the representation for revival of S.S. Light Railway or construction of a broad-gauge Railway line in its place;
- (iii) Action taken by Government on the recommendations of the Committee on Petitions (Fifth Lok Sabha) contained in their Seventh Report, on the representation for re-introduction of the System of banderolling of match boxes;
- (iv) Action taken by Government on the recommendations contained in the Seventh Report of the Committee on Petitions (Fifth Lok Sabha) on the representation from Shri Shiva Nand, Ramesh Nagar, New Delhi, re. investigation in the murder case of Shri Sada Nand, Ramesh Nagar, New Delhi; and
- (v) Action taken by Government on the recommendations of the Committee on Petitions (Fourth Lok Sabha), contained in their Seventh Report on the representation from Shri Shivram, Member, Home Minister's Advisory Committee and others, Port Blair, Andaman, re. withdrawal of Andaman Special Pay.

2. The Committee considered the above matters at their sittings held on the 29th November, 1972, and 7th March, 1973, and adopted the draft Report at their sitting held on the 28th, March, 1973.

3. The observations/recommendations of the Committee on the above matters have been included in this Report.

ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS OF THE COMMITTEE ON PETITIONS (FOURTH LOK SABHA) CONTAINED IN THEIR NINTH REPORT, ON PETITION NO. 17, REGARDING EDUCATIONAL POLICY OF THE GOVERNMENT OF INDIA AND INADEQUATE FUNDS EARMARKED FOR EDUCATION SINCE INDEPENDENCE.

1.1. The Committee on Petitions (Fourth Lok Sabha) had considered the above-mentioned petition and presented their Ninth Report on the subject to Lok Sabha on the 25th November, 1970. The Ministry of Education, Social Welfare and Culture (Department of Education) were requested to implement the recommendations of the Committee. The recommendations of the Committee and the action taken reply thereon furnished by Government are given below *seriatim*:

Recommendation (Para 2.48 of Ninth Report)

1.2. The Committee note that under the Constitution, primary education is essentially a State subject and the Central Government can only persuade and advise the State Governments in this matter. The Ministry of Education and Youth Services in their written comments have conceded that "the situation in primary education, it is true, leaves much to be desired, both quantitatively and qualitatively". The Planning Commission in their written comments have stated that in spite of the constraint of resources, efforts have been continuously made to achieve the goal of universal education at the elementary state. The representative of the Ministry of Education and Youth Services stated before the Committee during the course of oral evidence that limited financial resources and the rapid increase in population were the main constraints which came in the way of achieving the targets of elementary universal education. He expressed the opinion that by 1986, it would be possible to provide universal education to 82—85 per cent of children upto the age of 14 years. The Committee were informed by the representative of the Ministry of Education and Youth Services that an agreement had now been arrived at with the States that for elementary education the Central assistance to them would be specifically earmarked for that purpose instead of giving them block grants or loans, as was done for various other schemes. According to this new scheme, if the States did not fulfil the planned targets, they would not be entitled to Central assistance earmarked for that purpose. The Committee are of the view that vigorous efforts should be made by

the Central and State Governments to achieve the target date of 1986, as recommended by the Education Commission (1964—66), for free and compulsory universal education for all children upto 14 years of age, as contemplated by Article 45 of the Constitution.

Reply of Government

State/Union Territory Governments have been requested to implement the recommendations. Plan outlays for schemes of Elementary Education have been ear-marked Statewise.

Recommendation(Para 2.49 of Ninth Report)

1.3. The Committee note that the Government do not give any financial support to the highly expensive public schools and other such institutions which are being run with voluntary contributions made by parents of children in these schools and therefore, any step to close down these public schools will not provide the Government with any additional resources for the spread of education. The Committee also note that Government have taken steps by instituting a scheme of scholarships whereby the children of the backward and weaker sections of the society may be enabled to study in the public schools.

While the Committee feel that the existence of the highly expensive public schools is not in keeping with the spirit of the times and the over-all needs of our country, particularly, when considered in the context of the conditions of the ordinary municipal schools which are incapable of giving even the brilliant students a desirable standard of education, they do not consider it desirable to close down such schools abruptly. They suggest that 25 per cent of seats in the existing public schools should be reserved for children whose parents' income is Rs. 500 or less per month, of which adequate number should be reserved for students belonging to Scheduled Castes and Scheduled Tribes Communities. Such children should also be given adequate scholarships to enable them to prosecute their studies in these institutions.

Reply of Government

The Government of India have already formulated a new scheme under which 25 per cent of the fresh admissions in public and other specified schools will be reserved for scholarship holders selected by the Government on the basis of merit. Such reservation could, however, be made only with the consent of the school authorities with whom the matter has been taken up. The question of reservation of some seats for Scheduled Castes and Scheduled Tribes is also being taken up.

The Committee desired to know the details of the scheme under which 25 per cent of fresh admissions in Public Schools and 'other specified schools' were to be reserved for scholarship holders. In a written note furnished to the Committee, the Department of Education have stated that details of the scheme are being worked out in consultation with the Ministry of Finance.

The benefits of the scheme are confined to those children whose parent's income is below Rs. 500 per month, subject to other conditions.

The Committee asked the Ministry of Education, Social Welfare and Culture to furnish a list of Public Schools and 'other specified schools' to which the scheme would apply and those which had so far agreed to implement the scheme. A list of such schools furnished by the Department of Education is appended to the Report (See Appendix I). It has been added by the Department that it is quite likely that most of the Schools in the list may be participating in the scheme and that a few more suitable schools may also be added if found suitable.

The Committee asked the Ministry of Education, Social Welfare and Culture (Department of Education) to clarify their statement that reservation of 25 per cent of the fresh admissions Public Schools and other specified schools "could be made only with the consent of the schools authorities, with whom the matter has been taken up." They were also asked to state how far the scheme was expected to be successful. In a written note furnished to the Committee, the Ministry of Education, Social Welfare and Culture (Department of Education) have stated that to find out the reactions of the Public Schools, a Conference was held in August, 1971, which was attended by 52 Principals of different schools and there was almost unanimous support to extend cooperation to the scheme.

Recommendation (Para 2.50 of Ninth Report)

1.4. The Committee note that the States have broadly agreed to adopt the uniform educational structure of 10+2+3 Ten years High School, two years Higher Secondary stage and three years for first degree in general (Honours) and special courses as recommended by the State Education, Ministers' Conference (April, 1967) and also incorporated in the Resolution of the National Policy on Education. The States of Kerala and Andhra Pradesh have already adopted this new structure of Education and it is under consideration of the other States. The Committee hope that the remaining States

in the country will also adopt the proposed uniform educational structure.

Reply of Government

The National Policy on Education as approved by the Parliament, has been brought to the notice of all State|Union Territories Governments and they have been requested to implement the same.

Recommendation (Para 2.51 of Ninth Report)

1.5. The Committee appreciate the steps being taken by Government for achieving uniformity and maintaining high educational standards in the country. The Committee are happy to note that as a result of the assistance given by the University Grants Commission and through the programmes directly sponsored by them, the situation with regard to general educational standards in the country has improved. The Committee hope that efforts in this direction will be continued.

Reply of Government

The recommendation has been noted. The University Grants Commission is doing all that is possible with the resources available, to improve standard of Higher Education.

The Committee asked the Ministry of Education, Social Welfare and Culture (Department of Education) to furnish a detailed note from the University Grants Commission to elucidate their statement that "the University Grants Commission is doing all that is possible with the resources available to improve the standard of higher education". The Committee also asked the Ministry to give a resume of the various schemes in this direction being formulated or implemented by the University Grants Commission. In a written note furnished by the Department of Education it has been stated that the funds made available to the Commission in the Fourth Plan have not been commensurate with the developmental needs of universities and colleges for the period 1966—71. The working group set up by the Government of India, Ministry of Education on the advice of the Planning Commission to prepare draft proposals for the Fourth Five Year Plan had recommended an outlay of Rs. 305 crores for non-professional higher education. The group had recommended that in the Fourth Plan higher education should be treated as the leading sector and investment in it should be of a size and character as to enable the institutions of higher learning to make a significant advance towards achieving standard of quality. Against this the Planning Commission proposed an outlay of Rs. 116 crores for this sector. The University Grants Commission proposed a minimum outlay of 225 crores for non-professional higher education for the period

1966—71 against which the Planning Commission tentatively allocated Rs. 139 crores. The Commission strongly felt that the allocation was not sufficient to meet even the basic needs of the universities and their programmes for development would suffer considerably. Subsequently, the Government of India decided to treat the period 1969—74 as the Fourth Plan period. The Planning Commission tentatively allocated Rs. 115 crores for University Grants Commission for this period. The requirements of the Commission for the Fourth Plan period (1969—74) were assessed again which worked out to Rs. 168 crores (including 28 crores for technical education). Against this the Government of India allocated an amount of Rs. 120.15 crores (including Rs. 11 crores for technical education) for the Fourth Plan period. Against this the following amounts have been placed at the disposal of University Grants Commission for plan projects:

1969-70	Rs. 5.77 crores
1970-71	Rs. 21.86 crores
1971-72	Rs. 23.09 crores
1972-73	Rs. 25.00 crores

(Budget provision)

Within the limited resources made available to the Commission every effort has been made to obtain the maximum utility of the funds and a number of quality programmes have been introduced. The details of the programmes being implemented by the Commission are given in the Annual Report of the Commission for 1970-71. An additional note indicating the efforts being made within the limited resources available to raise standards of higher education in the country is also attached (See Appendix II).

Recommendation (Para 2.52 of Ninth Report)

1.6. The Committee appreciate the steps being taken by Government to bring about qualitative improvement in education. They note that in-service training courses like Summer Schools, Seminars, Academic Conferences, refresher courses etc., are organised so as to keep the teachers acquainted with the latest developments in their respective fields of teaching and in research.

The Committee, however, feel that these programmes and schemes should be adequately expanded so as to cover the entire teaching profession in a phased programme.

Reply of Government

The recommendation has been noted. The University Grants Commission is already giving priority within the resources available

for organising summer school seminars, academic conferences orientation courses, refresher courses etc. The expansion of this programme will depend upon the availability of funds.

The Committee asked the Ministry of Education, Social Welfare and Culture (Department of Education) to elucidate this statement. In a written note furnished to the Committee, it has been stated that the University Grants Commission has already given high priority to the programme of Summer Institutes, Seminars, Academic Conferences and Organisation courses etc. An allocation of Rs. 3.50 crores has been made (against the total allocation of Rs. 120.15 crores) for this programme for the Fourth Plan Period. The number of Summer Institutes, Seminars etc. organised since 1969-70 and the expenditure incurred are given in the enclosed statement (Appendix III). It may not be possible to allocate additional funds for this programme within the allocation already agreed to. However, if additional funds are made available this programme could be extended further.

Recommendation (Para 2.53 of Ninth Report)

1.7. While it is true that it is essentially for the States to provide the school buildings, the Committee would like to reiterate the recommendation of the Education Commission that larger allocations should be made for this purpose and the school buildings should be standardised so as to reduce their cost of construction.

Reply of Government

The recommendation of the Committee has been noted. The matter is under consideration of the Government. A National Development Group for School Buildings was set up by the Government of India in 1968 which has met so far three times to evolve and suggest measures for the reduction of cost of school buildings. This Group is working in close collaboration with the Central Building Research Institute, Roorkee. The National Group recommended setting up of development Groups for Education building one in each State/Union Territory. Such Groups have already been set up by the State of Maharashtra, Kerala, Uttar Pradesh, Punjab, Tamil Nadu and Union Territory of Goa, Daman and Diu. These Groups are working on some prototypes of buildings designed by Central Building Research Institute on experimental basis.

Recommendation (Para 2.54 of Ninth Report)

1.8. The Committee are unhappy to note that detailed information about the extent of deficiency in regard to furniture, library,

books laboratory equipment, audio-visual aids and other amenities and equipment in educational institutions is not available. The Committee cannot over-emphasize the need for providing such amenities including play grounds and sports, and housing for the teachers, particularly in rural areas, for the educational institutions in the interest of effective and good education. The Committee, therefore, urge that urgent steps should be taken to assess the overall needs of States with regard to educational aids and equipments and a workable plan may be drawn up for meeting these deficiencies at the earliest.

Reply of Government

The recommendation has been noted. It is being brought to the notice of the University Grants Commission and the State Governments for necessary action within the over-all resources available.

The Committee asked the Ministry of Education, Social Welfare and Culture (Department of Education) to furnish a note from the University Grants Commission giving their comments in the matter. In a written note furnished by the Ministry, it has been stated that the University Grants Commission is in agreement with the recommendation of the Committee that there is need for strengthening library and laboratory facilities and also providing furniture, audio-visuals and other equipments in universities and colleges. The requirements of universities and colleges for books, equipment and other teaching aids are so heavy that it is not possible to meet even a portion of these with the funds available. The assessment of the exact needs of universities and colleges for these items may not be of much use at this stage when funds to provide them cannot be made available. It has been added that a Committee of the University Grants Commission had some time back assessed that for providing residential accommodation to 50 per cent of the teachers and 25 per cent of the students an amount of Rs. 237 crores would be required. With the increase in enrolment and the number of teachers the amount required for providing residential accommodation to 50 per cent teachers and 25 per cent students would be much more. It appears impossible at this stage to provide funds to this extent for tackling this problem.

Recommendation (Para 2.55. of Ninth Report)

1.9. The Committee note the difficulties in vocationalisation of education. It is rather a costly programme involving considerable amount of employment, market survey and pilot project work. They however, find that certain pilot projects, which would be launched during the Fourth Five Year Plan, are being worked out so as to

discover the cheapest method to tackle the task efficiently. They are happy to note that education is being re-organised at the school stage so that it is linked up with the needs of the industry. The Committee hope that Government would take suitable measures to make education employment-oriented so that further addition to the already large educated unemployed force in the country is checked and young men and women are also enabled to get self-employed.

Reply of Government

The recommendation has been noted. It is being brought to the notice of the State Governments for necessary action.

Recommendation (Para 2.56 of Ninth Report)

1.10. The Committee have persued the comments of the Government and find that in so far as school teachers are concerned, their scales of pay do not compare favourably with the corresponding scales of pay for the equally qualified persons prevalent in industry or Government Departments. The Committee feel that in order to attract the best persons to the teaching profession, the salaries of teachers should be fixed keeping in view the concept of a national minimum and measures should be taken to improve the economic and service conditions of teachers.

Reply of Government

The recommendation has been brought to the notice of the State Government/State Territory Governments for implementation.

Recommendation (Para 2.57 of Ninth Report)

1.11. The Committee are of the view that in order to bring uniformity, model rules regarding the service conditions of teachers as well as the non-teaching staff in the Universities may be framed early with a view to improve their conditions.

Reply of Government

The University Grants Commission has already circulated the model rules regarding the service conditions of non-teaching staff to the Universities for their guidance. With regard to the service conditions of teachers, the matter is being looked into by University Grants Commission Committee of Governance on Universities and Colleges.

The Committee asked the Ministry of Education, Social Welfare and Culture (Department of Education) to furnish a detailed note from University Grants Commission on the service conditions of teachers in the country and the result of the examination of the

matter by the University Grants Commission Committee on Governance of Universities and Colleges. In a written note furnished by the Ministry of Education, Social Welfare and Culture (Department of Education) it has been stated that the service conditions of teachers in the universities and colleges are under the examination of the University Grants Commission Committee on Governance of Universities and colleges.

Recommendation (Para 2.58 of Ninth Report)

1.12. From the comments of the Government, the Committee find that due to the constraint of economic resources it is difficult to achieve the objective of spending six per cent of national income, ten per cent of the expenditure in the Central Budget and ten per cent of Plan allocations, on education, unless intensive efforts are also made in this direction by the State Governments and by the community through voluntary contributions. However, keeping in view the importance of investment in education, the Committee feel that the Central Government should allocate more funds for education and also lay down priorities for different schemes and aspects of education.

Reply of Government

The recommendation has been noted.

Recommendation (Para 2.59 of Ninth Report)

1.13. The Committee have considered the suggestion for making "Education" a Concurrent or Union subject but feel that it is not practical in the present conditions to make "Education" a Concurrent or Union Subject. The Committee are of the view that even with the present Constitutional provisions regarding "Education" much can be achieved, both qualitatively as well as quantitatively, in the field of education with concerted efforts and proper co-ordination.

Reply of Government

The observation made by the Committee has been noted.

Recommendation (Para 2.60 of Ninth Report)

1.14. From the written comments of the Planning Commission, the Committee note that the problems of enrolment of girls and children of socially and economically backward communities - where the parents find it difficult to support their children unless they earn something or help in the family occupation - and their retention, particularly at the middle stage, will be difficult of solution unless there is a substantial improvement in the social and economic conditions of the backward sections of the society.

The Committee feel that in order to tackle this situation, special attention should be paid by Government to the needs of the backward classes, backward States, rural areas and girls education.

Reply of Government

The recommendation has been noted.

Recommendations|observations of the Committee

1.15. The Committee note that the Central Government have requested the State|Union Territory Governments to implement the recommendations of the Committee that vigorous efforts should be made to achieve the target date of 1986 for free and compulsory education for all children up to 14 years of age as contemplated by Article 45 of the Constitution of India.

1.16 The Committee are glad to note that, as recommended by the Committee the Government have already formulated a new scheme under which 25 per cent. of the fresh admissions in public and other specified schools will be reserved for scholarship holders, selected by Government on the basis of merit. They note that the details of the scheme are being worked out. They hope that the scheme will be finalised as early as possible if not already done.

1.17 The Committee note that the National Policy on Education regarding the structure of education pattern upto Higher Secondary stage, as approved by the Parliament has been brought to the notice of all the State| Union Territories and that they have been requested to implement the same. The Committee would like to be informed in due course about the steps taken by the State Governments in this direction.

1.18 The Committee have noted that the Universities have undertaken expansion and diversification of courses, extension and development of facilities for research and advanced studies, and the provision of additional staff building accommodation, library and laboratory facilities, books and equipment. They also note that centres of post-graduate studies are being developed under the auspices of the universities at suitable locations.

1.19 The Committee note that the University Grants Commission is giving high priority to the programme of Summer Institutes, Seminars, Academic Conferences, Orientation Courses etc. in order to bring about a qualitative improvement in education. These should be further strengthened.

1.20 The Committee have noted that a National Development Group for School Buildings was set up by the Government in 1962 to suggest measures for the reduction of cost of school buildings. The Group is working in close collaboration with the Central Building Research Institute, Roorkee. The National Group has recommended setting up of Development Groups for Education Buildings, one in each State/Union Territory.

1.21. The Committee note that some of the State/Union Territories have already set up such Groups who are working on some prototypes of buildings designed by the Central Building Research Institute on experimental basis. They hope that the state Level groups would work in close co-ordination with the National group so that prototypes suited to local conditions could be evolved, on the pattern suggested by the Central Building Research Institute.

1.22 The Committee have noted that the University Grants Commission have circulated to the Universities the model rules regarding the service conditions of non-teaching staff for their guidance. In regard to service conditions of teachers, the matter is being examined by the University Grants Commission Committee on Governance of Universities and Colleges. The Committee hope that the model service conditions rules for teachers and the non-teaching staff in Universities would be finalised as early as possible.

II

ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS OF THE COMMITTEE ON PETITIONS, CONTAINED IN THEIR THIRD REPORT (FIFTH LOK SABHA), ON THE REPRESENTATION FOR REVIVAL OF S. S. LIGHT RAILWAY OR CONSTRUCTION OF A BROAD GAUGE RAILWAY LINE IN ITS PLACE.

2.1. The Committee had considered a representation for the revival of the Closed Shahdara-Saharanpur Light Railway in Uttar Pradesh, or construction of a Broad-Gauge Railway line in its place. The Committee, in their Third Report, presented to Lok Sabha on the 22nd May, 1972, had interalia made the following observations/recommendations:—

1.59. The Committee observe that although the Government of Uttar Pradesh had requested the Ministry of Railways in 1964 to appoint a Committee of experts to examine the factors leading to the decline in the annual earnings of the S.S. light Railway since 1958-59, the Ministry of Railways did not make any specific study of the management and working of the S.S. Light Railway on the ground that the reasons for the losses suffered by this Railway as stated by the Company, were so patent that there appeared to be no need for such an investigation. It is, however, stated by the Ministry of Railways that, as a measure of financial control, the annual budget estimates of earnings and expenditure, as submitted by the Company, were regularly examined before they were sanctioned by the Railway Board.

1.60. The Committee are surprised to note that the Ministry of Railways did not find it worthwhile to make an investigation into the management and working of the Company so as to ascertain independently the true causes of the continuous losses suffered by it, in spite of a specific request made by the State Government of Uttar Pradesh in 1964. The Ministry of Railway merely remained content with the causes stated by the Company in their notice of closure and the statements of annual budget estimates of earnings and expenditure as submitted by the Company. That the Ministry of Railways did not consider it worthwhile to make an enquiry into the working of an apparently losing privately managed Railway line shows that adequate concern was not felt regarding the closure of a public utility service and the consequent sufferings to the people of the area. The Committee feel that a proper enquiry was

the minimum exercise that should have been carried out before coming to any final decision, on the closure of the S. S. Light Railway.

1.61. The Committee are unable to appreciate why the Ministry of Railways should be guided solely by financial considerations in this case and completely ignore the factor of public interest and the difficulties that were likely to be faced by the lakhs of inhabitants of the area consequent on the closure of the Railway line. In this connection, the Committee note that there are a large number of branch lines on the Indian Railways which though unremunerative for a number of years, are being continued in public interest. The Committee regret, that in the case of S. S. Light Railway, however, a utility service to the community which was available to them for 65 years, was allowed to close down instead of taking steps to improve the service according to the standards of service maintained on the Government Railways.

1.62. According to the notice of closure of the Company, the apparent reasons leading to the closure of the S.S. Light Railway were the unhealthy road transport competition on the one hand and mounting costs of operations on the other. The Ministry of Railways have also endorsed this position. The Committee, however, feel that there were other contributory factors also, like heavy establishment charges, wide-spread ticketless travel, slow movement of trains and corruption and inefficiency in the management of the Railway.

The Committee are not also convinced that the problem of road competition was insurmountable. It should not have been difficult for the Central Government to persuade the Government of Uttar Pradesh to take steps to ease the pressure of road competition.

In regard to the alleged mounting cost of operations of the S.S. Light Railway, the Committee do not feel that the situation was so grave as to warrant a closure of the Railway line itself. The mounting cost of operations has been a general phenomenon on all the Railways in the country and the S.S. Light Railway was no exception. The Ministry of Railways have made attempts to tackle this situation on other Railways by revising the fares and freight rates from time to time. This could also be done in the case of S. S. Light Railway.

The Committee do not, therefore, agree that there were sufficient grounds to close the Railway line. On the contrary there is enough justification for reviving the old Railway line in public interest.

* * * * *

1.64. The Committee fail to appreciate how the proportion of rendering financial assistance to the Company could be found suitable for the State Government of Uttar Pradesh when the Central Government themselves did not find it worthwhile to do so. The Committee feel that an effort has been made to shift the entire responsibility for the running or closure of the Railway line on the State Government of Uttar Pradesh, although Railways is a Central subject. The State Government can much less be expected to support an allegedly losing concern which is primarily the responsibility of the Central Government besides a State Government is not expected to have the requisite expertise to run a Railway line. The Committee are not persuaded to believe that the State Government can manage a concern, which is primarily the responsibility of the Central Government, better than the Central Government themselves.

* * * * *

1.67. The Committee have been informed that certain private parties have offered to run the old Railway line and that the Government are willing to consider their proposals on certain conditions. The Committee wonder why should the private parties be interested in running this Railway line unless they consider it profitable. The Committee believe that with the vast resources and expertise available at the disposal of the Government, as compared to the limited resources of private parties, a more rational management should make it possible to achieve certain overall economies and make the Railway line profitable proposition.

The Committee, therefore, recommend that the Government should take over and run the S. S. Light Railway themselves, Such a step would also be in keeping with the general national policy of nationalising the rail and road transport.

1.68. The Committee note that under the Agreement with the S.S. Light Railway Company, the Central Government (Ministry of Railways) had an option, recurring at regular intervals, to purchase the S. S. Light Railway. However, at the time of the last option that fell due last in 1969, the Government did not find it a financially justifiable proposition and, therefore, decided not to purchase the S.S. Light Railways. The narrow gauge line of the S. S. Light Railway, therefore continued to be private property, in which the Government had no interest. The Committee further note originally the Ministry of Railways had sanctioned reconnaissance Engineering and Traffic Surveys to explore the possibility of converting the S.S. Light Railway into a broad gauge line. Subsequently, however, it was decided that, since the Ministry of Railways had not exercised the option to purchase the Railway line,

the feasibility of having a broad gauge line connecting 'Delhi-Shahdara with Saharanpur on a separate alignment might be examined. After investigating several alternatives, the Ministry of Railways selected an alignment taking off from Ghaziabad, running parallel to Ghaziabad-Meerut line upto Guldhar station and then turning towards the West and joining the narrow gauge alignment behind Gotra station. The cost of the Project has been estimated at Rs. 12.02 crores.

The Committee further note that the proposed broad gauge line will roughly yield a return of less than 1 per cent as against a standard rate of 10 per cent which is the prescribed minimum yield to justify investment. The Project is thus stated to be highly unremunerative.

The Committee also note that if instead of construction of a new broad gauge line, conversion of the existing narrow gauge line into a broad gauge one is undertaken, the cost will be slightly less and is estimated at Rs. 10.99 crores. But the Engineering Survey for conversion would have involved excavation of the foundations of the bridges and other structures on the narrow gauge alignment and would have been comparatively more difficult. Besides, the conversion of the existing narrow gauge line would have had to be done 'under traffic' and would have thus taken a longer period. However, taking into consideration the estimated cost of conversion and other relevant factors like expected growth of passenger and passenger and goods traffic, it was found that the conversion would also be heavily unremunerative.

The Committee, however, feel that the growth of such an agriculturally rich area would be badly hampered in the absence of adequate Railway facilities. The Committee recommend that in the existing circumstances, the best course would be for the Ministry of Railways to revive the existing narrow gauge Railway line of S.S. Light Railway and simultaneously to re-examine the entire question of constructing a broad gauge Railway line in its place.

1.69. The Committee are concerned to find that the private Railways which are run by the private Companies, can be closed down by the Companies at their will, as they are registered under the Indian Companies' Act and can go into liquidation, in which event the business of the Companies can be discontinued resulting in closure of the Railways. As there are still a number of privately owned Railway lines in the country, serving the needs of a large travelling public, the Committee would like that the existing contracts with the private Companies should be reviewed in the light of the experience gained so far so that these Companies do not close down at will like the S. S. Light Railway. The Committee also

suggest that a study of the existing rules may be undertaken to see whether they need any modification for exercising greater control on the working of such Railways. In this connection, the Committee cannot over-emphasise the need for vigilance and would suggest that a constant review of the working of privately owned Railways may be undertaken so as to ensure that these Railway lines are kept in operation, giving the expected standard of service, and the travelling public are not suddenly faced with a *fait accompli* by closure of the Railway line. Whenever, there is a fear of such Railway lines closing down on the question of their economic viability, adequate alternative arrangements should be made well in advance without causing much inconvenience to the Rail users of the area.

2.2. The Ministry of Railways (Railway Board), who were requested to implement the above recommendations of the Committee and to intimate to the Committee the action taken by them, have in their action taken replies, stated as follows:—

“The re-opening of Shahdara-Saharanpur Light Railway was discussed in the Lok Sabha on 28-8-1972, as a matter of urgent public importances. In the course of discussion, Shri Mohd. Shafi Qureshi, Dy. Minister for Railways, stated that the Ministry of Railways fully realised the difficulties faced by the inhabitants of the area consequent on the closure of the railway line. He further stated that the Ministry of Railways were not guided solely by the financial considerations, but also attached significant importance to the amenities and comforts to be provided to the public. Shri Mohd. Shafi Qureshi then stated that Government had accepted in principle to run this line. He explained that it would take some time to decide the question as to when and how this line should be run. The decision would be taken by the Ministry of Railways jointly with the U.P. Government. He stated that a Joint Corporation with the U.P. Government could be set up to reopen the Railway. He also emphasised the need for curbing the unhealthy competition between road and rail.

With a view to explore the best possible manner for fulfilling this commitment, a meeting between the Minister for Railways and the Chief Minister, U.P. has already taken place on 5-10-72. Further rounds of discussions with the State Government are likely to be held in the near future and in the light of these discussions a decision would be taken on how best to run the Railway and whether the Railway should be revived in its former gauge, or in a larger gauge.

The Committee has observed that the contracts with the existing Railway Companies should be reviewed to see that the Companies

do not close down at will. The legal position in this case is that as the Companies are registered under the Indian Companies Act, they can go into liquidation in accordance with the provisions of that Act, and a review of the contracts with them would not be of help. The remedy, however, exists in the Railway Companies (Emergency Provisions) Act 1951. Under this Act, the management of the Railway Companies can be taken over when the Central Government are of the opinion that a situation has arisen in the affairs of the Railway Companies, which—

- (a) has prejudicially affected the convenience of persons using the Railway administered by the railway company, or
- (b) has caused serious dislocation in any trade or industry using the railway, or
- (c) has caused serious unemployment amongst a section of the community:

or when, in the opinion of the Central Government, it is necessary in the national interest.

Regarding the suggestion that a study of the existing Rules may be undertaken to see whether they need any modification for exercising greater control on the working of the Railway, it may be mentioned that out of the three private owned Railways run by the Companies themselves, only one Railway, viz., Futwah-Islampur Light Railway, is operating under an Agreement with the Government of India. This Agreement already provides for the Company's working, maintaining and renewing the Railway to the satisfaction of the Government of India, their liability to provide funds to meet the cost of reasonable alterations, improvements etc., to any part of the Railway for the safety and convenience to passengers, for meeting the development of traffic etc. The amount to be spent each year by the Company on working, maintaining and renewing the Railway as also subject to the approval of the Government of India.

The other two Railways, namely Arrah-Sasaram and Dehri-Rohtas Light Railways, are operating under contracts with the District Board of Shahbad. The Central Government have no financial interest in these Railways, nor do they have any contractual obligations. The construction of both these Railways was sanctioned by the then Government of Bengal under the Bengal Tramways Act III of 1883. The terms and conditions under which the Tramways were to be constructed and worked were specified in the sanctioning orders. It would be appreciated that the Ministry

of Railways have no *locus standi* to review these terms and conditions or agreements which the Companies have with the District Board.

It is, however, mentioned that annual inspections of track, bridges, formation, rolling stock, etc., of Company-managed Railways are carried out by the Commissioners of Railway Safety. The reports of the Commissioners are sent to the concerned Companies for taking necessary action.

As and when a threat of closure of any of the existing Light Railways is received, the matter will be examined in all its aspects, in consultation with the concerned State Government.

2.3. Subsequently, on the 14th November, 1972, the Minister of Railways (Shri T. A. Pai), in response to Unstarred Question No. 393, stated in Lok Sabha that "the question whether Shahdara-Saharanpur Light Railway should be reviewed in its former gauge or in a wider gauge, namely, metre-gauge, or broad-gauge is being examined. Nothing precise can, therefore, be said at this stage about the estimated cost and the time by which the railway facilities will be provided in the area".

2.4. In response to another Unstarred Question No. 392 answered on the same date, the Minister of Railways also stated that "a proposal to set up a Corporation in equal partnership with the State Government of Uttar Pradesh is under consideration".

2.5. On the 6th March, 1973, the Deputy Minister in the Ministry of Railways (Shri Mohd. Shafi Qureshi), in response to Unstarred Question No. 2109, stated in Lok Sabha that "the feasibility and financial implications of laying a new narrow gauge line or a metre gauge line or a broad gauge line are being examined. On completion of this examination and in the light of further discussions with the Government of Uttar Pradesh, a decision would be taken whether to revive the Railway in its former gauge or in a wider gauge".

2.6. The Committee note that the Government have accepted the recommendation of the Committee to revive the Shahdara-Saharanpur Light Railway and the question whether to start the Railway line in its former narrow-gauge or in a wider gauge is being examined in consultation with the Government of Uttar Pradesh.

III

ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS OF THE COMMITTEE ON PETITIONS (FIFTH LOK SABHA) CONTAINED IN THEIR SEVENTH REPORT, ON THE REPRESENTATIONS FOR RE-INTRODUCTION OF THE SYSTEM OF BANDEROLLING OF MATCH BOXES.

3.1. In their Seventh Report, presented to Lok Sabha on the 21st December, 1972, the Committee had made the following recommendations on the abovementioned representations:

“5.3. The Committee have noted that the Government have appointed the Central Excise (Self-Removal Procedure) Review Committee to go into, *inter alia*, the question of banderolling of matches, who would be taking evidence of individuals, Trade Associations and Chambers of Commerce and that the petitioners would also have an opportunity to present their views and suggestions before that Committee.

5.4. The Committee desire that the Government might inform the Committee in due course of the final decision taken in the matter.”

3.2. The Ministry of Finance (Department of Revenue and Insurance), with whom the implementation of the above recommendations of the Committee was pursued, in their action taken replies, have stated as follows:

“The Central Excise Self-Removal Procedure (Review) Committee submitted a special report on match industry. The Government after careful consideration of the recommendations of the Committee have taken the decision to re-introduce the system of banderolling of match boxes. Pending arrangement for printing and supply of the Match Excise banderols, the self-removal procedure has been withdrawn from the match factories and these have been placed under modified form of physical control by the Central Excise staff with effect from 1st October, 1972. A copy of the Press Note issued in this regard is enclosed (See Appendix IV)”.

3.3. The Committee are glad to note that in pursuance of their Report, the Government have taken a decision to re-introduce the system of banderolling of match boxes, as prayed by the petitioners and, pending the re-introduction of banderols, physical control, in modified form over match factories, has been re-introduced with effect from the 1st October, 1972.

IV

ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATION CONTAINED IN THE SEVENTH REPORT OF THE COMMITTEE ON PETITIONS (FIFTH LOK SABHA) ON THE REPRESENTATION FROM SHRI SHIVA NAND, RAMESH NAGAR, NEW DELHI, RE. INVESTIGATION IN THE MURDER CASE OF SHRI SADA NAND, RAMESH NAGAR, NEW DELHI.

4.1. In their Seventh Report, presented to Lok Sabha on the 21st December, 1972, the Committee, after considering the representation from Shri Shiva Nand, Ramesh Nagar, New Delhi, regarding investigation by the police in the murder case of Shri Sada Nand, Ramesh Nagar, New Delhi and the comments of the Ministry of Home Affairs thereon, had recommended as follows:—

“The Committee, while taking note of the above position stated by the Ministry of Home Affairs, are greatly concerned on the failure of the Police authorities to trace the culprits of a heinous crime like murder in the capital of the country. The Committee desire that the Ministry of Home Affairs may entrust the investigation of the case of murder of Shri Sada Nand to the Central Bureau of Investigation.”

[Para 2.4, page 9, Seventh Report]

4.2. The Ministry of Home Affairs with whom the above recommendation of the Committee was pursued, have intimated that the case of murder of Shri Sada Nand, Ramesh Nagar, New Delhi, FIR No. 92, dated the 2nd March, 1970, u/s 302 IPC, Police Station, Tilak Nagar, New Delhi, has been entrusted to the Central Bureau of Investigation for investigation, as recommended by the Committee on Petitions.

4.3. The Committee note that in pursuance of their recommendation, the Ministry of Home Affairs have entrusted the investigation of the murder case of Shri Sada Nand, Ramesh Nagar, New Delhi, to the Central Bureau of Investigation. The Committee hope that the investigation will be completed expeditiously by C.B.I. and the culprits traced.

ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS OF THE COMMITTEE ON PETITIONS (FOURTH LOK SABHA), CONTAINED IN THEIR SEVENTH REPORT ON THE REPRESENTATION FROM SHRI SHIVRAM, MEMBER, HOME MINISTER'S ADVISORY COMMITTEE AND OTHERS, PORT BLAIR, ANDAMAN, RE. WITHDRAWAL OF ANDAMAN SPECIAL PAY.

5.1. In their Seventh Report (Fourth Lok Sabha), presented to Lok Sabha on the 30th April, 1970, the Committee, after considering the above representation and the factual comments of the Ministry of Home Affairs thereon, had recommended as follows:—

Para 5.6

“The Committee appreciate the difficulties experienced by Government in securing the services of qualified technical and other personnel required for the developmental activities in the Andaman and Nicobar Islands and note that grant of Special Allowance is intended as an attraction or incentive for securing such personnel from the mainland. The Committee are, however, of the opinion that the conditions of service and pay and allowances for all employees doing the same type of work should generally be the same.”

Para 5.7

“The Committee note that Government have protected the emoluments of the local recruits who had been earlier drawing the ‘Andaman Special Pay’. The Committee are, however, of the opinion that when a Government employee is promoted, his existing pay and allowances should be suitably protected. The Committee, therefore, desire that Government may examine the feasibility of continuing the Special Pay and Allowances to the Government employees in the Andaman and Nicobar Islands even after their promotion without any portion thereof being absorbed in future increments.”

5.2. The Ministry of Home Affairs, with whom the above recommendations of the Committee were pursued for implementation, have stated as follows:—

Para 5.6

"The suggestion for the grant of special allowance to all employees of the Andaman and Nicobar Administration, irrespective of the places of their recruitment/permanent residence, has been referred to the Third Pay Commission for advice."

Para 5.7

"In view of the complications involved, this recommendation requires details examination. It is being examined."

5.3. The Committee note the present position about the implementation of their recommendations in the matter and desire that the Ministry of Home Affairs may inform the Committee of the final decision of the Government in the matter as soon as possible after the Report of the Third Pay Commission is available.

ANANT PRASAD SHARMA,

NEW DELHI:

The 28th March, 1973.

Chairman,

Committee on Petitions,

APPENDIX I

(See Para 1.3 of the Report)

List of Public Schools and 'other specified Schools' to which the new scheme, under which 25 per cent of the fresh admissions would be reserved for scholarship holders who would be selected by Government on the basis of merit, would apply

1. The Principal, Air Force Central School, Delhi Cantt. 10.
2. The Principal, Banasthali Vidyapith Banasthali, Rajasthan.
3. The Principal, Bhonsale Military School, Ramabhoomi, Nasik.
4. The Principal, Besant Theosophical High School, Adyar, Madras.
5. The Principal, Birla Balika Vidyapith, Pilani, Rajasthan.
6. The Principal, Birla Public School (Vidya Niketan), Pilani, Rajasthan.
7. The Principal, Birla Vidya Mandir, Nainital.
8. The Principal, Bishop Cotton School, Simla.
9. The Principal, Boys Town, Trimbak Road, Nasik.
10. The Principal, Madras Christian College School, Chetpat, Madras.
11. The Principal, Colvin Taluqdar's College, Lucknow.
12. The Principal, Daly College, Indore.
13. The Principal, Delhi Public School, New Delhi.
14. The Principal, Doon School, Dehra Dun.
15. The Principal, St. Edmund's College, School Department, Shillong.
16. The Principal, Gokhale Memorial Girls School, 1|1 Harish Mookherjee Road, Calcutta-20.
17. The Principal, Hansraj Morarji Public School, Anderi, Bombay-58.
18. The Principal, Hyderabad Public School, Hyderabad.
19. The Principal, St. John's Diocesan School, 17, Sarat Bose Road, Calcutta.
20. The Principal, Lawrence School, Lovedale, South India.

21. The Principal, Lowrence School, Sanwar, Simla Hills.
22. The Principal, Lorete Convent, Shillong, Assam.
23. The Principal, Loyala English School, Trivandrum-17.
24. The Principal, M.G.D. Girls Public School, Jaipur, Rajasthan.
25. The Principal, Mayo College, Ajmer, Rajasthan.
26. The Principal, Modern School, New Delhi.
27. The Principal, Mother's International School, Sri Aurbindo Ashram New Delhi-16.
28. The Principal, National Model School, Aga Khan Palace, Poona-6.
29. The Principal, Netarhat Vidyalaya, Netarhat, via Ranchi Bihar.
30. The Principal, Nicholson Syrian Girls High School, Tiruvalla, Kerala.
31. The Principal, Patha Bhavan, Santiniketan, W.B.
32. The Principal, Pravara Public School, Pravaranagar, Distt. Ahmednagar.
33. The Principal, Punjab Public School, Nabha.
34. The Principal, Rajghat Besant School, Rajghat Fort, Varanasi.
35. The Principal, Rajkumar College, Raipur, M.P.
36. The Principal, Ramakrishna Mission Boys Home P.O. Rahara, 24, Parganas, W.B.
37. The Principal, Ramakrishna Mission Vidyalaya, Deoghar, Bihar.
38. The Principal, Ramakrishna Mission Vidyapith P.O. Narendrapur, W.B.
39. The Principal, Ramakrishna Mission Vidyapith Purulia, W.B.
40. The Principal, Rajkumar College, Rajkot, Gujarat.
41. The Principal, Ramakrishna Vidyashala, Yadavagiri, Mysore.
42. The Principal, Ravenshaw Collegiate School, Cuttack.
43. The Principal Ravenshwa School for Girls, Cuttack.
44. The Principal, Rishi Valley School, P. O. Rishi Valley, Chittor Distt. A.P.
45. The Principal, Sadul Public School, Bikaner.

46. The Principal, Sainik School, Amaravathinagar, Chimbatores Distt.
47. The Principal, Sainik School, Bhubaneswar.
48. The Principal, Sainik School, Chittoorgarh.
49. The Principal, Sainik School, P.O. Hadiana Balachadi (Jamnagar).
50. The Principal, Sainik School, Kapurthala, Punjab.
51. The Principal, Sainik School, Kunjpura Karnal.
52. The Principal, Sainik School, Sarojini Nagar, Lucknow.
53. The Principal, Sainik School, Rewa M.P.
54. The Principal, Sainik School, Satara, Maharashtra.
55. The Principal, Sainik School, Tilaiya Dam Bihar.
56. The Principal, Sanjoowan Vidyalaya, Panchgani, Maharashtra.
57. The Principal, Scindia School, Gawalior.
58. The Principal, Shri Shivaji Proparatory Military School, Poona.
59. The Principal, Shreyas Foundation, Ahmedabad.
60. The Principal, Vidya Bhawan, Udaipur.
61. The Principal, Vikas Vidyalaya, Ranchi.
62. The Principal, Vivekananda Vidyalaya, Digboi, Assam.
63. The Principal, Yadavindra Public School, Patiala.
64. The Principal, Sainik School, Purulia, W.B.

APPENDIX II

(See para 1.5 of the Report)

Note furnished by the Ministry of Education and Social Welfare (Department of Education) indicating the efforts being made within the limited resources available to raise standards of higher education in the Country

There has been a significant and extraordinary upsurge in the field of higher education in India during the last decade. The rapid pace of growth and expansion was the result of a variety of factors including the increasing recognition of the important role of education in the national economy and the growing aspirations of various sections of society for the prestige and advantages accruing from higher education.

Basic Facts and Figures:

2. The number of universities (including institutions deemed to be universities under Section 3 of the U.G.C. Act) rose from 47 in 1960 of 95 in 1971. The number of colleges as 15542 in 1960-61 and 38993 in 1972-73. The total student enrolment increased from 1.03 million in 1960-61 to about 3.25 million in 1971-72. The average rate of increase in student enrolment during 1971-72 was approximately 8.3 per cent. At the post-graduate level, the student enrolment rose from 59,000 in 1960-61 to 1,78,821 in 1971-72. Enrolment for research increased from 5,100 in 1960-61 to about 14,000 in 1971-72. The total strength of the teaching staff in the universities and colleges increased from 55,500 in 1960-61 to 1,37,000 in 1971-72. Further statistical data regarding the progress made in the field of higher education is given in the following tables enclosed herewith (Annexures I to VI):

1. Distribution of colleges according to courses of study (Annexure I);
2. Growth of student enrolment (Annexure II);
3. Faculty-wise distribution of enrolment (Annexure III);
4. Stage-wise distribution of enrolment (Annexure IV);
5. Distribution of the teaching staff in the universities according to designations (Annexure V); and
6. Distribution of the teaching staff in affiliated colleges according to designation (Annexure VI).

3. The facts and figures given above show the extraordinary tempo of growth and expression at various levels in the field of higher education. This is likely to continue and may even be stepped up in the coming years.

4. In spite of some dearth of competent personnel in certain specialised fields, it could be safely stated that the diversified needs of the developing economy of the country for various types of experts and specialists are being met, by and large, by the universities and other institutions of higher studies and research. Though there are difficulties and handicaps, higher education is fast becoming an effective instrument in the social and economic transformation of the economy.

5. The spectacular increase in the volume and diversity of educational effort at various levels has been accompanied by a large expansion of the existing facilities, and a planned effort to maintain and improve the quality and standards of higher education. There is a growing emphasis on consolidation and planned growth, development of centres of research and post-graduate studies, strengthening of science education, particularly, the newly emerging inter-disciplinary fields, and the provision of requisite amenities for the student community.

6. The Universities have undertaken expansion and diversification of courses, extension and development of facilities for research and advanced studies, and the provision of additional staff, building accommodation, library and laboratory facilities, books and equipment. Centres of post-graduate studies are being developed under the auspices of the universities at suitable locations.

Centres of post-graduate Studies

7. The development of centres of post-graduate studies at suitable places, under the auspices of the universities concerned, in collaboration with the colleges located in the neighbourhood, has obvious advantages as regards the maintenance of proper standards. The Commission is of the view that such centres should generally be established at places which have a cluster of good colleges. Universities which have well-established departments of post-graduate studies would be in a position to provide adequate assistance and guidance for the development of such centres in specific fields or disciplines. It may also be possible to pool the facilities and resources available in the existing institutions of the locality for promoting programmes of teaching and research undertaken at these centres.

Development of Colleges

8. The need for improving the quality and standards of education in the colleges is obvious and pressing. The Colleges represent an important sector of higher education in the country. The Commission has been of the view that the quality of higher education in India would largely depend on the standards maintained by the colleges. Greater emphasis is now being given to the development of colleges where an overwhelming majority of students are provided facilities for higher education. During the Fourth Plan period, the Commission has substantially increased its financial assistance to colleges for various programmes, Basic grants on a cent per cent basis are also being provided for improving library and laboratory facilities. The colleges are also being assisted to develop facilities for post-graduate studies. A new programme for a qualitative improvement of teaching in the physical, biological and mathematical sciences in predominantly undergraduate colleges has been undertaken at two levels as under:—

- (a) Assistance to selected colleges, *inter alia* for (i) better methods of instruction; (ii) facilities for student participation in discussions, seminars and project work; (iii) refresher courses for teachers; (iv) laboratory equipment and demonstration apparatus etc.; (v) workshop facilities; and (vi) for encouraging average science students to develop their powers of reasoning and spirit of enquiry, as well as for providing special training programmes for gifted science students.
- (b) Assistance to selected university departments for undertaking responsibility for the improvement of teaching in specified subjects in the colleges affiliated to that university. This, *inter alia* includes (i) an assessment of the existing syllabi, methods of instruction and evaluation, and physical facilities available; (ii) development of improved courses of study and curriculum material; (iii) organisation of orientation courses for college teachers intended to improve their professional competence and to initiate new methods of teaching; (iv) development of workshop facilities; teaching aids etc.; (v) inviting selected teachers to spend an academic year with the university department and encouraging teachers to undertake research; and (vi) establishing fruitful channels of communication between the university and college departments concerned.

9. In the first phase, the programme will extend over three years i.e., 1970—73. It will include about 15 projects in science subjects to be undertaken by the universities, and special assistance to about 100 colleges, selected on the basis of well-defined criteria.

Student Service and Welfare

10. Programmes of students services and welfare are treated as an integral part of educational development. Some of the important programme for the benefit of the student community are:

- (a) Provision of scholarships and fellowships;
- (b) Construction of student hostels;
- (c) Provision of student homes or non-resident student centres;
- (d) Provision of health centres;
- (e) Establishment of student-aid-fund for financial assistance to needy students;
- (f) Student services programme for improving facilities in the existing hostels, common rooms and canteens;
- (g) Provision of visiting studentships;
- (h) Development of facilities for games, sports and physical education;
- (i) Establishment of employment information and guidance bureau for students.

11. In addition to the above programmes, the Commission has also initiated the following programmes during 1971-72 for the welfare of students. ..

(1) Study Centres

12. These Centres have to be located in areas having a large population of students and are intended to provide essential library facilities including multiple copies of text-books. The Commission would provide the following assistance to each student centres:

Non-recurring

Books	Rs. 20,000
Stacks furniture	Rs. 10,000

Recurring

Assistant Librarian and
other staff.

Rs. 10,000 per annum

Contingencies (including
electricity charges)

Rs. 3,000 per annum.

The universities are expected to provide rent-free accommodation for these centres.

13. Financial assistance is proposed to be provided to 55 universities for the establishment of 111 study centres in various parts of the country. So far 81 centres have been established and grants amounting to Rs. 29.35 lakhs have been released upto the end of the year.

(2) Book Banks

14. Book Banks will serve the purpose of making available to deserving students books on loan for the period of their study. The Commission would provide financial assistance to colleges for the development of libraries. A special section (a kind of book bank) is to be set up in the college library and 75 per cent of the allocation ranging from Rs. 15,000 to Rs. 30,000 would be borne by the Commission depending upon the student enrolment. Grants amounting to Rs. 1.13 crores were paid to about 1000 colleges upto the end of the year.

(3) Sports and Physical Education

15. The Commission has decided to provide assistance to 21 universities and 84 colleges for the construction of gymnasia. Assistance is also being given to the universities and selected colleges for the development of play-fields and for the purchase of accessories for games and sports. The Commission meets 75 per cent of the total expenditure of Rs. 15,000 for this purpose in the case of a university and Rs. 10,000 in the case of a college.

Centres of Advanced Study

16. A major programme undertaken for encouraging the pursuit of excellence in specific fields and raising the level and quality of academic achievement at the post-graduate and research stage is the development of centres of advanced study in the universities. The Education Commission (1964-66) observed:

What is needed most to bring about a radical improvement in the present situation is a vigorously *selective approach*,

a concentration of efforts to build centres or peaks of excellence to serve as pace-setters and 'breeders' of more centres of excellence. When resources are scarce and problems formidable, the principle of concentration and selectivity becomes all the more imperative."

17. Special assistance is being provided to a number of university departments, carefully selected on the basis of their facilities and achievements and their potentialities for further development, to function as centres of advanced study in specialised fields. A list of the centres of advanced study and their areas of specialisation is attached (Annexure VII).

18. Provision has been made at the existing centres of advanced study for research scholarships, fellowships and national scholarships which have enabled them to attract talented students and teachers from various parts of the country. Visiting fellowships have also been made available to the centres to enable them to invite scientists and scholars from within and outside the country. Funds have also been provided for seminars and symposia and for publication of dissertations and research papers. An additional academic staff of 51 professors, 83 readers, 76 research associates, 100 senior and 153 junior research fellows, has been approved for the centres to enable them to strengthen their teaching and research programmes.

19. During 1971-72, about 1000 scholars were engaged in research at the different centres of advanced study. More than 600 research publications have been produced by the academic staff associated with the centres. A number of seminars and symposia in specified fields were organised during the year.

Special Assistance to Selected Universities Departments

20. With a view to upgrading the quality of advanced work (teaching and research in the universities and colleges) and for encouraging special areas of studies and multi-disciplinary courses, the Commission has initiated a separate programme of special assistance to selected departments in the Universities. The Commission has agreed to assist 26 university departments for this purpose. The assistance would be spread over a period of five years.

Summer Institutes Seminars etc.

21. A major programme relating to summer institutes, seminars and refresher courses has been undertaken to expose teachers to

new concepts, perspectives and techniques in various disciplines, with a view to improving their professional competence and effectiveness in the educational process. In the context of the so-called 'explosion of knowledge', a competent teacher has to be a continuing student.

22. The programme of summer institutes and orientation courses is designed to pave the way for a change in the stereotyped courses and instructional techniques. It is made sustained progress and grown in dimensions over the years. It has been generally helpful in paving the way for an improvement in teaching and research. They have provided opportunities to teachers for acquainting themselves with new developments in their fields of work, modern curricula and techniques of instruction. The summer institutes, seminars, refresher courses etc., organised with the Commission's assistance are complementary to the steps taken to improve the curricula, and the efficiency of the educational process, through the provision of the requisite physical and academic facilities.

23. The assessment of the summer institutes is carried out every year through evaluation conferences which are attended by the directors of the summer institutes and other experts. The reports submitted by the directors are discussed and steps taken, wherever necessary, to improve the effectiveness of the programme. An appreciable number of teachers are already utilising their summer institutes experience and training, and a number of universities have introduced new syllabi or modified the existing courses. The response to the summer institutes programme has, on the whole, been very enthusiastic and gratifying and new concepts, approaches and techniques are being gradually initiated in a number of institutions. The Education Commission, (1964-66) described the programme of summer institutes as "a major instrument in the country's effort towards improvement of science education in schools and colleges."

Work Experience

24. The University Grants Commission has under consideration the question of introducing production-cum-work experience as part of education. It is proposed to relate this to some extent with the U.G.C. scheme of assistance to selected colleges for improvement of science education. The Commission has also appointed a Committee to formulate guidelines for assistance to Universities|Colleges for projects designed to link education with production experience in colleges.

Modernisation of Syllabi

25. In view of the rapid advances in various fields of knowledge, there is a pressing need for a critical review of the existing Syllabi and courses of instruction from time to time. Expert Committees were appointed in a number of subjects in the physical and biological sciences and the humanities and social sciences, to review and assess the existing facilities, syllabi and standards of teaching and research and to make suggestions for their further improvement. The recommendations made by the review committees have been generally helpful to the universities in planning or reorganising their academic courses. There is now a growing appreciation of the value and importance of inter-disciplinary studies in the field of life sciences. Steps have been taken to encourage an integrated study of the life sciences in the postgraduate departments of biological sciences in a few universities.

26. Alongside, changes in curricula, the restructuring of courses and emphasis on improved methods of instruction, there have been corresponding changes in the system of examination. A number of universities have modified or re-structured their courses and introduced the semester or trimester system in one form or another. Some universities have adopted the system of sessional assignments and devised methods of continuing assessment. It is expected that the experiments in the re-structuring of courses and the evaluation of student performance, now being tried out in many universities, will bring about radical change in the educational system, including methods of teaching and learning.

27. The programmes mentioned above have made considerable headway and are expected to grow in dimensions in the future.

International Collaboration

28. Under programmes of international collaboration the universities in India have obtained valuable assistance from UNESCO, the U.K., USSR and some other countries. Such collaboration has enabled the universities to develop their programmes of specialised teaching and research in important fields. This has been particularly useful in developing centres of advanced studies and running the programme of summer schools and institutes. There would be pressing need for assistance in the coming years from the UNESCO and other countries in the form of service of experts and consultants, training facilities for Indian scholars and technicians, sophisticated equipment which at present cannot be fabricated within the country, and necessary literature. Such assistance would be specially required for the development of specialised fields in science and technology.

29. Under the programmes of cultural exchange concluded by the Government of India with the governments of foreign countries the Commission organises exchange of visits by educationists, teachers and scholars between India and the countries concerned.

30. As recommended by the Education Commission (1964—66) there has to be an increasing emphasis on efforts to forge stronger links between education and national development, between science and technology and productivity, to develop quality or pace-setting institutions at all stages and in all sectors, and to promote collaboration between institutions of higher learning and various sectors of national life and economy. The programmes of educational reconstruction envisage:

- internal transformation of the educational system so as to relate it to the life, needs and aspirations of the nation;
- qualitative improvements of education so that the standards achieved are adequate, keep continually rising and at least in a few sectors, become internationally comparable; and
- expansion of educational facilities broadly on the basis of manpower needs and with an accent on equalisation of educational opportunities.

Sustained and vigorous efforts to achieve these objectives have to be undertaken. The real difficulty in maintaining and coordinating standards of higher education is paucity of funds. For the attainment of international standards it is necessary to provide adequate facilities in terms of personnel, equipment and other amenities which may be comparable with the conditions prevailing in some of the advanced countries. In view of the magnitude and importance of these problems, considerably larger funds than those presently available have to be found. A statement of expenditure (Plan & Non-Plan) incurred by the Commission during the last 3 years is enclosed (Annexure VIII). The rapidly changing and dynamic situation in the field of higher education in India calls for a commensurate investment of effort and resources. The Education Commission (1964—66) observed:—

“The absolute amount per capita spent by us on education is about one-hundredth of that spent by a highly industrialised country like U.S.A., Japan and the U.S.S.R. are spending considerably more than 6 per cent of the G.N.P. on education, about twice as much as India.”

ANNEXURE I TO APPENDIX II

(See para 2 of Appendix II)

TABLE I

Distribution of Colleges according to Courses of Study

(1969-70, 1970-71 and 1971-72)

Number of Colleges

Courses of Study	1969-70	1970-71	1971-72
Arts, Science and Commerce	2,361	2,507	2,795
Engineering & Technology	106	107	108
Medicine, Pharmacy, Ayurveda, Nursing and Dentistry	167	176	186
Law	85	91	95
Agriculture	54	57	57
Veterinary Science	23	23	23
Education	235	258	269
Oriental Learning	188	226	272
Others (Physical Education, Music Fine Arts).	78	79	88
Total:	3,297	3,604	3,893

ANNEXURE II TO APPENDIX II

(See para 2 of Appendix II)

TABLE II

Growth of Student Enrolment : 1959-60 to 1971-72

Year	Total Enrolment	Increase over the pre- ceding Year	Percentage Increase
1959-60 . . .	9,97,137	68,515	7.5
1960-61 . . .	10,34,934	37,797	3.3
1961-62	11,55,380	1,20,446	11.6
1962-63 .	12,72,666	1,17,286	10.2
1963-64	13,84,697	1,12,031	8.8
1964-65	15,28,227	1,43,530	10.4
1965-66	17,28,773	2,00,546	13.1
1966-67	19,49,012	2,20,239	12.7
1967-68 .	22,18,972	2,69,960	13.9
1968-69 .	24,73,264	2,54,292	11.5
1969-70 .	27,92,630	3,19,366	12.9
1970-71 .	30,01,292	2,08,662	7.5
1971-72 (Estimated)	32,51,292	2,50,000	8.3

*Including enrolment in intermediate classes under the Board of High School Education in intermediate Education, Uttar Pradesh.

ANNEXURE III TO APPENDIX II

(See para 2 of Appendix II)

TABLE III

Student Enrolment : Facultivise 1969-70 to 1971-72

Faculty	1969-70		1970-71		1971-72	
	Enrolment*	% of Total	Enrolment*	% of Total	Enrolment*	% of Total
Arts (including Oriental learning)	12,18,022	43.6	13,29,626	44.3	14,50,076	44.6
Science .	9,14,739	32.8	9,48,009	31.6	10,17,634	31.4
Commerce .	2,96,325	10.6	3,44,108	11.5	3,90,155	12.0
Education .	51,854	1.8	56,922	1.9	61,775	1.9
Engineering & Technology .	97,889	3.5	90,054	3.0	87,785	2.7
Medicine	95,017	3.4	97,601	3.2	1,00,790	3.1
Agriculture .	43,415	1.6	43,352	1.4	42,267	1.3
Vot. Science .	6,131	0.2	6,222	0.2	6,503	0.2
Law .	56,240	2.0	70,618	2.4	78,031	2.4
Others .	12,998	0.5	14,800	0.5	16,256	0.5
Total	27,92,630	100.0	30,01,312	100.0	32,51,292	100.0

*Including enrolment in Intermediate classes under the Board of High School and Intermediate Education, U.P.

ANNEXURE IV TO APPENDIX II

(See para 2 of Appendix II)

TABLE -IV

*Student Enrolment * Stageswise*
(1969-70 to 1971-72)

Stage	1969-70		1970-71		1971-72	
	Enrolment	% of Total	Enrolment	% of Total	Enrolment	% of Total
Pre-University	5,62,947	20.2	5,60,809	18.7	5,59,222	17.2
Intermediate .	4,23,174	15.2	4,74,869	15.8	5,42,966	16.7
Pre-professional	13,809	0.5	11,974	0.4	13,005	0.4
Graduate .	16,03,898	57.4	17,46,090	58.2	19,11,760	58.8
Postgraduate .	1,46,804	5.3	1,61,182	5.4	1,78,821	5.5
Research .	12,474	0.4	13,311	0.4	14,111	0.4
Diploma/Certificate.	29,524	1.0	33,057	1.1	31,407	1.0
Total .	27,92,630	100.0	30,01,292	100.0	32,51,292	100.0

*Including enrolment in Intermediate classes of U.P. Board.

ANNEXURE V TO APPENDIX II

(See para 2 of Appendix II)

T A B L E V

*Strength and Distribution of Teaching Staff in University Departments/
University Colleges*

(1966-67 to 1971-72)

Year	Professors	Readers	Lecturers* Tutors/ Demonstrators	Total	
1966-67	1,401 (9.4)	2,320 (5.6)	10,264 (68.9)	915 (6.1)	14,900
1967-68	1,606 (9.2)	2,675 (14.8)	12,110 (69.3)	1,165 (6.7)	17,456
1968-69	1,872 (9.8)	2,834 (14.9)	12,991 (68.2)	1,361 (7.1)	19,058
1969-70	1,903 (9.6)	2,944 (14.9)	13,449 (68.1)	1,461 (7.4)	19,757
1970-71	2,139 (9.9)	3,324 (15.4)	14,389 (66.5)	1,767 (8.2)	21,619
1971-72	2,346 (10.2)	3,588 (15.6)	15,111 (65.7)	1,955 (8.5)	23,000

Note : Figures within brackets indicate the percentage of cadre of the total staff in that year.

*Including Assistant Professors and Assistant Lecturers.

ANNEXURE VI TO APPENDIX II

(See para 2 of Appendix II)

T A B L E VI

Distribution of Teaching Staff in Affiliated Colleges According to Designation

(1966-67 to 1971-72)

Year	Senior Teachers*	Lecturers**	Tutors/ Demonstrators	Total
1966-67	11,095 (14.2)	56,164 (71.6)	11,092 (14.2)	87,361
1967-68	11,655 (13.7)	61,861 (72.8)	11,482 (13.5)	84,998
1968-69	12,169 (13.2)	67,320 (73.3)	12,398 (13.5)	91,885
1969-70	12,838 (12.9)	73,360 (73.9)	13,097 (13.2)	99,295
1970-71	13,185 (12.3)	80,468 (75.0)	13,604 (12.7)	1,07,257
1971-72	13,701 (12.0)	86,544 (75.0)	13,929 (12.2)	1,14,174

NOTE: Figures within brackets indicate the percentage of the cadre to the total staff in that year.

*Including Principals.

**Including Assistant Lecturers.

ANNEXURE VII TO APPENDIX II

(See para 17 of Appendix II)

List of Centres of Advanced Study with areas of specialisation

S.No.	Subject	Area of Specialisation	Department
I. SCIENCE			
1.	Physics	Theoretical Physics and Astrophysics	Department of Physics & Astrophysics, Delhi University, Delhi.
2.		Radiophysics & Electronics	Institute of Radiophysics & Electronics, Calcutta University, Calcutta.
3.		Crystallography & Biophysics	Department of Physics, Madras University, Madras.
4.	Chemistry	Chemistry of Textile Fibres and Dyes	Department of Chemical Technology, Bombay University, Bombay.
5.		Chemistry of Natural Products	Department of Chemistry, Delhi University, Delhi.
6.	Botany	Plant Morphology and Embryology	Department of Botany, Delhi University, Delhi
7.		Plant Pathology and Mycology	Department of Botany, University of Madras, Madras.
8.	Zoology	Cell Biology and Endocrinology	Department of Zoology, Delhi University, Delhi.
9.		Marine Biology	Department of Marine Biology, Annamalai University, Annamalai Nagar.
10.	Geology	Himalayan Geology and Palaeontology	Department of Geology, Panjab University, Chandigarh.
11.		Structural Geology, Geomorphology, Petrology and Mineralogy.	Department of Geology and Applied Geology, University of Sagar, Sagar.
12.	Mathematics	Pure Mathematics	Department of Mathematics, Bombay University, Bombay (in collaboration with the Tata Institute of Fundamental Research, Bombay).
13.		Applied Mathematics	Department of Applied Mathematics, Calcutta University & Department of Mathematics, Jadavpur University, Calcutta.

S.No.	Subject	Area of Specialisation	Department
14.		Pure Mathematics	Department of Mathematics, Panjab University, Chandigarh.
15.		Pure Mathematics	Department of Mathematics, University of Madras and Ramanujan Institute of Mathematics, Madras.
16.	Astronomy	Experimental Astronomy	Department of Astronomy and Nizamia Observatory, Osmania University, Hyderabad.
17.	Bio-Chemistry	Proteins, Lipids, Vitamins	Department of Biochemistry, Indian Institute of Science, Bangalore.

II. HUMANITIES AND SOCIAL SCIENCES

18.	Economics	Public Finance and Industrial Economics	Department of Economics, Bombay University, Bombay.
19.		Economics of Development and Economic History	Department of Economics, Delhi University, Delhi.
20.		Agricultural Economics	Gokhala Institute of Politics and Economics, University of Poona, Poona.
21.	History	Ancient Indian History and Culture	Department of Ancient Indian History & Culture, Calcutta University, Calcutta.
22.	Philosophy	Philosophy (Indian)	Department of Philosophy, Banaras Hindu University, Varanasi.
23.		Advaita and Allied Systems of Philosophy	Department of Philosophy, Madras University, Madras.
24.		Metaphysics	Department of Philosophy, Visva-Bharati, Santiniketan.
25.	Sanskrit	Sanskrit Literature	Department of Sanskrit, University of Poona, Poona.
26.	Linguistics	Applied Linguistics	Deccan College Postgraduate and Research Institute, University of Poona, Poona.
27.		Dravidian Linguistics	Department of Linguistics, Annamalai University, Annamalaiagar.
28.	Education	Educational Research	Department of Education, M.S. University of Baroda, Baroda.
29.	History	Medieval Indian History	Department of History, Aligarh Muslim University, Aligarh.
30.	Sociology	Sociology	Department of Sociology, University of Delhi, Delhi.

ANNEXURE VIII TO APPENDIX II

(See para 30 of Appendix III)

Statement showing the grants paid by the U.G.C. during the financial years 1969-70 to 1971-72 under Non-plan and Plan

	1969-70	1970-71	1971-72
<hr/>			
I. <i>Non-plan</i>			
	Rs.	Rs.	Rs.
1. Administrative Charges .	31,53,288	38,85,280	38,04,454
2. Block grants to Central Universities . . .	6,31,25,000	6,79,47,706	7,20,80,000
3. Maintenance grants to constituent/affiliated colleges of Delhi University. . . .	2,43,00,000	2,32,06,490	2,39,57,053
4. Schemes not covered under block grants. . . .		32,16,000	38,08,751
	<hr/>	<hr/>	<hr/>
TOTAL	9,05,78,288	9,82,55,176	10,36,50,258
	<hr/>	<hr/>	<hr/>
II. <i>Plan</i>			
1. Grants to Universities for Humanities . . .	1,71,74,100	2,09,63,369	2,54,09,323
2. Grants to Universities for Science	3,60,56,319	3,45,42,046	4,04,10,013
3. Grants to Universities for Engineering & Technology	2,68,13,687	1,86,35,964	1,91,31,936
4. Grants to Constituent and affiliated Colleges .	3,54,92,877	7,40,35,497	9,00,00,446
5. Grants to Universities for miscellaneous schemes	3,69,37,781	4,32,75,422	6,46,53,277
	<hr/>	<hr/>	<hr/>

	1969-70	1970-71	1971-72
6. Miscellaneous expenditure incurred by the UGC on seminars, conferences, etc. . . .	4,52,949	5,73,475	9,22,372
TOTAL II .	15,29,33,713	19,20,25,773	4,05,27,367
GRAND TOTAL	24,35,12,001	29,02,81,249	34,41,77,625

APPENDIX III

(See para 1.6 of the Report)

Statement showing the number of Summer Institutes, Seminars etc. organised since 1969-70 and the expenditure incurred thereon

S. No.	Item	1969-70 No. of SI's	Expd.	1970-71 No. of SI's	Expd.	1971-72 No. of SI's	Expd.	1972-73 No. of SI's
1.	Summer Institutes for college teachers							
	(i) Science	54		56		56		53
	(ii) English	12		13		13		18
	(iii) Social Sciences	—				—3		—7
2.	Summer Institutes for Post-graduate Students	—3		—2		—2		—4
3.	Orientation Courses for New Junior College Teachers	12	37,61,759-84	12	20,18,227-14	—9	32,54,004-05	24
4.	Research Participation Programme	59				86		
5.	Summer Institutes for school teachers	60	23,72,954-89	60	15,37,123-37	65	7,34,799-41	—Transferred to N.C.E.R.T.
6.	Seminars/Summer Schools / Symposia etc.	121	5,51,939-60	164	8,82,752-67	147	8,00,985-27	45

APPENDIX IV

(See para 3.2 of the Report)

Press note issued by the Ministry of Finance (Department of Revenue & Insurance) regarding re-introduction of the system of banderolling of match boxes

PRESS NOTE

In response to representations received from the match industry in the non-mechanised sector for re-introduction of banderolling of match boxes, the Central Excise Self-Removal Procedure Review Committee set up in October, 1971 to examine the working of the Self-Removal Procedure for collection of excise duty, examined at length these representations. They submitted their report and made a number of recommendations. These recommendations have been carefully examined by the Government and they have now decided that—

- (i) banderolling of match boxes should be re-introduced from a suitable date; and
- (ii) pending the re-introduction of banderolls, the physical control, in modified form over match factories, should be re-introduced with effect from the 1st October, 1972. The main-features of the modified physical control are—
 - (a) requirements regarding presentation of an application for removal in Form AR-1 to be revived;
 - (b) all gate passes under which matches are cleared from the factory, should be countersigned by the departmental officers before actual delivery;
 - (c) clearances of matches from the factory should be restricted between 6 A.M. and 6 P.M., as was originally in vogue under Rule 224 of the Central Excise Rules prior to S.R.P.
 - (d) Location of duty-paid storage premises adjacent to the manufacturing premises should be disallowed; and
 - (e) Premises of match factories and accounts maintained by the factories should be inspected with adequate frequency which should be more than the frequency of once in six months currently in vogue under S.R.P.

Ministry of Finance (Deptt. of Revenue & Insurance).

New Delhi, dated the 19th/20th September, 1972.