

**ESTIMATES COMMITTEE
1961-62**

**HUNDRED AND FORTY-FOURTH REPORT
(SECOND LOK SABHA)**

MINISTRY OF EDUCATION

Action taken by Government on the recommendations contained in the Twenty-Fourth Report (Second Lok Sabha) of the Estimates Committee on the late Ministry of Education and Scientific Research.

1. Administration (Secretariat)
2. Grants-in-aid
3. Scholarships
4. Miscellaneous



**LOK SABHA SECRETARIAT
NEW DELHI**

October 1961.

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(1961-62)

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SECRETARIAT

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Shri K. Ranganadham—*Under Secretary.*

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Hundred and Forty-fourth Report on the action taken by Government on the recommendations contained in the Twenty-fourth Report (Second Lok Sabha) of the Estimates Committee on the late Ministry of Education and Scientific Research—Administration (Secretariat) Grants-in-aid etc.

2. The Twenty-fourth Report of the Estimates Committee was presented to the Lok Sabha on the 9th May, 1958. Government furnished their comments on the recommendations contained in the Report between the 13th January, 1959 and the 23rd February, 1960. These replies were examined by the Study Group 'E' of the Estimates Committee (1959-60) on the 25th April, 1960. Government were requested thereafter to furnish further information on points arising out of their replies to certain recommendations. The latter replies were examined by the Study Group 'E' of the Estimates Committee (1961-62) on 22nd August, 1961. The draft Report was adopted by the Committee on the 26th September, 1961.

3. The Report has been divided into the following four Chapters:—

- I. Report.
- II. Recommendations that have been accepted fully by Government.
- III. Replies of Government that have been accepted by the Committee.
- IV. Replies of Government that have not been finally accepted by the Committee.

4. An analysis of the action taken by Government on the recommendations contained in the Twenty-fourth Report (Second Lok Sabha) of the Estimates Committee is given in Appendix III. It would be observed therefrom that out of 55 recommendations made in the Report, 30 recommendations *i.e.* 54·6 per cent have been accepted fully by Government, while 13 recommendations *i.e.* 23·6 per cent have been accepted partly. Of the rest, replies of Government in respect of 10 recommendations *i.e.* 18·2 per cent have been accepted by the Committee, while those in respect of 2 recommendations *i.e.* 3·6 per cent have not been accepted by the Committee.

(H.C. DASAPPA)

*Chairman,
Estimates Committee.*

NEW DELHI—1

October 31, 1961

Kartik 9, 1883 (Saka).

CHAPTER I

REPORT

As the work of administration of scholarships was not entirely a Secretariat function, the Estimates Committee in paragraph 44 of their 24th Report (Second Lok Sabha) had suggested that a separate autonomous or semi-autonomous board consisting of prominent educationists should be set up for formulation and administration of various scholarship schemes. In reply, it has been stated that as far as the Ministry of Scientific Research and Cultural Affairs are concerned, the scholarships dealt with by them are not in such a large number so as to justify the constitution of a separate autonomous or semi-autonomous board. The Ministry of Education who were earlier not in favour of an autonomous or semi-autonomous body for administering scholarship schemes have, however, concluded differently. According to that Ministry, the present position in respect of handling of scholarships was not entirely satisfactory. They were, therefore, thinking in terms of some sort of autonomous body which would take over not only the work of scholarships in the Ministry of Education and Ministry of Scientific Research and Cultural Affairs but scholarships work in all other Ministries. The Ministry have, however, added that "this will necessarily take time to fructify as consultations and negotiations with several Ministries would be required".

2. While the Committee agree with the views of the Ministry of Education that consultations with the various Ministries concerned would be necessary on the matter of setting up an autonomous or semi-autonomous Board for the purpose of administering the scholarship schemes of various Ministries, they express the hope that an early decision will be taken thereon.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

Serial No. as in Appendix VI of the 24th Report	Reference to paragraph No. of the Report	Summary of Recommendations/Conclusions	Reply of the Government
1	2	3	4
2	2	<p>The Committee recommend that the work relating to Rural Higher Education Institutes and the National Council for Rural Higher Education, being done at present in the Secondary Education Division of the Ministry may be handled by the Division doing work of University Education keeping close coordination with the Basic and Social Education Division.</p>	<p>This has been implemented. (Ministry of Education O.M. No. F. 11-6/58-A3 dated 12th January 1959).</p>
4	4	<p>The Committee suggest that special efforts should be made to recruit the reserved number of seats earmarked for candidates belonging to Sch. Castes/Tribes and other backward communities.</p>	<p>The fullest implementation of the Committee's suggestion, which is certainly acceptable to the Ministry depends on the availability of qualified candidates belonging to these communities. Every effort is made that by the Ministry and the U.P.S.C. to recruit from these communities against the quotas earmarked for them.</p>

Only when U.P.S.C. fails to find such candidates that recruitment is made from other communities. The reserved posts are, however, carried forward for future recruitment. It may be mentioned here that it has not always been possible to find suitable candidates from the Sch. Castes / Tribes.

(Ministry of Education O.M. No. F 11-6/58-A3 dated 12th January 1959).

The suggestion is generally acceptable, subject to the need for making exceptions where institutions are wholly financed by Government and have not yet established themselves fully as autonomous bodies.

(Ministry of Education O.M. No. F. 11-6/58-A3 dated 12th January 1959).

Yes, it is already receiving active consideration of the Government and every effort is being made to expedite.

(Ministry of Education O.M. No. F. 11-6/58-A3 dated 12th January 1959).

The Committee also feel that an officer of the Ministry should not be a Chairman or Secretary of the Governing bodies of educational and technical institutions which are receiving grants-in-aid from the Ministry, so that the Ministry may be in a position to scrutinise such cases objectively and independently in the Secretariat.

The Committee understand that the question of administrative Ministry having power to rule out a particular objection raised by the Financial Adviser if the Ministry decide that it is in the interest of the implementation of a scheme or a development plan and the authority to incur the expenditure upto the budget provision by the administrative Ministry, is under the consideration of the Government and recommend that this should be expedited.

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(Further information called for by the committee.)

The latest position in this respect may please be furnished.
(Lok Sabha Secretariat O.M. No. 106-ECII/58 dated 3rd May 1960).

The matter has since been considered by the Ministry of Finance and it has been decided that the authority to over-rule the advice of the internal Financial Adviser shall vest in the Secretary of the Ministry concerned.

(Ministry of Education O.M. No. F. 11-6/58-A3, dated the 6th July 1960)

10 The Committee feel that there should be delegation of responsibilities to lower levels and that officers at various levels should be encouraged to take decisions even if mistakes are committed occasionally, provided that they are bonafide mistakes.

The suggestion is acceptable to the Ministry. Efforts are being made to see that decisions are taken at proper levels and are not merely pushed up to higher officers.
(Ministry of Education O.M. No. F. 11-6/58-A3 dated 12th January 1959).

11 The Committee suggest that the feasibility of arranging the accommodation even in the existing situation, may be examined with a view to locate in a compact area divisions like UNESCO.

The suggestion is acceptable. Necessary steps are being taken in consultation with the Ministry of Works, Housing and Supply.

(Ministry of Education O. M. No. F.11 6/58-A3 dated 12th January 1959).

13 The Committee suggest that applications which are not already being routed through an expert body or the State Government should invariably be routed through the State Government concerned (except in the case of institutions of all India character). In this connection, the Committee would like to refer to their recommen-

The procedure being followed by Government at present is already in accordance with the recommendation, namely that applications are invariably routed through an Expert Body or State Government except in the case of institutions of all-India importance in which case applications are entertained directly also.

24

dition in para 23 of their 4th Report (Second Lok Sabha), namely:—"The committee also suggest that all grants given by the Centre to voluntary institutions in the field of pre-primary, primary and basic education, should *generally* be through State Governments except in cases of institutions of All India character. Provision should be made for admission of a certain number of poor students free in pre-primary institutions before sanctioning the grant. In case of institutions of all-India importance the Centre should invariably inform the State Governments concerned of the extent and purpose of assistance given to such institutions."

40

The Committee recommend that each scholarships Scheme should be properly advertised in leading newspapers of the country as is done at present in respect of selections made through the Union Public Service Commission. They should also be advertised through the newspapers in regional languages. The Committee hope that proper advertisement of the schemes would give entire satisfaction to all people

A deviation from the above policy is, however, made in respect of projects of all-India importance undertaken by the Ministry under the various foreign aid programmes. In such cases, the Ministry has to select the most suitable institutions for starting the particular project in order to ensure that aid is utilised in the best national interest.

(Ministry of Education O.M. No. F.5-2/60-A7 dated 23rd February 1960).

The Government accept the recommendation for advertising all the scholarships schemes for Indian nationals both for studies in India and abroad. It is, however, pointed out that the procedure of publicising by way of advertisement is already being followed in respect of the "Scheduled Castes, Scheduled Tribes and Other Backward Classes Scholarships Scheme for post-Matriculation Studies in India."

(Ministry of Education O.M. No. F.16-49/58-S1 dated 10th March 1959).

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The Committee feel that the economy resulting by not advertising the scheme is a false economy in the sense that people in general remain ignorant about the schemes of the Ministry. They,

The Committee's suggestion will be adopted whenever feasible.
(Ministry of Education O.M. F. 16-49/58-S1 dated 10th March 1959).

however, suggest that with a view to effect some economy the scholarships scheme should be properly combined, and periodically advertised.

26

42 The Committee recommend that besides giving the scheme proper publicity through press arrangement to republish Central Government Press Notes relating to scholarship schemes in State Gazettes, etc. may be explored.

The Government accept the recommendation.

(*Ministry of Education O.M. No. F.16-49/58-S1, dated 10th March 1959.*)

27

43 The Committee suggest that the brochures containing information in regard to various scholarship schemes, published by the Ministry of Education (mentioned in para 43) should be constantly available to the general public and should be reviewed periodically and brought up-to-date. They also suggest that universities, colleges, high schools and various libraries should be provided with this literature.

These brochures are priced publications and are constantly available to the general public. Copies of these brochures have already been supplied to universities, colleges, high schools, the National Library, Central Ministries etc. as per the mailing list maintained by the Ministry in its Publication Division. The brochure entitled 'Progress of Scholarships for Scheduled Castes, Scheduled Tribes and Other Backward Classes' is reviewed every year and brought up-to-date. Copies of this brochure are also, in addition to the mailing list, being supplied to recognised post-matric Institutions, State Governments, non-official Organisations working for the welfare of the Scheduled Castes, Scheduled Tribes and Other Backward Classes. The Government agree to review the other two brochures

namely, 'Scholarships for Studies Abroad' and 'Government of India Scholarships for Studies in India' periodically so as to bring them upto-date. They also agree to supply copies of the three brochures to selected libraries.

(*Ministry of Education O.M. No. F. 16-49/58-S1, dated 10th March 1959*).

45 Until all the connected sections are brought into a compact area the Committee recommend that steps may be taken for receiving the Dak for scholarships in its own Division with a view to avoid delays.

7

Except for the Scheduled Castes, Scheduled Tribes and Other Backward Classes Scholarships Unit, which forms part of the Ministry of Education and is located at present in Daryaganj, the rest of the sections of Scholarships Division of the Education Ministry are located in 'M' Block Hutments, which are very near to North Block where the Dak is received. The Government accept the recommendation for receipt of the Dak for Scheduled Castes, Scheduled Tribes and other Backward Classes Scholarships Unit direct in Daryaganj. (The entire Scholarships Division of the Ministry of Scientific Research and Cultural Affairs is located in "M" Block Hutments).

(*Ministry of Education O.M. No. F. 16-49/58-S1, dated 10th March 1959*).

31 The Committee recommend that the Ministry should set up a machinery which will go through every complaint and suggest remedial measures

47 The Government accept the recommendation. (*Ministry of Education O.M. No. F. 16-49/58-S1, dt. 10-3-1959*).

to avoid a recurrence. A record of all such complaints should also be maintained at one place for ready reference.

33 The Committee recommend that in scholarship schemes for studies abroad, subjects should be reviewed periodically so as to ensure that as a matter of policy the scholars are sent abroad for study in only such subjects for which facilities are not available in the country.

The Government are already pursuing the policy of sending scholars for higher studies/training abroad only in such subjects for which adequate facilities do not exist in the country. In addition, a few scholarships are awarded in humanities and cultural subjects at the request of the Foreign Governments offering scholarships to Indian nationals. It, however, accepts the recommendation to review periodically the subjects of study under various scholarship schemes for studies overseas.

(Ministry of Education O.M. No. F. 16-49/58-SI, dt. 10-3-1959).

34 The Committee suggest that as a matter of policy people with mature intellect and some experience in their line should be encouraged to go abroad for learning advanced techniques in preference to raw and inexperienced students.

This is already being done. The conditions prescribed for award of scholarships under all the Schemes for studies abroad (except in the case of 'Scheduled Castes, Scheduled Tribes and Other Backward Classes Overseas Scholarships Scheme' and the 'Union Territories Overseas Scholarships' and the Twenty Fully Paid Scheme, because of the special nature of the Schemes) are such that only

persons with mature intellect and some experience in their line are eligible for award of scholarships. The Government accept the recommendation for these schemes also. It is, however, added that the Ministry of Scientific Research and Cultural Affairs have under consideration the proposal of sending graduates, below 25 years of age, who may not necessarily be in service so that the aims and aspirations of the younger group may not be overlooked.

(*Ministry of Education O. M. No. F. 16-49/58-SI, dt. 10-3-1959*).

The Committee recommend that a Register should be maintained for all overseas scholars or trainees in which detailed information in respect of each of the scholars is maintained.

The Government accept the recommendation in so far as the Ministry of Education is concerned. As regards the scholars/trainees sent abroad for scientific/technical, etc., subjects dealt with by the Ministry of Scientific Research & Cultural Affairs, it is pointed out that the Council of Scientific & Industrial Research already maintains a register of such scholars and publishes it periodically.

(*Ministry of Education O.M. No F. 16-49/58-SI, dt. 10-3-1959*).

The Committee recommend that there should be some machinery to ensure that all the conditions prescribed for granting a scholarship under Central Overseas Scholarships Scheme, are fulfilled. In this connection, the feasibility of in-

All the conditions prescribed for grant of scholarships under the Central Overseas Scholarships Scheme are already being fulfilled. The Government accept the recommendation with regard to inviting of periodical reports during

viting periodically reports during the stipulated period of service in those institutions after completing studies abroad may be examined.

the stipulated period of service from the institutions, etc., about the work of scholars on return after completing their studies abroad.

(*Ministry of Education O.M. No. F. 16-49/58-S1, dt. 10-3-1959*).

37 The Committee recommend that the conditions of granting a scholarship under 'Central Overseas Scholarships Scheme' may be reviewed so as to restore the stipulated period of service with the sponsoring authority from 3 to 5 years.

The Government accept the recommendation. (*Ministry of Education O. M. No. F. 16-49/58-S1, dt. 10-3-1959*).

38 The Committee recommend that enough number of scholars should be selected for the places offered by Germany and kept in a panel to be utilised, if any scholar withdraws at the last moment. The Committee further recommend that in respect of all such schemes, constant review should be made and action taken to fully utilise all places by making modifications in the schemes, if necessary.

While making the selections, as far as possible, a panel is formed and the candidates kept on the reserve list for each subject are offered the scholarships when the selected candidates withdraw. Sometimes, however, even the reserve candidates drop out. Besides, a very important problem created regarding the training programme in Germany is that the facilities for practical training in the desired subjects are not always forthcoming ; hence the non-utilisation of a large number of scholarships for practical training. As regards the Committee's recommendation that constant review should be made and action

taken to fully utilise all places by making modifications in the schemes, if necessary, it is stated that this is already being done.

(*Ministry of Education O.M. No. F. 16-49/58-S1, dt. 10-3-1959*).

The Government accept the recommendation.

(*Ministry of Education O.M. No. F. 16-49/58-S1, dt. 10-3-1959*).

41 58 The Committee are of the opinion that the Ministry should not leave it entirely to the State Governments to publicise the scheme of Merit Scholarships for post-Matriculation Studies, in workers' areas, and they should themselves give publicity to the scheme in the concerned areas. Labour Press, Journals, Labour Ministry's publications, Labour Institutions could be utilised for this purpose.

42 59 The Committee recommend that a survey should be made of all countries to find out the best institutions in various fields of training. As far as possible, the training facilities for Indian scholars should be arranged in those institutions.

44 61 The Committee recommend that a high power Committee with some non-officials and experts may be appointed to make an independent enquiry into the working of the various scholarship schemes and their administration and this Committee may *inter-alia* consider the following points :—

1. Procedure to be followed for inviting applications for the award of scholarships.
2. Average period to be allotted for the receipt of applications after the date of publicity.
3. Procedure to be followed for screening of applications and selection of candidates.

The Government accept the recommendation.

(*Ministry of Education*) O. M. No. F. 16-49/58-S1, dt. 10-3-1959

The Government accept the recommendation except in respect of the Scheduled Castes, Scheduled Tribes and Other Backward Classes Scholarships Scheme for which a high power Board already exists. (It may be added that two schemes, namely, 'Scholarships for Research in Humanities' and 'Merit Scholarships in Public Schools' have been reviewed by *ad hoc* Committees set up for the purpose in 1956 and 1958 respectively).

(*Ministry of Education O.M. No. F. 16-49/58-S1, dt. 10-3-1959*).

4. The amount and terms of scholarships.
5. Laying down the subjects for which scholarships are to be awarded and their number.
6. Conditions of eligibility.
7. Reasons for non-utilisations of full quota and remedial measures thereto.
8. Procedure to be adopted for keeping a proper follow-up after the scholars complete their studies.

46

The Committee also suggest that the Statistical Organisation of the Cabinet Secretariat may also be consulted about methods to be employed for expediting the compilation of statistics.

62

Accepted. The advice of the Statistical Organisation of the Cabinet Secretariat will be obtained where necessary. ^{10.2.60}
(Ministry of Education O.M. No. F. 5-2/60-A7, dt. 23-2-1960).

47

In view of the fact that an analytical interpretation of statistics provides the administration with important tools for assessing and controlling the educational standards and performance in relation to the policy laid down by the Government, the Committee suggest that it should be undertaken as the normal function of the statistical section in the Ministry of Education and in the yearly publication, an introductory chapter should be added in which an analysis is made to reveal the trend in a particular year as revealed by the statistics. The Committee are confident that such a continuous interpretation of trends will prove very useful for 'future guidance: in implementing the programme of the Five Year Plans.

63

Accepted. An introductory chapter will be added in the yearly report in which interpretation of the statistics will be attempted.

(Ministry of Education O.M. No. F. 5-2/60-A7, dt. 23-2-1960).

48 The Committee suggest that the statistical publications undertaken by the Ministry should be a little more descriptive and informative to catch the imagination of the people. Achievements of the Ministry in the field of education should also be compared with the targets aimed at.

49 The Committee also suggest that all such publications should normally be supplied to the Members of the two Financial Committees of Parliament and others interested in the subject.

50 No progress has been made by the Ministry in the matter of forming an all-India Educational Service. The Committee consider this as unfortunate and recommend that fresh efforts should be made in this direction at the highest level.

52 The Committee suggest that the results of the campaign being organised by the Zilla Shala Mandal of the Gohilwad District of the State of Bombay for the eradication of illiteracy, should be watched carefully and if they are found to be satisfactory, similar campaigns should be organised in other States also.

Accepted and noted.

(Ministry of Education O.M. No. F. 35-2/60-A7, dated 23-2-1960).

Accepted. This is already being done and will be continued in future.

(Ministry of Education O.M. No. F. 5-2/60-A7, dated 23-2-1960)

Noted. The Ministry of Home Affairs are pursuing the matter with the State Governments.

(Ministry of Education O.M. No. F. 5-2/60-A7, dated 23-2-1960)

Government of India agree with the recommendation but as this is a State subject it is for the State Governments to take suitable action in the matter. The recommendation is being forwarded to them.

(Ministry of Education O.M. No. F. 22-14/58-SWI, dated 13-5-1959)

The Bombay State Government have been contacted and requested to keep this Ministry informed of the progress and achievements of the campaign from time to time.

(Ministry of Education O.M. No. F. 5-2/60-A7, dated 23-2-1960).

53

The Committee suggest that the matter of spending Rs. 3,07,670 during 1956-57 as taxi-hire charges, may be carefully examined by the Ministry with a view to see how far this expenditure was justified and how such expenditure can in future be kept to the minimum.

68

The position in regard to taxi-hire charges during 1956-57 has been examined in detail and it is found that the major portion of this expenditure related to transport charges in connection with the UNESCO Conference.

During 1956-57, the Government of India acted as host to the Ninth Session of the General Conference of UNESCO. In accordance with the usual procedure, an Agreement had to be concluded between UNESCO and the Government, which enumerated various services, facilities and privileges to be accorded by the Government. In view of the variety and magnitude of problems and the importance of the Conference a high power Co-ordination Board consisting of the representatives of the various Ministries concerned was set up under the chairmanship of the Secretary-General of the Ministry of External Affairs to co-ordinate and supervise all Conference arrangements.

One of the main contractual obligations of the Government was the provision of transport for UNESCO officials, delegates to the Conference, etc. The UNESCO document envisaged setting up of the Transport Service 90 days before the commencement of the Conference. Among the obligations which the

Government of India had undertaken, mention may be made of reception arrangements which involved transporting about 800 UNESCO Officials and delegates from the airports on arrival as well as to airports after the Conference; bus service from hostels to Conference premises and back as well as between the Conference premises, elaborate security, protocol and health services, and UNESCO Month which included a series of receptions, exhibitions and cultural programmes throughout the Conference period in different parts of the city. The major part of the expenditure on transport was incurred on cars which were placed at the disposal of UNESCO officials and the buses engaged for the use of the delegates. The entire transport service was operated in collaboration with UNESCO authorities in fulfilment of the various contractual obligations which the Government of India had undertaken. Due economy within the terms of the contractual arrangements with UNESCO was observed in the use of the vehicles and these were used mainly for contractual purposes.

A portion of the taxi-hire charges during 1956-57 related to the hire of taxis and buses in connection with the organisation of Youth Festival in Delhi. This festival was attended by about 2,000 persons. The expenditure on the hire of taxis pertaining to

this item also was more than anticipated due to certain unexpected natural difficulties such as jaundice epidemic on account of which extra taxies had to be hired for providing prompt medical aid to the sick campers.

This expenditure was also not in the nature of ordinary taxi expenditure of the Ministry
(Ministry of Education O.M. No. F. 5-2/60-A7, dated 23-2-1960).

55 70 The Committee suggest that the Ministry of Education should arrive at suitable arrangements with the State Governments concerned to ensure that the wards of the Central Government servants on transfer are given admission in their equivalent classes in appropriate schools without undue loss of time. Where this arrangement is not found to be feasible due to overcrowding in the existing schools, the Ministry may even consider the feasibility of opening a chain of new schools with common medium of language and common syllabus where such facilities could be made available to the wards concerned.

16 The question of admission in State Schools of children of parents transferable from one part of the country to another was taken up with the State Governments in 1953, who agreed that the children of Officers of the Government of India, whether in Civil or Military employ, will be admitted on merit to Government Schools and Colleges in the State, irrespective of their domicile. The matter was again brought to the notice of State Governments in 1957. They have agreed to give due consideration and deserving help to the wards of Officers for admission into State Schools and Colleges.
(Ministry of Education O.M. No. F. 5-2/60-A7, dated 23-2-1960).

CHAPTER III

REPLIES OF GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

S. No. (as in Appendix VI of the 24th Report)	Reference to paragraph No. of the Report	Summary of Recommendations/Conclusions	Reply of the Government
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1 I The Committee suggest that the Division of work should be based not only on the importance of subjects handled by the different departments but it should also take into account other factors like an even distribution of staff, budget allocation etc., so that the Departments may be organised on a rational basis for efficient execution of work.

The Ministry of Education and Scientific Research has since been bifurcated and the subjects have been allocated to each Ministry by a Presidential order.

(*Ministry of Education O.M. No. F. 11-6/58-A3, dated 12-1-1959*).

3

3

The Committee feel that the different divisions of the Ministry of Education & S.R. can be reorganised on a more rational basis taking also into account the volume of work in each section and the number of sections in each division so that a reduction in the number of sections can be effected. The reduction should be decided on the basis of job analysis to be conducted by the O & M Division of the Cabinet Secretariat.

Since the examination by the Estimates Committee, Ministry has been so reorganised that each division concerned itself with a particular stage/aspect of Education and no items of work not directly related to the stage/aspect of Education have been allowed to remain with that division lest the latter should divest the attention at the expense of the former. For example, the old S.E. Division which used to deal with Secondary Education,

Physical Education, rehabilitation of the refugee teachers and students, Union Territories and Rural Higher Education, now after reorganisation, deals only with the S.E. & Union Territories. The following divisions have thus been established :—

Basic & Elementary Division
 Secondary Education Division.
 UNESCO & Higher Education Division
 Social Welfare Division
 Physical Education Division
 Scholarships Division
 Hindi Division ; and
 Administration Division.

When proceeding on this principle enunciated above, it is not possible to ensure equal number of sections or equal budget for each Division. Further, the Ministry is of the view that allotment of work on the basis of budget allocation would not be proper and might result in one stage/aspect of education being dealt with in more than one division.

(*Ministry of Education O.M. No. F. 11-6/58-A3, dated 12-1-1959*).

5 With the setting up of bodies like the University Grants Commission, All India Councils for Elementary, Secondary, Rural, Technical Education, etc., and with the decentralisation of ad-

5 Excepting a few cases, the majority of the bodies set up by the Ministry are of advisory nature and do not have a Secretariat of their own. The Ministry acts as the Secretariat of such

administration, executive and financial powers to such bodies, the Committee feel that there is scope for economy in the set up of the Ministry. In this connection, the Committee would refer to their recommendation in paragraph 3 of this Report.

bodies. The work in connection with the preparation of agenda, other papers, reports etc., for the meetings of the bodies varies from body to body, but is generally quite heavy. The setting up of such bodies, therefore, does not give any relief to the Ministry, but on the other hand increases the clerical work. In the case of bodies which are autonomous and have their own Secretariat, no staff is employed in the Ministry in respect of the work to be done by those bodies.

(Ministry of Education O.M. No. F. 11-6/58-A3,
dated 12-1-1959).

6 & 7.

6 The Committee suggest that the representation of officers of the Ministry on various institutions may also be delegated to local officers of State Governments and to eminent educationists and persons of repute.

7 The Committee suggest that the procedure of nomination of representatives, delegation of the representation and the nature of brief given to representatives may be looked into and a suitable procedure evolved on rational principles.

Further information called for by the Committee.

The latest position in these respects may please be furnished.

(Lok Sabha Secretariat O. M. No. 106-EC.11/58
dated 3-5-1960).

Required information is furnished in Appendix I.

(Ministry of Education O.M. No. F. 11-6/58-A3,
dated 6-7-1960).

14 23 It has been noticed that the grants-in-aid are not always mentioned specifically in the Demands for grants. The Committee, therefore, suggest that for the better understanding of the budget, where a certain item is actually a grant-in-aid the fact should be specifically mentioned. The Committee also suggest that as in the United Kingdom, in Part I of the Estimates the fact that a 'grant-in-aid' has *inter-alia* been included in a vote should always be referred to.

A reply to this recommendation has already been furnished by the Ministry of Finance (*vide* their O. M. No. F. 10(34)-B/58, dated 15-11-58, to the Lok Sabha Secretariat), which is reproduced below :—
 "Important items of grants-in-aid are usually exhibited in the Demands under distinct sub-heads. In addition, where the grants are merged with other items or heads, it has been decided that they should be mentioned in the details of Part III of the Demands for Grants.

As regards the Committee's suggestion that as in the U.K. in Part I of the Estimates, the fact that a grant-in-aid *inter alia* has been included in a vote, should be always referred to, it may be stated that the details given in the Indian Budget including the number of sub-heads are far more extensive than in the U.K. Moreover, as the grants would now be exhibited either

under distinct sub-heads or in the details of Part III of the book of Demands, no additional advantage is likely to be served by indicating at the top of Part I of the Estimates that these include grants-in-aid.”

(*Ministry of Education O.M. No. F. 5-2/60-A7 dated 23-2-1960*).

Efforts are being made and will be accentuated to reduce the time lag between the proposals and expenditure sanction. For this purpose particularly, a Grants Committee has been constituted by the Ministry to see that the applications for grants are expeditiously dealt with and expenditure sanctions, where necessary, issued without avoidable delay.

It is, however, not practicable to lay down a fixed time limit, because the time taken would depend on the number of applications which may vary at each call and with each scheme. The applications are also often incomplete and require to be returned to the applicants for completion.

(*Ministry of Education O. M. No. F. 5-2/60-A7 dated 23-2-1960*).

Most of the grants are paid through or on the recommendations of the State Governments, who conduct periodical inspections of the institutions. Inspections are also made by this Ministry, wherever necessary subject to availability of time on the part of the limited staff in

The Committee note that in many cases the Ministry has taken as many as six to seven months to accord expenditure sanction. The Committee suggest that steps should be taken to prevent delays and a suitable time limit of say two months may be laid down for this purpose.

The Committee are of the opinion that in cases where grants are given by the Centre, it would be necessary to have suitable system of inspection to ensure that the grants are utilised for the purpose for which they are given.

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the Ministry for the purpose. The accounts are also obtained and examined by the Ministry with a view to ensuring that the entire expenditure has been incurred for the purpose for which the grant was made.

(Ministry of Education O.M. No. F. 5-2/60-A7 dated 23-2-1960).

17 The Committee fail to see why private institutions should continue to be paid the grants-in-aid when they fail to contribute their mite. In fact the grant-in-aid should provide a stimulus for voluntary contribution and not dry it up. Regarding the failure on the part of the State Governments to contribute their share, the Committee endorse the suggestion of the Second Finance Commission that the system of matching grants should be abolished, as it operates in favour of the richer against the poorer States.

28 Such institutions as are unable to contribute their share but are still sanctioned grants by Governments are not many. These are in fact those institutions which have been doing very useful work in the field of education but due to lack of financial resources have to exist in great difficulty. It seems to be only reasonable for the Government to come to their rescue. The position of these poorer institutions *vis-à-vis* the richer ones who have resources enough to contribute their share is more or less the same as that of the poorer States *vis-à-vis* the richer States. The general principle that grants-in-aid should provide a stimulus for voluntary contribution is, however, always kept in view and exceptions are made only in very deserving cases. ¶

As regards the suggestion of the Second Finance Commission, the Ministry of Finance have already furnished a reply to the Lok Sabha Secretariat *vide* their O.M. No. F. 10(34)-B/58,

dated 15-11-58. The reply is reproduced below :—

“The Government have accepted the recommendation of the Second Finance Commission relating to matching grants and orders have already been issued on the subject in consultation with the Planning Commission.”

(*Ministry of Education O.M. No. F. 5-2/60-A7 dated 23-2-1960*).

The Committee do appreciate that there are many difficulties in the full utilisation of grants such as (i) delay in getting the full particulars from the institutions concerned before the grant is sanctioned, (ii) delay in getting the expenditure sanctioned from the Finance Ministry, and (iii) delay in getting the necessary foreign exchange, if involved in the grant etc. All the same, the Committee are of the opinion that the machinery for giving suitable grants to the various institutions should be so geared up as to ensure that there is no undue delay in giving the necessary sanction, that the grant is utilised for the purpose is sanctioned and that the percentage of grant that remains unutilised, is extremely small. In regard to the difficulty of foreign exchange, the Committee are of the opinion that the accredited representative of the Ministry of Finance should see to it that the necessary provision of foreign exchange required is made, before the grant-in-aid is sanctioned.

This recommendation emphasises on the following four points: (a) expeditious disposal of applications for grants, (b) proper utilisation of grants, (c) small savings or in other words accurate estimation of grants and (d) foreign exchange clearance before sanction.

The points mentioned at (a), (b) and (c) have already been dealt with in replies to recommendations at Serial Nos. 15, 16 and 12 respectively. As regards (d), foreign exchange is invariably obtained before a grant involving any specific foreign exchange expenditure is sanctioned.

(*Ministry of Education O.M. No. F. 5-2/60-A7 dated 23-2-1960*).

A copy of Ministry of Finance O.M. No. F. 10 (34)-B. 58 dated the 15th November, 1958 on the subject is enclosed as Appendix IV.

19 30 The Committee suggest that where a grant is a part of a continuing grant, a note should always be attached to the estimates stating that the grant-in-aid is an instalment of a series of grants-in-aid and setting out the amount already granted and the further amount to which Government are committed. An appendix should also be provided in the explanatory Memorandum setting out a list of all the undertakings given by the Government to pay grants-in-aid over a period of years.

A reply to this recommendation has already been furnished by the Ministry of Finance vide their O.M. No. F. 10(34)-B/58, dated 15-11-58, to the Lok Sabha Secretariat. The reply is reproduced below :—

“In the Book of Demands for Grants, three years’ figures are shown side by side i.e. the actuals for the past year, budget and revised for the current year and the budget estimates for the next year. Thus some indication is already available that the grant-in-aid is continuing over a period of three years. The Committee would appreciate that it would not be practicable to give any more information in the Book of Demands for Grants. If any further information is required this can always be made available by the Ministries concerned at the time of defending their estimates in the Parliament.

The preparation of a list of this type (appendix to the explanatory Memorandum) would involve enormous amount of time and labour in collecting the data from the Ministries etc. and detailing a large number of petty recurring and

non-recurring grants, which are not of any great financial or other consequence. It may also be mentioned that the printing and compiling of the Explanatory Memorandum on the Budget is always a race against time and leaves hardly any scope for including further data on items of this type. Major items of Grants-in-aid under the various Demands for Grants will continue to be mentioned in the relevant portions of the Explanatory Memorandum.”

(Ministry of Education O.M. No. F-2/60-A. 7 dated 23-2-1960).

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31

The Committee suggest that the Ministry of Education in consultation with the Ministry of Finance, should lay down a uniform nomenclature or if one nomenclature cannot be adopted, explain the deviations so that there is no ambiguity about the terms used. The Committee also suggest that where the grants-in-aid are given in kind, like machinery and equipment or books in the case of National Fundamental Education Centre, this fact may also be pointed out through the footnotes in the Demand Book. The monetary value of such grants would of course continue to be indicated.

25

The Ministry of Finance have already sent a reply to this recommendation vide their O.M. No. F. 10(34)-B/58, dated 15-11-58. The relevant extracts of which are reproduced below :—

“grants, contributions etc. are generally accounted for in the accounts under a single minor head. Since, the expressions are intended to indicate different connotations, for instance contributions suggest the sharing of a part of the expenditure whereas donations imply gratuitous gifts, it may not be quite appropriate to remove these distinctions altogether and merge them under a single nomenclature.

Grants-in-aid in kind are given mostly in the form of materials and equipment under the various foreign aid programmes. These are usually exhibited under a separate sub-head in the Book of Demands for Grants with the nomenclature "Materials and Equipment".

As regards the expressions, "Grant" and "Grants-in-aid" it is proposed to merge these into one expression and use only ten "Grant" in future. This uniform nomenclature for these two expressions will be adopted by the Ministry of Education in the Budget for 1961-62 and onwards.

(Ministry of Education O.M. No. F. 5-2/60-A7, dated 23-2-1960).

- 21 The Committee feel that the present arrangement of *ad hoc* committees year after year is not conducive to efficiency.
- 22 The Committee recommend that the present method of selection for scholarships should be reviewed taking into account the time factor and number of scholarships awarded etc., and proper Selection Committee presided by a Member of a Union Public Service Commission with a few non-officials should be set up for this purpose. The experts in particular fields may be co-opted from time to time as required.
- 36
- 37

The work of implementation of the Scholarships Schemes has now been divided between the Ministry of Education and the recently created Ministry of Scientific Research and Cultural Affairs. A uniform procedure will be adopted by the two Ministries to implement their respective Schemes. It is the view of the Ministries of Education and Scientific Research & Cultural Affairs that the work of selection can best be handled by Committees of Experts appointed in the light of the requirements of particular schemes. It does not appear to be necessary to associate the Union Public Service Commission or

The Committee recommend that the members of Parliament should be given suitable representation in the various Selection Committees.

members of Parliament in these selections. Apart from the fact that the Selection Committees have to deal with specialised fields of study/training requiring the expert knowledge of educationists/ technical experts, it is doubtful whether the UPSC will be able to shoulder the additional burden of dealing with these Schemes. During the year 1957-58 about 61 Selection Committees were constituted by the erstwhile Ministry of Education & Scientific Research. At present the UPSC finds it extremely difficult even to convene more than one or two meeting of such important committee as the Departmental Promotion Committee. It is hardly possible then that they will be able to increase their burden so enormously by handling the work of the selection of so many scholars under so many Schemes as well. Besides a large number of Scholarships Schemes afford only a very limited time for the scrutiny of initial offers, viz., working out the details of the scholarships allowance, subjects, duration, inviting of applications, fixing of dates for the selections and sending of selected candidates to reach in time for the session. It is, therefore, felt that the association of a UPSC member would mean delay as the UPSC members are fully occupied with their normal work. It is feared that it will be difficult to have the services of members of Parliament in time as the Parliament would naturally require due

notice to be given for selection of the members. Experts in particular fields, official and non-official are, coopted from time to time as found necessary according to the exigencies of each offer/scheme. It is often the case that the same specialist continues to be a member of a Selection Committee under different schemes for a particular subject which makes for convenience of time and effort.

(Ministry of Education O.M. No. F-16-49/58-S1, dated 10-3-1959).

30 The Committee suggest that the high power committee referred to in para 61 may go into the matters of delays in payment of scholarships for Scheduled Castes, Scheduled Tribes and Other Backward Classes and consider how the scheme should be operated to avoid such delays in future. Efforts should also be made to finalize the details of such scholarships, well in advance of the commencement of the academic year so that the payment is made in time. The same procedure should apply to all other scholarships also.

32 The Committee feel that the scheme of loan scholarships fosters a spirit of self reliance and

The Government do not accept the recommendation as a high powered Board comprising Members of Parliament and of which the Education Minister is the Chairman already exists which has the authority to go into all such details. The 2nd part of their recommendation regarding making timely payments is accepted. (It may be added, however, that efforts are always made to make payments in time).

(Ministry of Education O.M. No. F. 16-49-p.58-S1, dated 10th March 1959).

In view of the difficult position prevailing in regard to foreign exchange and the large num-

earnestness of purpose and, therefore, recommend that the feasibility of introducing the scheme of loan scholarships through various universities and colleges may be examined. The Ministry may help the University in this respect by creating endowments for loan scholarships schemes.

ber of Scholarship Schemes for studies overseas which are operating at present in the two Ministries, viz., Ministry of Education and Scientific Research and Cultural Affairs, the Government of India do not consider it necessary to introduce a Scheme of Loan Scholarships through various Universities and Colleges.

(Ministry of Education O.M. No. F.16-49/58-S1,
dated 10th March, 1959).

39 57 The Committee regret to note that two fellowships could not be availed of during 1956-57 under the UNESCO Expanded Technical Assistance Programme as the dossiers (application forms prescribed by UNESCO), X-ray of the Chest, etc. of the candidates from the institution were not received in time. The Committee consider this very unsatisfactory and hope that a recurrence of this nature will be avoided in future.

40 57 The Committee recommend that the fellowships under the UNESCO Expanded Technical Assistance Programme should be extended to the Members of staff of those institutions also which are not provided with the services of experts.

3 The reasons for not utilising the two fellowships under the UNESCO Expanded Technical Assistance Programme during 1956-57 were fully explained to the Committee. Under the UNESCO Expanded Technical Assistance Programme the following three types of assistance is obtained :

- (i) Experts from abroad in specific fields;
- (ii) Equipment for the work of experts ; and
- (iii) Fellowships for the training of Indian nationals abroad.

The three types of assistance offered by UNESCO are inter-related. The fellowships under the programme are as such, offered for specific projects of Institutions, Laboratories, Research Stations, etc. for which

the services of experts have been obtained from UNESCO for the implementation of such projects. The underlined purpose is that the Indian national so trained should replace the UNESCO expert, on return after completion of his/her training abroad, for successful implementation of the project concerning the particular institution, etc. As such these fellowships are earmarked only for the nominees of the Institutions, Laboratories, Research Stations etc. for which the services of UNESCO Experts have been obtained under the Expanded Technical Assistance Programme of UNESCO. Staff members are, however, not debarred from the award of the fellowships.

(Ministry of Education O.M. No. F. 16-49/58-S1, dated 10th March, 1959).

43 The Committee suggest that in future the Commissioner for Scheduled Castes and Scheduled Tribes may be associated with the Selection Committee for award of Scholarships under the Scheme of Scheduled Castes, Scheduled Tribes and Other Backward Classes Scholarships.

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A Scheduled Castes, Scheduled Tribes and Other Backward Classes Scholarships Board is constituted every year by the Ministry to advise and assist the Government for award of scholarships under the Scheduled Castes, Scheduled Tribes and Other Backward Classes Scholarships Scheme. The Commissioner for Scheduled Castes and Scheduled Tribes is always one of the members of the Board. No other Selection Committee is appointed for this Scheme.

(Ministry of Education O.M. No. F. 16-49/58-S1, dated 10th March, 1959)

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62

The Committee are of the view that the period of compilation and publication of statistics should be considerably reduced by standardising and improving the methods of collection and compilation of statistics and by organising frequent meetings with the State officers concerned.

The Ministry is making every effort to reduce the time-lag and has adopted the following procedure for this purpose :—

The statistics of educational institutions are collected annually from the States/Union Territories and Universities in the proformas prescribed by the Ministry.

To bring uniformity in the system of collection, brief proformas have also been recommended to them for the internal collection of statistics from the primary units. Along with these, instructions and explanations are issued wherein the connotations of the concepts and terminology are fully explained together with the methods of returning the data under different columns.

As regards organising meetings and establishing personal contacts with the State/University officials concerned, the in-service Training Courses offer frequent opportunities of such contacts at lower level. Every effort is being made to establish these contacts at all levels.

(Ministry of Education O.M.No. F. 5-2/60-A-7 dated 23rd February 1960).

51

In connection with the expenditure incurred by the Ministry of Defence on the K. G. Schools, the Sainik Schools, N. C. and ACC and Himalayan Mountaineering Institute, the Committee would like to reiterate their commendation contained in the Sixty-third Report (First Lok Sabha) on the Ministry of Defence mentioned in para 66, namely :—

“The Committee feel that schemes like K. G. Schools, the Sainik School, NCC, Lok Sahayak Sena, Auxiliary Cadet Corps etc., should actually form part of the country's educational system and are not legitimate charge on the Defence Budget. They suggest that the feasibility of the Expenditure being borne by the Education Ministry should be examined.”

N.C.C. and A.C.C.

Accepted. It has been agreed that the expenditure on NCC and ACC should be met from the Budget Provision of this Ministry although the administrative control of these schemes will remain with the Ministry of Defence as desired by that Ministry.

Himalayan Mountaineering Institute

It is felt that in view of the fact that the course of instruction in this Institute contributes directly to the better performance of duties in the Services, such share of Central Government contribution towards the expenditure of this Institute, as is being borne by the Defence Ministry under the existing arrangements should continue to be borne by them. The Ministry of Defence and the other Ministry concerned, viz., the Ministry of Scientific Research and Cultural Affairs, who have been consulted in the matter, agree with this view.

Sainik School

Since the school functions primarily as a feeder institution for the National Defence Academy. Government are of the view that the Ministry of Defence should continue to bear the expenditure as at present.

K.G. Schools.

For all practical purposes these schools stand on the same footing as other public schools. Since this Ministry does not give any financial aid to public schools. It is felt that it would not be consistent with the policy of the Ministry to bear any expenditure on this account.

(*Ministry of Education O.M. No. F. 5-2/60-A7, dated 23rd February, 1960.*)

69 The Committee suggest that the Education Ministry should consider the working out of a suitable scheme in consultation with the Ministry of Information and Broadcasting whereby it would be possible for qualified teachers to deliver a course of lectures on specified subjects on radio. These lectures can also be recorded and played back on gramophones or tape recorders to evening classes which may be opened at various places for the convenience of those who might not possess radio sets. Such a scheme should be given sufficient publicity so that maximum number of persons can take advantage of it by paying a nominal fee per month.

54

This Ministry have consulted the Ministry of Information and Broadcasting who have informed that they already have a scheme for "A University on the Air" the idea behind which is not to substitute live lectures by such broadcast talks but only to impart general knowledge on various aspects of life and heritage of different parts of India.

The University Grants Commission, who were also consulted in the matter, are of the view that while broadcast talks could be used as supplementary aids to class room work for purposes of higher education, these could not be substituted for live lectures or class room work. The Ministry of Education is inclined to agree with the views of these two agencies.

(*Ministry of Education O.M. No. F. 5-2/60-A7, dated 23rd February, 1960.*)

CHAPTER IV

REPLIES OF GOVERNMENT THAT HAVE NOT BEEN FINALLY ACCEPTED BY THE COMMITTEE

Serial No. (as in Appendix VI to the 24th Report)	Reference to Paragraph No. of the Report.	Summary of Recommendation/ Conclusion	Reply of Government	Comments of the Committee
1	2	3	4	5
12	20	<p>The Committee do appreciate that grants-in-aid cannot be as accurately estimated as a regular departmental expenditure and yet they feel that the procedure of the estimates of the grants-in-aid as it exists in the Ministry of Education leaves much that can be easily attained. The Committee suggest that in the brochures published on aid schemes, such as "Assistance to Voluntary Educational Organisation under the Second Five Year Plan" a note on the methods of estimating the requirements should</p>	<p>In order to achieve any appreciable degree of accuracy in estimating expenditure on grants-in-aid, it is necessary to know, apart from the funds available for the purpose with Government and the relative importance for the grants in question, the number of eligible grantees and the spending capacity of each, subject to the fulfilment of the conditions attaching to the grants. Obviously, the number and position of the grantees are elements which are very uncertain in making estimates. The major portion of the grants made by this Ministry pertains to the grants-</p>	<p>A broad outline on the basis of which the institutions may estimate their requirements may however be given in the brochures published on aid schemes such as "Assistance to Voluntary Educational Organisation under the Second Five Year Plan."</p>

also be publicised, so that the institutions know on what basis to estimate.

in-aid to the State Government for implementation of State Schemes in which the Government of India is interested. With a view to have a fairly accurate idea of the capacity of each scheme separately, meetings of the Working Groups, in which all State Governments are represented, are held every year before the estimates for Grants to States are finalised.

As regards other grants, which are much smaller in magnitude but are spread over a larger sphere of grantees—private organisations and institutions—it is not quite feasible to have an accurate idea of the expenditure on grants from the very beginning.

In the case of continuing schemes, however, past experience serves as a guide although there is still sufficient scope for fluctuations. In order to make a more careful and continuous examination and with a view to devote better concentration on this problem, a Committee known as the 'Grants Committee' has been recently formed in the Ministry and grants to private parties and educational institutions are sanctioned

by this Committee. It is hoped that the records of the Committee and its proceedings from time to time will afford sufficient help for framing a reasonably accurate estimates of these grants in future.

As regards giving, in the brochures on aid schemes, a note on the method of estimating the requirements to guide the institutions regarding the basis on which to estimate, it is felt that it is not possible to evolve a uniform basis for the purpose, since the requirements of the various institutions and the circumstances in which these are working are widely different and varied.

(Ministry of Education O.M. No. F. 5-2/60-A.7, dated 23rd February, 1960).

As far as the present Ministry of Education is concerned the suggestion is under examination. It is likely that administrative costs will rise considerably without bringing any substantial advantage

Please see Chapter I

As the work of the administration of scholarship is not entirely a secretariat function, the Committee suggest that a separate autonomous or semi-autonomous board consisting of pro-

minent educationists should be set up for formulation and administration of various scholarship schemes.

if separate autonomous boards are set up.

The Ministry of Scientific Research and Cultural Affairs are of the view that the scholarships dealt with by them are not in such a large number so as to justify the constitution of a separate autonomous or semi-autonomous board.

(Ministry of Education O.M. No. F. 16-49/58-S1, dated 10-3-1959).

Further information called for by the Committee

The result of examination by the Ministry of Education may please be furnished.

(L.S.S. O.M. No. 106-EC. II/58 dated 3-5-1960).

At the time the Estimates Committee submitted its report, the bulk of the work in the scholarships related to the Post-Matriculation Scholarships for Scheduled Castes, Scheduled Tribes and Other Backward Classes. In 1959-60, a decision was taken that the work of this scheme should be handed over entirely to the State Governments and Union Administrations, the Ministry of Education retaining in its hands only the general policy direction and the payments of grants to the States according to agreed quotas. There was in consequence

a considerable reduction in the work of the Scholarships Division which led to the feeling that the implementation of recommendation of Estimates Committee was not necessary. Further support was added as a result of the bifurcation in April 1958 of the erstwhile Ministry of Education and Scientific Research which resulted in the creation of Scholarships Divisions in the Ministry of Education and the Ministry of Scientific Research and Cultural Affairs to handle scholarships in the subjects with which they were respectively concerned. The work which was originally handled in one Ministry is now being dealt with by two Ministries. Recent experience, however, suggests that the present position is not entirely satisfactory and this Ministry are, therefore, thinking in terms of some sort of autonomous body which would take over not only the work of Scholarships in the Ministry of Education and Ministry of Scientific

Research and Cultural Affairs but scholarships work in all other Ministries. This will necessarily take time to fructify as consultations and negotiations with several Ministries would be required.

The position in brief is that circumstances subsequent to the deliberations of the Estimates Committee tended to invalidate the original recommendation. Other circumstances have since arisen which have had the effect of reviewing the recommendation ; fresh consideration is therefore, being given to it.

(Ministry of Education D.O. No. F. 16-49/58-S1, dated the 21st January, 1961).

NEW DELHI :

October 31, 1961

Karika 9. 1883 (Saka)

H. C. DASAPPA,
Chairman,
Estimates Committee.

APPENDIX I

(Vide Recommendations 6 & 7)

Information regarding the suggestions made by the Estimates Committee in its 24th Report (1957-58)—Paras 6 and 7—on the working of the Ministry of Education.

Sl. No.	Name of Institution/body with which the Division is concerned	Name of the Ministry's representative as on 1-5-1960	Extent of the control exercised by the Ministry	Comments on suggestion (Para 6) i.e. whether representation can be delegated to the officers of the State Governments, Educationists etc. if not why?	1st suggestion (Para 7) of the Estimates Committee e.g. the procedure of nomination of representatives, delegation of representation and the nature of brief given to representatives may be looked into and a suitable procedure evolved on rational principles.	Remarks, if any
1	Board of Governors, Labshim-bai College of Physical Education, Gwalior.	(i) Shri P. N. Kirpal, JS(I) (as a member of the Board of Governors).	Although the Board of Governors is an autonomous body registered under the Societies Registration Act XXI of 1960 and is the final authority for the administrative affairs of the College, the effective financial control of the Society is vested in the Government	The Education Minister of the State Govt. is already a member. The Vice-Chancellor of the University within whose jurisdiction is also situated is also a member of the Board. Out of the 5 persons whom the Govt. of India nominates, one is from Mysore and	The nominations are made in accordance with the constitution of the Board with the approval of the Education Minister. The Govt. of India's nominees are fully briefed about the Govt.'s view on the various points included in the agenda of the meetings of the	
		(ii) Shri Prem Narain, Deputy Financial Adviser to Board of Governors.				
		(iii) Head of the Division of Physical Education and Recreation				

1 2 3 4 5 6 7

PHYSICAL EDUCATION AND RECREATION DIVISION

The nominations are made in accordance with the constitution of the Board with the approval of the Education Minister. The Govt. of India's nominees are fully briefed about the Govt.'s view on the various points included in the agenda of the meetings of the

Board. No change is considered necessary.

the other is from W. Bengal. As this is a Central project it is not possible to delegate representation completely to State officials and others.

of India by virtue of the fact that the society is financed on the cent per cent basis by the Ministry of Education.

The rules and regulations for the conduct of the business of the Board of Governors and for management of the affairs of the College are subject to approval of the Government of India.

The Officers of this Ministry who are nominated on the Board are really briefed about Govt.'s attitude on the points discussed at the meetings. The members of the Board are nominated in accordance with the constitution of the Board with approval of the Education Minister. No change is considered necessary.

This is an All India Advisory Body and its members are nominated in their individual capacity in accordance with the constitution of the Board. The question of delegating representation to State officials etc. does not arise.

The Board is only an Advisory Body and does not enjoy any administrative and/or executive powers.

(i) Shri P. N. Kirpal JS(I) Chairman of the Board.
(ii) Dr. J. P. Thomas, Deputy Educational Adviser (PE&R) as Member-Secretary.

(iii) Shri Prem Narain, Dy. Financial Adviser.

2 Central Advisory Board of Physical Education and Recreation.

Do.

Do.

The Council is only an advisory body and does not enjoy any administrative powers.

(i) Shri P. N. Kirpal JS(I).

(ii) Shri C. S. Nayyar, Under Secretary is

3 All India Council of Sports.

the non-member
Secretary of the
Council

4 Bal Bhawan,
Kotla Road,
New Delhi.

(i) Shri P. N. Kirpal,
JS(I)

(ii) Shri Prem Narain,
Dy. Financial Adviser

Although the Board of Management is an autonomous body registered under the Societies Registration Act XXI of 1860 and is the supreme authority for the administrative and other affairs of the organisation, the financial control of the Society is vested in the Government of India by virtue of the fact that the entire expenditure of the Board is met by the Ministry of Education.

The Board has already a representative from the Delhi State Administration and some other persons of repute as its members. But due to the facts mentioned under column 4 and 6, the representation of the Government of India cannot be delegated to the Officers of State Govt. etc.

According to the Rules and Regulations of the Society and also the Resolution setting up the Board :—
(a) the Chairman of the Society is appointed by the Govt. of India.
(b) the Govt. of India in consultation with the Ministries of Education, Finance, Health and WH&S nominate four representatives—one from each of these Ministries—on the Board.

(i) The Chairman and the member nominated by him hold office for a term of three years till such time the Chairman ceases to hold office, whichever is earlier. The coopt members hold office for a term of 3 years and the other members, except, the Director, hold office during the pleasure of the nominating authority.

(c) One representative is nominated by Delhi Administration.

(d) two members to be nominated by the Chairman of the Society.

(e) not more than three members to be co-opted by the Board.

(ii) The Accounts of the Board are audited by the Chartered Accountants appointed by it. Even though the Comptroller and Auditor General of India can also audit them at his discretion, of India is actively consi-

(f) the Director who is appointed by the Chairman is an *ex-officio* member of the Board and acts as its Secretary.

dering the place of its audit entirely under the control of the Comptroller and Auditor General of India.

Under the circumstances, the procedure already in existence seems satisfactory.

Nil.

SOCIAL WELFARE DIVISION

5 Central Socially Welfare Board.

J. S. as a representative of the Ministry.

This Board has been created under the Govt. Resolution and all the funds are provided by this Ministry. The Ministry is responsible to the Parliament and Comptroller and Auditor General for the activities of the Board. The Board has been given autonomy in functioning by way of delegation of powers.

The procedure is rational.

It cannot be done because each State has its own State Social Welfare Board.

6 Tata Institute of Social Sciences, Bombay.

DEA(SW) as a representative of the Ministry.

This is a non-official institution which is considered to be one of the best institutions of Social Sciences in Asia. The institution gets recurring grants from this Ministry and a representative of the Ministry gives a grant of Rs. 1.00 lakh per annum to this Institute which admissions are open to students from all over the country. For ensuring the all India

The procedure adopted by us is already rational. The representative is fully briefed whenever he attends a meeting.

- character of Institute, it is necessary that an officer of the Govt. of India should be on its governing body.
- This is an all India organisation attempting to promote Social Welfare activities in the country as a whole. Liaison with its policy by associating our representative is absolutely essential.
- Do. NIL
- tative has been nominated on its Board of Governors.
- This is an all India organisation of voluntary character. A representative has been nominated to keep liaison between the Govt. policy and actual field work in the field of Social Welfare.
- This is non-official organisation which caters to the after-care of the blind and the ex-service personnel. The representative of the Ministry of Defence is the Chairman of the Trustees.
- Do. NIL
- Indian Conference of Social Work, Bombay.
- DEA (SW) as a representative of the Ministry.
- The Ministry is in overall charge of Delhi Public Library and is empowered to advise the Board on any matters
- Shri Sohan Singh, AEA (SW),
Shri Prem Narain, DFA,
- Delhi Library Board (Governing body of Delhi Public Library)
- The procedure is rational.
- As Govt. of India provide the major part of
8. Board of Trust of St. Dunstan's, Dehra Dun.
9. Delhi Library Board (Governing body of Delhi Public Library)

it may feel necessary. The Director of the Delhi Public Library who is also Secretary of the Board is appointed by the Ministry of Education. The Chairman is appointed by Education Minister. The accounts of the Board are audited by the AGCR, New Delhi.

finances, its representation is essential.

Do.

Since Govt. of India provides the entire finances and also because it has a policy to be pursued in the training of Librarians, its representative is necessary.

Ministry's representative represents the views of the Ministry on the Council of the Institute of Librarianship. Govt. of India has agreed to bear 100% of the expenditure for running the Institute for the remaining period of the 2nd Five Year Plan.

Shri Sohan AEA(SW.1)

10. Institute of Librarianship, University of Delhi, Delhi.

Singh,

Do.

The nature of Trust's work requires high powered representative of the Government.

The Trust is an autonomous body registered under the Societies Registration Act, 1860 and all funds are provided by this Ministry. The Trust has full powers of expenditure subject to, of course, the Govt's directives on matters of policy. The Secretary of the Trust

Shri K. G. Saiyidain, Secretary, Ministry of Education as Trustee.

11. National Book Trust, India.

1 2 3 4 5 6 7

will be appointed with the approval of the Govt. of India. Byelaws governing the other appointments etc. are approved by Govt. of India.

12. Advisory Committee of the Bombay Employment Office for the Physically Handicapped.

DEA(SW)

The Ministry is responsible for guiding the policy of the office. The entire funds are provided by the Ministry.

We re-imburse to the State Govt. all the expenditure incurred on this office and are responsible for guiding its policy. Unless Our representatives function on the Advisory Committee we cannot effectively discharge this responsibility. The State Govt. is also represented on the Committee. In fact the Committee has been constituted by the State Govt.

The procedure adopted by us is already rational. The representative is fully briefed whenever he attends a meeting.

13. Hindi Samiti. Shuksha 1
Adviser incharge of Hindi Division in the Ministry of Education.

(f) One representative each of the State Government/Administration of Delhi, Himachal Pradesh, Manipur and Tripura is nominated.

Question does not arise.

It is a purely advisory body and its recommendations are not binding on Government.

HINDI DIVISION

(ii) Deputy Secretary in charge of Hindi Division.

nated by the State Government/Administration concerned.
 (ii) One member of the Lok Sabha nominated by its Speaker.
 (iii) One member of the Rajya Sabha nominated by its Chairman.
 (iv) Four representatives to be nominated by the Govt. of India from leading Hindi organisations.

14. Special Advisory Committee of Experts in eight Central Schemes for propagation and development of Hindi included in the Second Five Year Plan.

Special Officer (Hindi) It is an Advisory Body constituted by the Ministry of Education.

Question does not arise.

It is a purely advisory body consisting of eminent Hindi scholars.

15. Board of Scientific Terminology. Educational Adviser to the Government of India is the Chairman of the Board.

Do.

Do.

The recommendation of the Board are not binding on the Government of India.

16. Deccan College Post Graduate Research Institute, Poona.

Shri R. P. Naik JS(II) (i) NIL

as member of (i) Council of Management of the Institute.
 (ii) Board of Editors of the Sanskrit Dictionary Deptt. (ii) this Ministry gives a recurring grant to the Institute for pre-

To vouchsafe the proper utilisation of Central grant paid to the College, this Ministry has appointed on the Council of

Management of the Institute and Board.

paration of a Sanskrit Dictionary on Historical Principles. The audited accounts and utilisation certificates are obtained as usual so far as this grant is concerned.

(i) Deputy Secretary in charge of Hindi Division.

(ii) Deputy Financial Adviser attached to the Ministry of Education as Financial Adviser.

This is an autonomous Body consisting of representatives of various voluntary Hindi organisations and renowned Hindi Scholars.

Question does not arise.

The Mandal has been formed to manage the affairs of the Kendriya Hindi Shiksha Maha vidyalaya proposed to be set up at Agra for the training of Hindi Teachers from non-Hindi Speaking States and also for research in teaching of Hindi.

HIGHER EDUCATION AND UNESCO DIVISION

18, University Grants Commission, Secretary Ministry, This is a statutory body and its functions and the appointment of members for the procedure of appointment of members has been appointed Shri K. G. Salyidin

of Education (Member).	the control which Govt. exercises over it are determined by the provisions of its Act.	Vice-Chancellor and educationists of repute. The Act does not provide for representation from State Governments.	Members of the Commission is prescribed by the Act.	as one of the members of the Commission under the clause which provides for the appointment of two members from among the officers of the Central Government to represent that Government. The other representative is Shri N. N. Wanchoo, Secretary, M/Finance (Dept. of Expenditure), Government of India.
19 University of Delhi.	Nil	This is a statutory body set up by an Act of Parliament and its functions, composition of the various authorities etc. are determined by the provisions of the Act.	The Act does not provide for representation from the State Governments.	The President in his capacity as the Visitor of the University has a power to nominate certain members on the court, the Executive Council, the Finance Committee and the Selection Committee of the University.
20 Aligarh Muslim University.	Nil	This is a statutory body set up by an Act of Parliament and its functions, composition of the various authorities etc. are determined by the provisions of the Act.	The Act does not provide for representation from the State Governments.	Do.
21 Visve-Bharti, Shantiniketan.	Nil	Do.	Do.	Do.

The President in his capacity as the Visitor of the University, is vested with certain powers e.g. (i) to cause an inspection or enquiry into the Affairs of the University (ii) to approve the Statutes of the University (iii) to exercise general control over the conduct by the Executive Council of the Administration and Academic Affairs (iv) to nominate members on the various University bodies etc.

As in Col. 4.

The Act does not provide for representation of the State Government as such, although the Governor of U.P. is the Chief Rector of the University and has the right to nominate one member of the Executive Council of the University.

This is a statutory body set up by an Act of Parliament and its functions, composition of the various authorities etc. are determined by the provisions of the Act.

Nil

22 Banaras Hindu University

It is proposed to transfer the College to some Private Educational Trust as soon as any Trust is willing to take over the College.

Since the College is situated in Delhi, the question of providing for the representative of State Governments has not been considered.

The College is managed by an autonomous Board of Administration under the Chairmanship of Secretary, Ministry of Education, Government of India.

The Ministry has the power to nominate 5 non-official members on the Board of Administration. The term of the present members has expired and fresh names are being considered. This Ministry has also nominated Deputy Ednl. Adviser (U) as a member of the Board of Administration.

23 Deshbandhu College, Kalkaji, New Delhi.

- 24 Jansia Mill, Islanah.
- The Ministry has not appointed a representative on the Governing Body so far but intends to do so. Dy. Ednl. Adviser (U) and Shri Prem Narain, Dy. Secretary, Ministry of Finance have been appointed as the Central Govt. representatives on the Finance Committee of the Institution.
- NIL
- It is an autonomous institution and is in receipt of maintenance grants from the Central Govt. which are fixed periodically on the recommendation of the Visiting Committee appointed by the Government for this purpose.
- 25 Gurukul Kangri, Haridwar.
- This institution is located in Delhi and the State Governments as such are not concerned.
- 26 Advisory Committee for institutions of Higher learning.
- Deputy Educational Adviser (U) (Member Secretary)
- Set up by Ministry of Education and all the members are nominated by the Ministry of Education.
- No. It is purely an Advisory Committee set up by the Central Govt. However, non-official educationists of repute have been nominated to serve on this Committee.
- Nominations are made on the basis of merits of the person selected, and no hard and fast rules can be laid in this regard.

Note:—In column No. 6, the existing procedure with regard to items 1 to 9 above, does not require revision. The recommendations of the Estimates Committee has been noted and suitable action would be taken in each case, when necessary.

27 Advisory Committee for the Research Centre on the Social Implications of Industrialization in Southern Asia, Calcutta.

Shri K. G. Saiyidain,
Secretary.

The Committee is composed of the representatives of the participating (14) countries in the Centre and some international organisations. India is one of the countries participating in the Centre. The Committee is regional in character and dates for its meetings and agenda are decided by UNESCO. The Government of India have no control on the Committee.

Since the Govt. of India is acting host to the Centre, it was allotted two seats on the Advisory Committee of the Research Centre and it is against that additional seat that Education Secretary was nominated. The other representative of India on the Committee is a Social Scientist. The Delegation of representation to the State Government is not possible.

It is felt that in view of the peculiar circumstances and the nature and scope of the Committees/Institutions, uniformity in the procedure etc. may not be practicable. Regarding briefs, these are prepared in the light of the Agenda of the meetings which are drawn up by UNESCO.

28 International Liaison Committee for Research Centre on the Social Implications of Industrialization in Southern Asia.

Shri K. G. Saiyidain,
Secretary.

In order to assist, collaborate and keep close liaison with the Research Centre on one hand and to advise them on matters relating to the Centre on the other hand, the Government of India have set up the National Liaison Committee for the Research Centre which consists of eminent experts. This is

Secretary is included in the National Liaison Committee by virtue of his being a Member of the Advisory Committee of the Research Centre. In view of this it does not seem practicable to delegate representation to any State Govt. etc.

Does not apply.

in fact an *ad hoc* Committee of the Research Programmes Committee of the Planning Commission which exercises control over it.

- 29 National Council for Rural Higher Education.
- 30 Standing Committee of the National Council for Rural Higher Education.

Minister—Chairman.
Secretary Vice-Chairman.
DEA(U)—Secretary.

The Council and Standing Committee are only advisory bodies whose recommendations are not binding on the Government.

Educationists from outside and from State Governments are already placed in the National Council. The Ministry's officials are on the Council and its Standing Committee as *ex-officio* members representing the interests of the Ministry of Education, and hence the question of delegation of any further power to the State Govt. Officials does not arise. The Government resolution also provides for increased membership in the Council to represent other interests/institutions and organisations if and when deemed necessary.

Does not apply.

- 31 Board of Studies for the Rural Services Diploma Course.

D.E.A. (U)

No direct control.

The State Govts. concerned, Rural Institutes and educationists are already represented on the Boards.

These Boards comprise mainly the subject-matters in Rural Institutes and empanelled educationists nominated by the National Council for Rural Higher Education, but as it has

32 Board of Studies for the Civil and Rural Engineering Diploma Course.

33 Board of Studies for the Agricultural Science Certificate Course.

In order to keep liaison between the Ministry and these Boards the presence of a representative of the Ministry on them is essential.

by the Chairman and have a special purpose of conducting the examinations. The suggestions and briefs are received either from the members or prepared by the office to obtain decisions on policy matters, appointment of paper-setters/examiners, moderation of papers and scrutiny of results. The Boards exercise complete control in these fields.

no secretariat of its own, a Section of this Ministry works for it, and the Branch Officer works as the Controller of Examinations. The transfer of this work to the National Council/Boards of Studies through its own staff is under the active consideration of this Ministry.

B—DIVISION

34 Standing Committee of the C.A.B. of Education on Basic Education. D.E.A. (B)

(i) DEA (B) is the Secretary to the Committee.

(ii) Meetings are convened only at the instance of the Ministry.

The procedure is rational.

No. It is a sub-Committee of a permanent body, namely Central Advisory Board of Education and the Ministry directly controls this body. 5 members of CAB of Education and 5 members from outside having special knowledge of Basic Education, are represented on it.

35	N.I.B.E.'s Advisory Committee.	D.E.A.(B) NIBE	Director	Director, NIBE is the Secretary. The Committee meets atleast once a year.	No. It is purely an Advisory body and is connected with a subordinate office under Central Government.	Members are nominated by Minister. No delegation or briefs are given to the members as the advisory body meets annually to review the working of the NIBE in the preceding year. The existing procedure is rational.
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SECONDARY EDUCATION DIVISION

36	Board of Governors, Lawrence School, Sanawar.	Secretary—Chairman. (Shri K. G. Saiyidain)	No control except the nomination on the Board is done by this Ministry.	Cannot be delegated as the post is held in <i>officio</i> capacity.	Does not apply.
37	Board of Administration Law-rence School, Lovedale.	Do.	Do.	..	Do.

APPENDIX II

(Vide recommendation 18)

Copy of the Ministry of Finance (Department of Economic Affairs) Office Memorandum No. F. 10(34)-B/58 dated the 15th November, 1958

OFFICE MEMORANDUM

SUBJECT:—*Twenty-fourth Report of the Estimates Committee (Second Lok Sabha) relating to the (Late) Ministry of Education & Scientific Research.*

The undersigned is directed to state that the Estimates Committee in para 29 of their above Report have observed that grants-in-aid to certain institutions have not been fully utilised and one of the reasons for this is the delay in arranging for the foreign exchange involved in the expenditure to be met from such grants. Relevant extract of the Report is reproduced below for information and such action as may be considered necessary.

"Para 29

The Committee have come across a number of instances where grants-in-aid sanctioned to various institutions have not been fully utilised year after year. The Committee do appreciate that there are many difficulties in the full utilisation of grants such as (i) delay in getting the full particulars from the institutions concerned before the grant is sanctioned, (ii) delay in getting the expenditure sanction from the Finance Ministry, and (iii) delay in getting the necessary foreign exchange, if involved in the grant etc. All the same, the Committee are of the opinion that the machinery for giving suitable grants to the various institutions should be so geared up as to ensure that there is no undue delay in giving the necessary sanction, that the grant is utilised for the purpose for which it is sanctioned and that the percentage of grant that remains unutilised, is extremely small. In regard to the difficulty of foreign exchange, the Committee are of the opinion that the accredited representative of the Ministry concerned should see to it that the necessary provision of foreign exchange required is made, before the grant-in-aid is sanctioned. In view of the general financial stringency in the Country, it is all the more necessary that the amounts sanctioned for the various grants conform to the actual requirements and are such as can be fully utilised."

To

Sd/- M. L. VARMA,
Under Secy. to the Govt. of India.

Administration Branch, N. S. Branch and M. S. P. Branch.

No. F. 10(34)-B/58

Copy to:—

Lok Sabha Secretariat (E. C. Branch)

Sd/- (M. L. VARMA),
Under Secretary to the Government of India.

APPENDIX III

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

1. Total number of recommendations made	55
2. Recommendations accepted fully by Government (<i>Vide</i> recommendations 2, 4, 8 to 11, 13, 24 to 27, 29, 31, 33 to 38, 41, 42, 44, 46 to 50, 52, 53 and 55 referred to in Chapter II)	
Number	30
Percentage to Total	54·6%
3. Recommendations accepted by Government partly or with modifications (<i>Vide</i> recommendations 3, 7, 14 to 18, 20, 30, 43, 45, 51 and 54 referred to in Chapter III)	
Number	13
Percentage to Total	23·6%
4. Recommendations not accepted by Government but replies to which have been accepted by the Committee (<i>Vide</i> recommendations 1, 5, 6, 19, 21 to 23, 32, 39 and 40 referred to in Chapter III)	
Number	10
Percentage to Total	18·2%
5. Recommendations replies to which have not been accepted by the Committee (<i>Vide</i> recommendations 12 and 28 referred to in Chapter IV)	
Number	2
Percentage to Total	3·6%