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**STANDING COMMITTEE ON FINANCE
(2015-16)**

SIXTEENTH LOK SABHA

**MINISTRY OF STATISTICS AND
PROGRAMME IMPLEMENTATION**

**DEMANDS FOR GRANTS
(2016-17)**

THIRTY-THIRD REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 2016 / Vaisakha, 1938 (Saka)

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(SIXTEENTH LOK SABHA)

MINISTRY OF STATISTICS AND
PROGRAMME IMPLEMENTATION

DEMANDS FOR GRANTS
(2016-17)

Presented to Lok Sabha on 28 April, 2016

Laid in Rajya Sabha on 28 April, 2016



LOK SABHA SECRETARIAT
NEW DELHI

April, 2016 / Vaisakha, 1938 (Saka)

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COMPOSITION OF STANDING COMMITTEE ON FINANCE – 2015-16

Dr. M. Veerappa Moily - Chairperson

MEMBERS

LOK SABHA

2. Shri S.S. Ahluwalia
3. Shri Venkatesh Babu T.G.
4. Shri Sudip Bandyopadhyay
5. Shri Nishikant Dubey
6. Shri P.C. Gaddigoudar
7. Dr. Gopalakrishnan C.
8. Shri Shyama Charan Gupta
9. Shri Chandrakant B. Khaire
10. Shri Rattan Lal Kataria
11. Shri Bhartruhari Mahtab
12. Shri Prem Das Rai
13. Shri Rayapati Sambasiva Rao
14. Prof. Saugata Roy
15. Shri Jyotiraditya M. Scindia
16. Shri Gajendra Singh Sekhawat
17. Shri Gopal Shetty
18. Shri Anil Shirole
19. Shri Shivkumar Udasi
20. Dr. Kiritbhai Solanki
21. Dr. Kirit Somaiya

RAJYA SABHA

22. Shri Naresh Agrawal
23. Vacant*
24. Shri A. Navaneethakrishnan
25. Shri Satish Chandra Misra
26. Dr. Mahendra Prasad
27. Vacant**
28. Shri C.M. Ramesh
29. Shri Ajay Sancheti
30. Shri Digvijaya Singh
31. Dr. Manmohan Singh

SECRETARIAT

- | | | | |
|----|------------------------------|---|---------------------|
| 1. | Smt. Abha Singh Yaduvanshi | - | Joint Secretary |
| 2. | Shri P.C. Tripathy | - | Director |
| 3. | Shri Ramkumar Suryanarayanan | - | Additional Director |
| 4. | Shri Preetam Prabhakar | - | Sr. Comm. Asstt. |

* Vacancy caused due to retirement of Shri K.N. Balagopal, MP from Rajya Sabha w.e.f. 2.4.2016

** Vacancy caused due to retirement of Shri Naresh Gujral, MP from Rajya Sabha w.e.f. 9.4.2016

INTRODUCTION

I, the Chairperson of the Committee on Finance, having been authorised by the Committee, present this Thirty-third Report (Sixteenth Lok Sabha) on 'Demands for Grants (2016-17)' of the Ministry of Statistics and Programme Implementation.

2. The Demands for Grants (2016-17) of the Ministry of Statistics and Programme Implementation were laid on the Table of the House on 09 March, 2016 under Rule 331E of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. The Committee took oral evidence of the representatives of the Ministry of Statistics and Programme Implementation on 30 March, 2016. The Committee wish to express their thanks to the representatives of the Ministry of Statistics and Programme Implementation for appearing before the Committee and furnishing the material and information which the Committee desired in connection with the examination of the Demands for Grants (2016-17).

4. The Committee considered and adopted this Report at their Sitting held on 26 April, 2016.

5. For facility of reference, the Observations / Recommendations of the Committee have been printed in bold at the end of the Report.

**New Delhi;
26 April, 2016
06 Vaisakha, 1938 (Saka)**

**DR. M. VEERAPPA MOILY,
Chairperson,
Standing Committee on Finance**

REPORT
PART- I
CHAPTER - I

INTRODUCTORY

1.1 The Ministry of Statistics and Programme Implementation came into existence as an Independent Ministry on 15 October, 1999 after the merger of the Department of Statistics and the Department of Programme Implementation. The Ministry has two wings, one relating to Statistics and other Programme Implementation.

1.2 The Statistics Wing, called the National Statistics Office (NSO), consists of the Central Statistics Office (CSO) and the National Sample Survey Office (NSSO).

1.3 The Programme Implementation Wing has three Divisions, namely, (I) Twenty Point Programme (ii) Infrastructure Monitoring and Project Monitoring and (iii) Member of Parliament Local Area Development Scheme.

1.4 Besides these two wings, there is National Statistical Commission created through a Resolution of Government of India and one autonomous Institute, viz., Indian Statistical Institute declared as an institute of National importance by an Act of Parliament.

1.5 The Ministry of Statistics and Programme Implementation attaches considerable importance to coverage and quality aspects of statistics released in the country. The statistics released are based on administrative sources, surveys and censuses conducted by the Centre and State Governments and non-official sources and studies. The surveys conducted by the Ministry are based on scientific sampling methods. Field data are collected through dedicated field staff.

1.6 In line with the emphasis on the quality of statistics released by the Ministry, the methodological issues concerning the compilation of statistics are overseen by Committees like Advisory Committee on National Accounts, Standing Committee on Industrial Statistics, Technical Advisory Committee on Statistics of Prices and Cost of Living (TAC on SPCL), etc. The Ministry compiles datasets based on current data, after applying standard statistical techniques and extensive scrutiny and supervision.

1.7 India is a subscriber to the International Monetary Fund's (IMF) Special Data Dissemination Standards (SDDS) and is currently fulfilling its Standards. The Ministry maintains an 'Advance Release Calendar' for its data categories covered under the SDDS, which is disseminated on the Ministry's website as well as on the Dissemination

Standards Bulletin Board ([DSBB](#)) of the IMF. The Ministry releases the datasets covered under the Real Sector of SDDS through press notes and its web-site simultaneously.

1.8 The Ministry has been designated as the nodal Ministry to facilitate the implementation of the SAARC Social Charter in India. The Ministry organizes technical meetings on a regular basis on various topics to assess the data-gaps in the system and the quality of statistics currently released.

1.9 The CSO staff participates in meetings and seminars organized by international and regional organizations such as the United Nations Economic and Social Commission for Asia and the Pacific, on statistical compilations and international practices. The Ministry's officials have been associated with international agencies on the development of methodologies, particularly in the areas of national accounts, informal sector statistics, large-scale sample surveys, conduct of censuses, service sector statistics, non-observed economy, social sector statistics, environmental statistics and classifications. The contribution of the Ministry's officials in international meetings on these subjects is highly appreciated.

1.10 **The National Statistics Office (NSO):**

- (i) Acts as the nodal agency for planned development of the statistical system in the country, lays down and maintains norms and standards in the field of statistics, involving concepts and definitions, methodology of data collection, processing of data and dissemination of results;
- (ii) Coordinates the statistical work in respect of the Ministries/Departments of the Government of India and State Directorates of Economics & Statistics (DES) advises the Ministries/Departments of the Government of India and also DESs on statistical methodology and on statistical analysis of data;
- (iii) Prepares national accounts as well as publishes annual estimates of national product, government and private consumption expenditure, capital formation, savings, estimates of capital stock and consumption of fixed capital, as also the state level gross capital formation of supra-regional sectors and prepares comparable estimates of State Domestic Product (SDP) at current prices;
- (iv) Maintains liaison with international statistical organizations, such as, the United Nations Statistical Division (UNSD), the Economic and Social Commission for Asia and the Pacific (ESCAP), the Statistical Institute for Asia and the Pacific (SIAP), the International Monetary Fund (IMF), the

Asian Development Bank (ADB), the Food and Agriculture Organization (FAO), the International Labour Organization (ILO), etc.

- (v) Compiles and releases the Index of Industrial Production (IIP) every month in the form of 'quick estimates'; conducts the Annual Survey of Industries (ASI); and provides statistical information to assess and evaluate the changes in the growth, composition and structure of the organized manufacturing sector;
- (vi) Organizes and conducts periodic all-India Economic Censuses and follow-up enterprise surveys, provides an in-house facility to process the data collected through various socio-economic surveys and follow-up enterprise surveys of Economic Censuses;
- (vii) Examines the survey reports from the technical angle and evaluates the sampling design including survey feasibility studies in respect of surveys conducted by the National Sample Survey Organization and other Central Ministries and Departments;
- (viii) Conducts large scale all-India sample surveys for creating the database needed for studying the impact of specific problems for the benefit of different population groups in diverse socio-economic areas, such as employment, consumer expenditure, housing and environment, literacy levels, health, nutrition, tourism, family welfare, etc;
- (ix) Dissemination of statistical information on various aspects through a number of publications distributed to Government, semi-Government, or private data users/ agencies; and disseminates data, on request, to the United Nations agencies like the UNSD, the ESCAP, the ILO and other international agencies;
- (x) Releases grants-in-aid to registered Non-Governmental Organizations and research institutions of repute for undertaking special studies or surveys, printing of statistical reports, and financing seminars, workshops and conferences relating to different subject areas of official statistics; and
- (xi) Organising in-service and induction courses to build the capacity of not only Central and State personnel but also international statisticians.

1.11 Programme Implementation Wing :

The Programme Implementation Wing have three functioning divisions namely Twenty Point Programme Division, Infrastructure and Project Monitoring Division and the MP Local Area Development Scheme Division.

(a) Monitoring of the Twenty Point Programme (TPP):

The 20 Point Programme Division monitors the progress on the implementation of TPP – 86 and evaluates the progress at macro level. The Management Information System developed by the Division consists of Monthly progress Report (MPR) and Half Yearly Progress Report (HYPR). The MPR covers achievements during each month against pre-set physical targets of carefully selected 20 items which have a direct and crucial bearing on the life and standard of living of the deprived and under privileged classes and those of living below the poverty line. The HYPR on all items indicates both the qualitative and quantitative aspects of performance in implementation of the programme which is aimed at elimination of poverty and improving the quality of life of the people, specially the under privileged and below the poverty line.

(b) Infrastructure and Project Monitoring Division (IPMD):

The IPMD Infrastructure and Project Monitoring Division monitors and facilitates the implementation of the projects costing Rs. 150 crores and above in the Central Sector. The important activities of this Division include (a) bringing out periodical reports, review notes, remedial measures and facilitating solution for problems of the projects (b) while all projects are monitored at a quarterly basis, major projects costing between Rs. 150 crores and Rs. 1000 crores and mega projects costing over Rs. 1000 crores are monitored on a monthly basis through flash report system. On the basis of the reports from Ministries / Departments, “Flash Report on Mega Project” for all projects costing above Rs. 1000 crores is drawn up before the end of each month. (c) The division assists (i) the public investment board by providing critical appraisal of the state of preparedness of projects, (ii) Committee of Secretaries by apprising the COS of the constraints and implementation and action taken or initiated by various agencies on its directions and (iii) Cabinet Committee on Investment etc.

The IPMD also collects relevant statistics of production and productivity from concerned Ministries / Department and compiles and analyses the information in the form of Monthly Progress Reports. This Division is entrusted with the monitoring of performance of the country's 11-key infrastructure sectors, namely, power, coal, steel, railways, telecommunication, ports, fertilisers, cement, petroleum and natural gas, roads and civil aviation. The performance of these sectors are analysed with reference to the

targets for the month / period for submission and intimated to the Prime Minister's office and the Cabinet Secretariat.

With a view to putting in place an institutional mechanism to track stalled investment Projects, both in the Public and Private sectors, and to remove implementation bottlenecks in these Projects, a Cell in the nature of Project Monitoring Group (PMG) has been set up in the Cabinet Secretariat for all large (Rs. 1,000 crore and above) Projects, both Public and Private, since June 2013. The PMG has been set up to remove bottlenecks in the Projects at the time of initiation and during pre-execution stage of both Public & Private Sector Projects.

1.12 The time over run has been indicated as the reason for 86.88% of cost over run of the projects monitored by Ministry. In Road Transport & Highways, the cases are pending due to many un-settled issues between developers and the government of India. On being asked what steps the Government of India was taking to resolve these issues, the Ministry in their post-evidence reply have stated :

- i. " The time overruns has *inter alia* been indicated as one of the reasons for cost overruns (due to inflation cost etc) in the projects by the Project Implementing Agencies.
- ii. The information regarding the cases which are pending due to un-settled issues between contractor and the state government are not maintained by the MoSPI.
- iii. MoSPI has no direct role in facilitating the settlement of un-settled issues between contractor and state government.
- iv. The basic objective of this Ministry's reports is to provide integrated single access for all the projects cutting across the Ministries and the Sectors. The preparation of analytical monthly/ quarterly reports by MoSPI in no manner precludes or substitutes or dilutes the essential responsibility of the administrative Ministries for detailed in-depth continuous monitoring of their projects.
- v. The administrative Ministries and the project implementing agencies concerned have the necessary wherewithal to undertake the detailed critical analysis and remedial measures".

1.13 The project monitoring is undertaken by the Ministry, PMO and Cabinet Secretariat and still there is delay in completion of the projects ranging from 1 month to 261 months. On being asked about the coordination mechanism between the Ministry, PMO and Cabinet Secretariat, the Ministry in their post-evidence reply stated as thus :

- i. "MoSPI monitors Central Sector Infrastructure Projects costing Rs.150 crore and above on time and cost overruns on the basis of information provided by project implementing agencies. MoSPI flags the projects showing time and cost overrun to the concerned administrative Ministries, PMO and Cabinet Secretariat for taking appropriate remedial measures. MoSPI along with Cabinet Secretariat and other concerned administrative Ministries participate in the review meeting convened by PMO for the stalled projects from time to time.
- ii. The Project Monitoring Group (PMG) in the PMO is an institutional mechanism for fast tracking the stalled infrastructure projects costing Rs. 1000 crore and above, both in the public and private sectors, prior to and subsequent to approval, by removing implementation bottlenecks and expediting decision-making. PMG has been facilitating resolution of issues of projects brought on the portal of PMG by the project proponents. Once projects/issues are accepted for consideration by the PMG, a tripartite meeting is arranged involving the project proponents also. The decisions are taken by the authorities concerned in the light of relevant rules/regulations on the subject.
- iii. The PMO also monitors the progress of various infrastructure projects including the stalled projects by convening meetings at different levels from time to time. A programme namely PRAGATI (Pro-Active Governance and Timely Implementation) has also been initiated by PMO to monitor the projects/scheme. This is a three tier (PMO, GoI Secretaries and Chief Secretaries of States) IT based redressal and monitoring system where Hon'ble Prime Minister interacts through Video-Conferencing on various issues".

(c) Member of Parliament Local Area Development Scheme (MPLADS):

The MP local Area Development Scheme Division was created during 1994. The Programme Implementation Wing of the Ministry of Statistics and Programme Implementation is responsible for the implementation and monitoring of the MP Local Area Development Scheme.

1.14 Administration Division inter-alia

- a. Functions as the Cadre Controlling Authority to manage the Indian Statistical Service and Subordinate Statistical Service including matters like training, career and manpower planning besides providing services to NSO and PI Wing; and
- b. Acts as the nodal Ministry for the Indian Statistical Institute and ensures its functioning in accordance with the provisions of the Indian Statistical Institute Act, 1959 (57 of 1959).

National Statistical Commission

1.15 The Government of India in a resolution dated 1st June, 2005 with the approval of the Cabinet, has set up a National Statistical Commission (NSC) in the Ministry of Statistics and Programme Implementation. The main functions of the Commission is to evolve strategies for improving the statistical system of the country, besides serving as a nodal and empowered body for all core statistical activities of the country and evolving, monitoring and enforcing statistical priorities and standards. The Commission has four part-time members. The Secretary, NITI Aayog is an ex-officio member and the Chief Statistician of India is the Secretary of the Commission.

1.16 The proposed statutory backing to the National Statistical Commission provides inter alia constituting the Commission as a body corporate, with adequate financial independence, responsible to the Parliament, which will regulate on core statistics and advise Government on all matters relating to official statistics, to ensure independence of the official statistical system and public trust in statistics.

1.17 **Objectives**

Broadly, the objectives of the Ministry are to:

- i. To make available data/statistics on some key parameters to Planners and Policy makers in Government and outside;
- ii. To improve the quality and reliability of existing data sets, and to reduce the time lag in bringing out statistics;
- iii. To make available new data sets on emerging fields to meet the demand of policy makers and planners;
- iv. To implement and monitor the Member of Parliament Local Area Development Scheme (MPLADS);
- v. To monitor central projects of Rs. 150 crores and above, and release regular reports;

1.18 Since its inception in 1950, National Sample Survey Office (NSSO), is responsible for conducting large scale nation-wide sample surveys for generating statistics for bridging the data gaps on varied socio-economic aspects, crucial for planning, policy formulation and informed decision making. Primary data is collected regularly through nation-wide household surveys. The National Sample Survey Office (NSSO) headed by the Director General and Chief Executive Officer (DG&CEO) conducts nation-wide sample surveys on various socio-economic aspects, provides technical guidance to states in the field of agricultural statistics for conducting crop area

and yield estimation surveys under the Improvement of Crop Statistics (ICS) Scheme, undertakes the field work relating to Annual Survey of Industries (ASI) and collects monthly retail prices. NSSO functions under the overall direction of National Statistics Commission (NSC) with requisite independence and autonomy in the matter of collection, processing and publication of NSS data. It also maintains and updates frame of urban area units for use in sample surveys in urban areas.

1.19 The NSSO has four divisions, namely (i) Survey Design & Research Division (SDRD), (ii) Field Operations Division (FOD), (iii) Data Processing Division (DPD) and (iv) Coordination & Publication Division (CPD). Each Division is headed by Additional Director General except the Coordination & Publication Division, which is headed by a Deputy Director General. The Survey Design and Research Division (SDRD) based at Kolkata is responsible for planning of the survey, formulation of concepts, definitions and sample design, designing of schedules of enquiry, preparation of field instructions, data scrutiny instruments and preparation of reports based on survey results. The Field Operations Division (FOD) with its headquarters at Delhi / Faridabad (for Agricultural Wing) has a network of 6 Zonal Offices located at Bangalore, Guwahati, Jaipur, Kolkata, Lucknow and Nagpur, 49 Regional Offices and 118 Sub-Regional Offices spread throughout the country. FOD is responsible for capacity development of field functionaries and collection of primary data under various socio-economic surveys undertaken by the NSSO and the Ministry. The Data Processing Division (DPD) with its headquarters at Kolkata has Data Processing Centres located at Ahmedabad, Bangalore, Delhi, Giridih, Kolkata and Nagpur. DPD is entrusted with the responsibilities of sample selection, software development, processing and tabulation of data collected under various socio-economic surveys conducted by the NSSO. The Coordination and Publication Division (CPD) located at Delhi acts as the secretariat of the DG&CEO, NSSO. Apart from coordinating the activities of different Divisions of NSSO, the CPD also brings out a technical journal entitled 'Sarvekshana'.

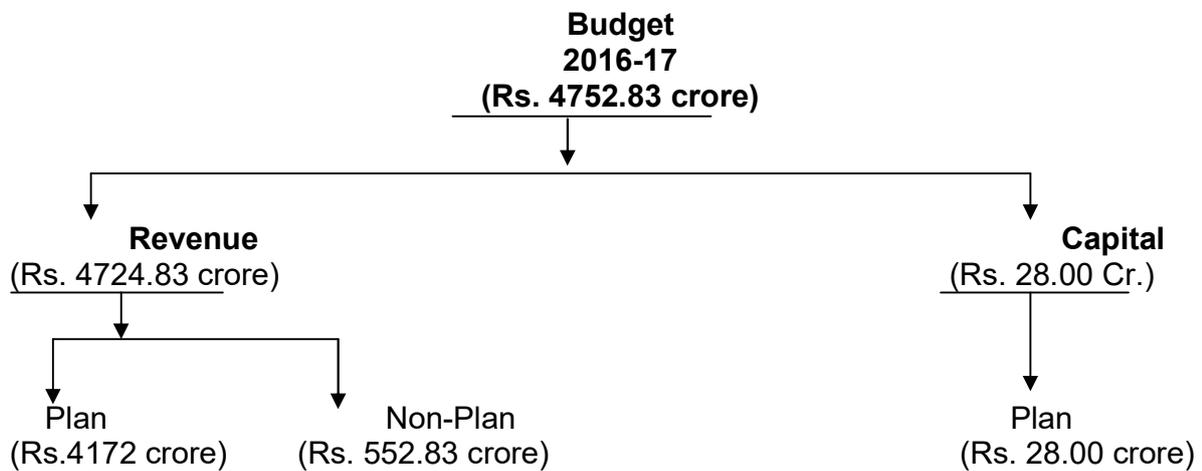
1.20 Results of NSSO surveys are brought out in the form of NSS reports. Besides release of the Unit Level Data of NSS 71st Round on "Social Consumption : Education and Health" in June, 2015.

1.21 To ensure that estimates given by the NSSO are reliable, NSSO adopts appropriate scientific methods in conducting the survey. For each NSS Round, a Working Group comprising of eminent economists, statisticians and other experts is appointed to oversee the development of survey instruments, data processing instruments and also checking the reliability of survey results presented in NSS Reports. The results of the NSSO surveys are duly approved by the National Statistical Commission (NSC) before the release.

CHAPTER- II
Budgetary allocation

Budget 2016 – 2017

2.1 The Demands for Grants under Demand No. 85 for the Ministry includes a budget proposal of Rs. 4752.83 crore for the year 2016-17. The demand under Revenue is Rs. 4724.83 crore and under Capital is Rs. 28.00 crore. The Ministry proposes to undertake three Plan Schemes (including MPLADS) with an estimated outlay of Rs. 4172.00 crore under Plan Revenue and Rs. 28.00 crore under Plan Capital.



A statement showing Budget Estimates, Revised Estimates and Actuals for 2013-14, 2014-15 and 2015-16 (Expenditure upto December, 2015) and Budget Estimates for 2016-17 both under Plan and Non-Plan are given hereunder :

(Rs. in lakhs)

	2013-14			2014-15			2015-16			2016-17
	BE	RE	Actual	BE	RE	Actual	BE	RE	Expenditure upto December, 2015	BE
Non-Plan (Total MOSPI) (%ge change)	36,568.00	40,768.00	40,801.39	44,588.00 (21.9%)	43,008.00 (5.5%)	45,198.03 (10.8%)	47,437.00 (6.4%)	48,103.00 (11.8%)	38,246.00 (-15.4%)	55,283.00 (16.5%)
Plan (Without MPLADS)	63,100.00	59,500.00	49,835.72	52,800.00	30,932.00	26,680.32	40,250.00	20,004.00	12,953.31	25,000.00
(%ge change)				-(16.3%)	-(48.0%)	-(46.5%)	-(23.8%)	-(35.3%)	-(51.4%)	-(37.9%)
TOTAL (Plan + NP) without MPLADS	99,668.00	1,00,268.00	90,637.11	97,388.00	73,940.00	71,878.35	87,687.00	68,107.00	51,199.31	80,283.00
(%ge change)				-(2.3%)	-(26.3%)	-(20.7%)	-(10.0%)	-(7.9%)	-(28.8%)	-(8.4%)
MPLADS	3,95,500.00	3,95,500.00	3,93,700.00	3,95,000.00	3,95,000.00	3,35,000.00	3,95,000.00	3,95,000.00	2,56,450.00	3,95,000.00
(%ge change)				-(0.1%)	-(0.1%)	-(14.9%)	(0.0%)	(0.0%)	-(23.4%)	(0.0%)
TOTAL Plan including MPLADS	4,58,600.00	4,55,000.00	4,43,535.72	4,47,800.00	4,25,932.00	3,61,680.32	4,35,250.00	4,15,004.00	2,69,403.31	4,20,000.00
(%ge change)				-(2.4%)	-(6.4%)	-(18.5%)	-(2.8%)	-(2.6%)	-(25.5%)	-(3.5%)
G. TOTAL MOSPI (Plan + NP)	4,95,168.00	4,95,768.00	4,84,337.11	4,92,388.00	4,68,940.00	4,06,878.35	4,82,687.00	4,63,107.00	3,07,649.31	4,75,283.00
(%ge change)				-(0.6%)	-(5.4%)	-(16.0%)	-(2.0%)	-(1.2%)	-(24.4%)	-(1.5%)

Note : %ge increase (+) / decrease (-) has been calculated using figures of the current year over the corresponding figure of previous year.

NON-PLAN 2016-17

2.2 The Ministry's Non-Plan budget of Rs. 552.83 crore in 2016-17 is primarily salary oriented as the major function of the Statistics Wing (NSO) is to conduct surveys, collect, analyses and disseminate data, which is a staff intensive function.

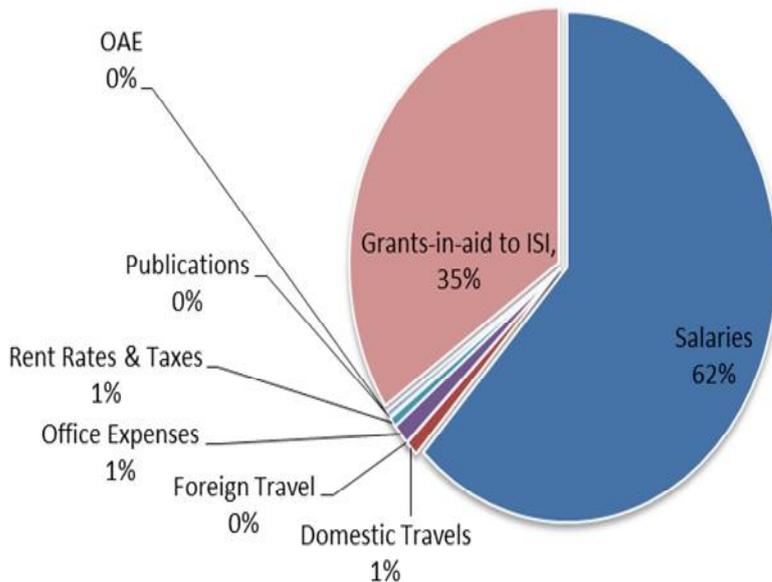
The major components of the Non-Plan budget for the Ministry during 2016-2017 are given below:

<u>Object Head</u> <u>Budget</u>	<u>Budget</u>	<u>% of total Non-Plan</u>
Salaries	Rs. 34007.44 lakh	61.52 %
Domestic Travels	Rs. 543.69 lakh	0.98 %
Foreign Travel	Rs.16.47 lakh	0.03 %
Office Expenses	Rs. 729.94 lakh	1.32 %
Rent Rates & Taxes	Rs. 347.23 lakh	0.63 %
Publications	Rs. 46.10 lakh	0.08 %
OAE	Rs. 225.24 lakh	0.41 %
Grants-in-aid to ISI, Kolkata	Rs. 18881.10 lakh	34.15 %
Others	Rs. 485.79 lakh	0.88 %

Pictorial depiction:

Object head wise Non-Plan Budget allocation

2016-17



2.3 The Indian Statistical Institute (ISI) is engaged in conducting integrated programme of research, training and practical application of statistics in different disciplines through a large number of projects. By an Act of Parliament, known as the ISI Act (No. 57) of 1959, the Institute was declared as an 'Institute of National Importance' and was conferred with the right to hold examinations and grant degrees and diplomas in statistics and allied disciplines. By the 'Indian Statistical Institute (Amendment) Act 1995', the Institute has also been empowered to conduct courses, besides statistics, in Mathematics, Quantitative Economics, Computer Science and other subjects related to Statistics. Grants-in-aid to ISI are released on the basis of the recommendations of a Statutory Committee set up under Section 8(1) of the ISI Act. From the budget of the Ministry, an amount of Rs. 18,881.10 lakh has been kept as grants-in-aid to the Institute, as Non Plan allocation during 2016-17.

2.4 National Statistical Commission Non-Plan budget for the year 2016-17 has been kept at Rs. 1.33 crore.

2.5 Trend of Non-Plan expenditure indicates an increase in expenditure from Rs. 481.03 crore in 2015-16 (RE) to Rs. 552.83 crore (BE) during 2016-17 indicating an increase of **14.93%**.

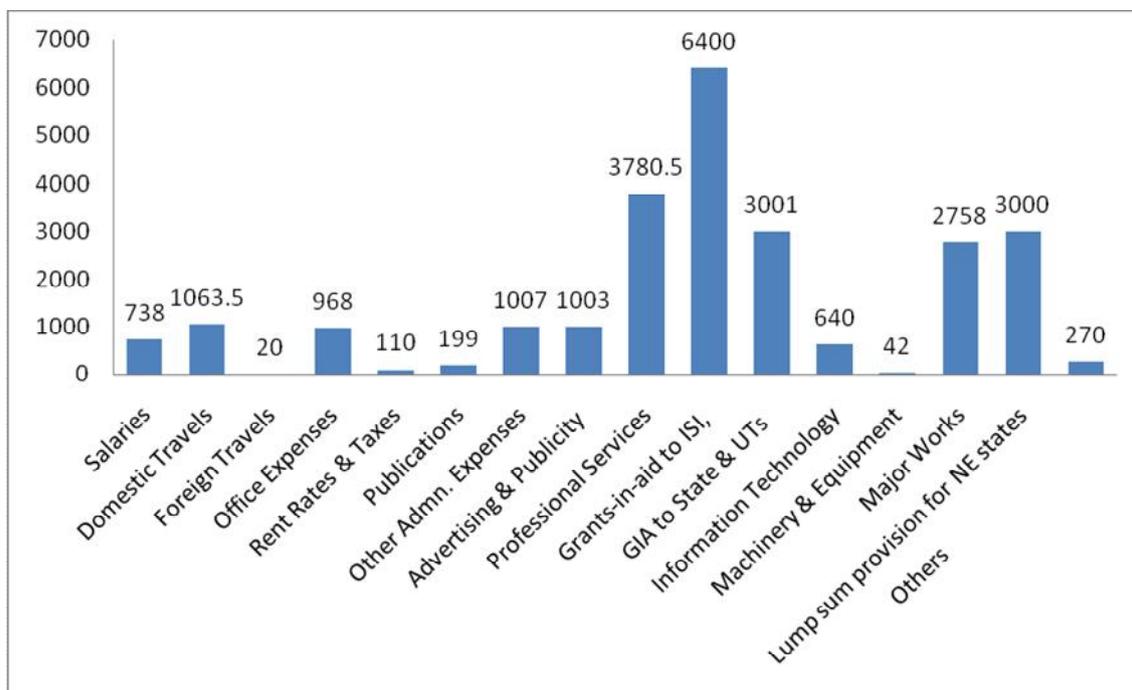
PLAN 2016-17

2.6 The Plan budget proposal in 2016-17 is Rs. 4200.00 crore to be spent on MPLAD Scheme and other Plan Schemes. MPLAD Scheme has a budget provision of Rs. 3950.00 crore which is 94.05% of total Plan outlay of Ministry. Out of Rs. 250.00 crore for other Plan Schemes, the major components of expenditure are as follows:

<u>Object Head</u>	<u>Budget</u>	<u>% of total Plan Budget of Rs. 250.00 Cr.</u>
Salaries	Rs. 738.00 lakh	2.95 %
Domestic Travels	Rs. 1063.50 lakh	4.25 %
Foreign Travels	Rs. 20.00 lakh	0.08 %
Office Expenses	Rs. 968.00 lakh	3.87 %
Rent Rates & Taxes	Rs. 110.00 lakh	0.44%
Publications	Rs. 199.00 lakh	0.80%
Other Admn. Expenses		Rs. 1007.00 lakh 4.03 %
Advertising & Publicity	Rs.1003.00 lakh	4.01 %
Professional Services	Rs. 3780.50 lakh	15.12 %
Grants-in-aid to ISI,	Rs. 6400.00 lakh	25.60 %
GIA to State & UTs	Rs. 3001.00 lakh	12.00%
Information Technology	Rs. 640.00 lakh	2.56 %
Machinery & Equipment	Rs. 42.00 lakh	0.17 %
Major Works	Rs. 2758.00 lakh	11.03 %
Lump sum provision for NE States	Rs. 3000.00 lakh	12.00 %
Others	Rs. 270.00 lakh	1.08 %

Pictorial depiction:

Plan Budget allocation 2015-16



2.7 Grants-in-aid: The proposed outlay under grants-in-aid during 2016-17 is Rs. 4055.30 crore which includes i) Rs. 3950.00 crore for MPLAD Scheme, ii) Rs. 80.00 crore for ISI Kolkata for its Plan Schemes, iii) Rs. 25.00 crore for Support for Statistical Strengthening v) Rs. 0.30 crore for – Capacity Development.

2.8 Ministry initiated with five plan scheme in the XIIth Five Year including MPLAD (the plan Strengthening Monitoring and Evaluation for Projects and Programmes has been merged with Capacity Development from the financial year 2015-16) and from the financial year 2014-15, two centrally sponsored schemes namely ISSP and BSLLD have been merged together and rename as Support for Statistical Strengthening Project. Based on advise of Secretary (Expenditure) regarding rationalization of schemes by merging relatively small schemes into a logical large schematic framework, the Plan Schemes 'Economic Census' and 'Support for Statistical Strengthening' were merged with Plan Scheme 'Capacity Development', therefore, presently the Ministry is having only 3 Plan Schemes namely, Capacity Development, Grant-in-Aid to ISI and MPLADS. Economic Census and Support for Statistical Strengthening

are the sub-schemes of the Plan Scheme Capacity Development subsequent to rationalization. Information on the Plan provision (BE, RE and Actuals) during 2012-13, 2013-14, 2014-15 and 2015-16 of XIIth Five Year Plan are elucidated in the following statement :

MINISTRY OF STATISTICS AND PROGRAMME IMPLEMENTATION
Plan Scheme-wise allocation of BE, RE & Actual Expenditure 2013-14, 2014-15, 2015-16 and 2016-17
(Plan Schemes only)

Sl. No.	Name of the plan scheme	11th Plan Outlay (2007-12) (Rs. in Crore)	(Rs. in Lakhs)							
			2013-14	2014-15			2015-16			2016-17
			Actual expenditure	BE	RE	Actual expenditure	BE	RE	Expected Expenditure	BE
Centrally Sponsored Schemes (1+2):										
1	# Basic Statistics for Local Level Development	*								
2	# India Statistical Strengthening Project (Modernisation of Statistical System in India)	*	2,511.73	10,000.00	2,000.00	1,511.58	5,000.00	4,000.00	4,000.00	-
Central Sector Schemes (3 to 8):										
3	Capacity Development	364.50	7,996.79	15,300.00	10,500.00	9,184.96	11,250.00	9,604.00	9,604.00	17,000.00
4	Sixth Economic Census**	91.00	35,143.75	14,000.00	12,070.00	11,361.45	10,000.00	1,100.00	1,100.00	-
	Total NSO (1 to 4)	455.50	45,652.27	39,300.00	24,570.00	22,057.99	26,250.00	14,704.00	14,704.00	17,000.00
5	Grant in aid to ISI	120.00	3,865.82	12,500.00	5,853.00	4,485.80	14,000.00	5,300.00	5,300.00	8,000.00
P.I. Wing										
6	Strengthening, Monitoring and Evaluation for Projects & Programmes*	18.50	317.63	1,000.00	509.00	136.53	-	-	-	-
	Total MOSPI (without MPLADS)	594.00	49,835.72	52,800.00	30,932.00	26,680.32	40,250.00	20,004.00	20,004.00	25,000.00
7	MPLADS		393,700.00	395,000.00	395,000.00	335,000.00	395,000.00	395,000.00	365,700.00	395,000.00
	Grand Plan Total (MOSPI)	594.00	443,535.72	447,800.00	425,932.00	361,680.32	435,250.00	415,004.00	385,704.00	420,000.00

ISSP and BSLLD merged and became Support for Statistical Strengthening from the year 2014-15.

* The Scheme 'Strengthening, Monitoring and Evaluation for Projects & Programmes' has been merged with the Plan Scheme Capacity Development w.e.f. 2015-16

** Support for Statistical Strengthening and Economic Census have become the Sub Scheme of Capacity Development with effect from 2016-17. Therefore the Ministry will have two Plan Schemes namely "Capacity Development" and "Grant-in-Aid to ISI", in addition to MPLADS.

2.9 Plans schemes being implemented during the 12th Five Year Plan (2012-17)

To implement the mandate given to the Ministry, and to fulfill its objectives, the Ministry has been operating the following five Plan Schemes during the 12th Five Year Plan (2012-17), besides Members of Parliament Local Area Development Scheme (MPLADS).

A. Central Sector Schemes

- (i) Capacity Development
- (ii) Economic Census
- (iii) Strengthening, Monitoring & Evaluation of Projects/Programmes*
- (iv) Grant-in-aid to Indian Statistical Institute (ISI)

*Strengthening Monitoring and Evaluation for Projects and Programmes has been merged with Capacity Development from the financial year 2015-16.

B. Centrally Sponsored Schemes:

- (i) Support for Statistical Strengthening (SSS)

The India Statistical Strengthening Project (ISSP) and Basic Statistics for Local Level Development (BSLLD) –Pilot, have been merged as one scheme, in the Annual Plan 2014-15 based on the Planning Commission O.M. No. M-12043/03/2013-PC, dated July 11th, 2013. The two schemes operated separately upto 2013-14.

C. However, after rationalization of Plan Schemes by Ministry of Finance, the Schemes 'Economic Census' and 'Support for Statistical Strengthening' have been merged with the Plan Scheme 'Capacity Development' and categorized as the Sub-Schemes of 'Capacity Development'. Therefore, the Ministry is implementing following two Plan Schemes at present (in addition to MPLADS):

- (i) Capacity Development
- (ii) Grant-in-aid to Indian Statistical Institute (ISI)

New Programmes during Current Fiscal

2.10 *When asked about the new programmes being initiated by the Ministry during this fiscal and which ongoing project of the Ministry have been subsumed by other project, the Ministry in their written reply have submitted that no new programmes are being initiated. In view of the rationalization exercise undertaken by the Ministry of Finance to increase efficiency and enhance performance in the implementation of Expenditure Budget, the number of schemes of the Ministry has been brought down to two Central Sector Schemes:*

- (i) Capacity Development

(ii) Grant-in-aid to Indian Statistical Institute (ISI)

Given the importance of strengthening statistical systems in the country, SSS scheme will also be a Central Sector Scheme and has been merged with Capacity Development Scheme.

2.11 The Member of Parliament Local Area Development Scheme (MPLADS) is in operation since 23rd December, 1993. Under this scheme, the Members of Parliament (LS&RS both) have a choice to recommend to the concerned District Collector(s) works of capital nature to the tune of Rs. 5 crore per year to be taken up in their respective constituencies/States for creation of durable assets based on local needs. The amount is released by MPLAD Division in two installments every year. Since funds under the scheme are non-lapsable, funds earmarked for a financial year, if not released during a particular year, are carried forward to the next financial year(s). The District Authorities execute development works on the recommendation of Member of Parliament in accordance with the extant guidelines prescribed by the Government.

2.12 When asked why the Ministry restrict the release of fund to the District Authority in light of the fact that the fund under MPLADS are non- lapsable, the Ministry in their post-evidence reply stated as thus :

"The MPLADS funds are released on submission of prescribed documents and certifications by the District Authority, however the Guidelines on MPLADS provide that each MP can recommend works up to his entitlement for the year. The District Authority can sanction the eligible works without waiting for the funds from the Central Government which are non- lapsable. This ensures that there is no delay in implementation of the Scheme. The release of funds is not restricted by the Ministry. However, the funds can be released subject to the conditions mentioned in para 4.3 of the Guidelines".

2.13 When enquired about the frequent changes in MPLADS guidelines, the Ministry in their post-evidence reply stated as under :

"The established convention is that the guidelines are modified from time to time with the approval of Hon'ble Minister of Statistics & Programme Implementation, inter-alia on the basis of feedback from MPs, State, District Authorities etc., recommendations and advice of two Parliamentary Committees on MPLADS, C & AG / PAC, internal examinations and discussions in the Ministry etc. in order to improve the design and implementation of the Scheme.

Para 6.3 (i) of the Guidelines on MPLADS provides that:

“A committee under the Chairmanship of the Chief Secretary/Development Commissioner/Additional Chief Secretary should review MPLADS implementation progress with the District Authorities and MPs at least once in a year. The Nodal Department Secretary and other Administrative Department Secretaries should also participate in such meetings. State/UT Government should furnish the minutes of the State/District Monitoring Committee meetings to the Ministry of Statistics and Programme Implementation.” The Ministry regularly follows up with the State Governments to regularly conduct review meetings”.

Capacity Development

2.14 The National Statistical Commission (NSC) under the Chairmanship of Dr. C. Rangarajan recommended measures to correct the deficiencies and revamp the statistical system to generate timely and reliable statistics for the purpose of policy and planning in Government at different levels of administrative structure. Some of the NSC recommendations have already been implemented. However, many of the recommendations are still to be implemented. The Plan Scheme 'Capacity Development' in the 12th Five Year Plan has been prepared with a view to implementing the remaining NSC recommendations.

Major Components of the scheme of Capacity Development:

- A. Improvement of National Accounts Statistics
- B. Improvements in Price Statistics
- C. Improving Social, Environment and Allied Statistics : Major sub-components
 - a. Social Statistics
 - b. Environment Statistics
 - c. Research, Awards and Fellowship for Statistical Capacity Building
- D. Improving the Economic Sector Statistics
- E. Training / Capacity Building of Statistical Personnel in Official Statistics
- F. Strengthening of Coordination with Central and State Statistical Organizations
- G. Addition / Alteration and Modernization of Office Buildings
- H. Strengthening of Computer Centre*
- I. Strengthening of Survey Capabilities of NSSO

Objectives

The broad objectives of this composite scheme are:-

- i. To make available data / statistics on key parameters to planners and policy makers in Government and outside;
- ii. To improve the quality, coverage and timeliness of National and State Accounts Statistics. Compilation of the accounts of Non-Profit Institutions (NPIs) as per the guidelines provided in the UN Handbook on Non-Profit Institutions in the System of National Accounts;
- iii. To improve the quality, coverage and timeliness of Social, Environment and Allied Statistics; Price Statistics; and Economic Statistics;
- iv. To make available new data sets on emerging fields to meet the demand of policy makers and planners;
- v. Training and human resources development in official statistics, including management of National Statistical Systems Training Academy (NSSTA) for capacity building in production, organization and management of official statistics;
- vi. To ensure better and intense coordination with the Central and State Statistical Organizations for timely, reliable and credible socio-economic statistics;
- vii. To strengthen the National Sample Survey Office (NSSO) for undertaking various sample surveys ; and
- viii. To provide conducive office environment to officers and staff of MOSPI for bringing improvement in efficiency.
- ix. Strengthening Monitoring and Evaluation for Projects and Programmes has been merged with Capacity Development from the financial year 2015-16. The objective of this scheme is to improve the quality of project formulation, appraisal and implementation and also enhance the information flow through the use of IT is envisaged. While initially the scheme focused on activities relating to project implementation, later it was broad based to include the activities relating to evaluation and appraisal of the schemes forming part of the Twenty Point Programme and later also encompassed training for District/State officials and physical monitoring through 3rd party of the MPLAD Scheme. The Scheme is now strengthening the Institutional Development and Capacity Building & Monitoring aspects of all the three Divisions of the PI Wing and training activities, monitoring/evaluation/studies, obtaining information online/IT improvement activities etc. The Scheme is

increasingly becoming vital for successful implementation of the MPLADS and the TPP Schemes, and for the activities of Infrastructure Project Monitoring.

2.15 When enquired as to what specific initiatives were being taken under the Capacity Development Programme, the Ministry in their written reply stated :-

"From 2016-17, the centrally sponsored schemes SSS and Economic Census have been merged with the Central Sector Scheme Capacity Development. Allocation for Capacity Development Scheme (after excluding the provision for SSS and EC from CD for 2016-17) is as below:

BE 2015-16: Rs.112.50 crore

RE 2015-16: Rs. 96.04 crore

BE 2016-17: Rs. 134.49 crore

Construction of office buildings, opening of new offices and initiating new activities under the Capacity Development scheme got delayed due to getting requisite approvals and hence RE was reduced to Rs.96.04 crore. For the year 2016-17, though the requirement for the scheme is much more, Rs. 134.49 crore only could be provided due to overall reduced outlay provided for the Ministry of Statistics & PI by the Ministry of Finance".

Grant-in-Aid to ISI

2.16 The Indian Statistical Institute (ISI) is engaged in conducting integrated programme of research, training and practical application of statistics in different disciplines through a large number of projects. By an Act of Parliament, known as the ISI Act (No. 57) of 1959, the Institute was declared as an 'Institute of National Importance' and was conferred with the right to hold examinations and grant degrees and diplomas in statistics and allied disciplines. By the 'Indian Statistical Institute (Amendment) Act 1995', the Institute has also been empowered to conduct courses, besides statistics, in Mathematics, Quantitative Economics, Computer Science and other subjects related to Statistics. Grants-in-aid to ISI are released on the basis of the recommendations of a Statutory Committee set up under Section 8(1) of the ISI Act. From the budget of the Ministry, an amount of Rs. 18,881.10 lakh has been kept as grants-in-aid to the Institute, as Non Plan allocation during 2016-17.

The Indian Statistical Institute, Kolkata was established on 17th December, 1931 and was registered as a non-profit learning society under the Societies Registration Act (XXI of 1860) on 28th April, 1932 and subsequently came under the purview of the West Bengal Societies Registration Act (XXVI of 1961) which was amended in 1964. For its substantial contribution to the quality of theoretical and applied statistical work, the Institute was recognized as an

“Institute of national importance” by The Indian Statistical Institute Act, 1959. By virtue of this Act, the Institute was empowered to award degrees and diplomas in statistics. As a result, Bachelor of Statistics {B.Stat. (Hons.)}, Master of Statistics (M. Stat.) and Ph.D. programmes were started in July, 1960. Scope was further enlarged by the “Indian Statistical Institute (Amendment) Act, No.38 of 1995” of the Parliament, when Institute was empowered to award degrees / diplomas not only in Statistics but also in Mathematics, Quantitative Economics, Computer Science and such other subjects related to statistics.

Indian Statistical Institute (ISI) is an autonomous organisation created under an Act of Parliament. The Ministry provides Grant-in-Aid to ISI on regular basis in fulfillment of the object of the ISI Act, 1959.

When enquired about the variation in the BE and RE, especially downward revision at RE stage and subsequent rise in allocation in BE 2016-17, the Ministry in their written reply have stated as under :-

Budget allocations for the ISI are as below:

Year	Plan (Rs. In crore)	Non-Plan (Rs. In crore)	Total (Rs. In crore)
BE 2015-16	140.00	164.17	304.17
RE 2015-16	53.00	164.17	217.17
BE 2016-17	80.00	188.81	268.81

BE and RE under non-plan for the year 2015-16 remained the same at Rs.164.17 crore which has been increased to Rs. 188.81 crore in 2016-17. The increase is mainly on account of increased requirement under salaries and related expenditure. In fact, in the current financial year also, the Institute requested for additional funds under non-plan and the proposal is under consideration in the Ministry of Finance.

Under Plan, the scheme could be appraised by SFC only in January 2016. Hence, capital works could not be taken up for the new centres and the expenditure was low. Accordingly, allocation was reduced at RE stage and the entire amount has been released. The plan allocation has been increased in 2016-17 as compared to RE 2015-16 since the Institute will be able to initiate all the capital works now and also to strengthen the new centres at Tezpur and Chennai.

Economic Census

2.17 The Sixth Economic Census (EC) was conducted on all India basis covering all the States and UTs in the country during January, 2013 to April, 2014. It is a Central Sector Scheme, with 100% Central Assistance and was conducted in all the States and Union Territories of the country, in collaboration

with the State / UT Governments. The Scheme proposes to provide up to date information on number of establishments and number of persons employed therein, activity wise, of all the sectors (excluding crop production, plantation, public administration, defence and compulsory social security services) of the country. During the Census, all establishments existing on the day of visit, in the entire country, irrespective of their location, size, and employment or turnover, whether registered or not were covered. Data in respect of all such establishments relating to their industrial activity, type of establishment, type of ownership, sources of finance, number of persons employed, etc. were collected, which will be used for micro level / decentralized planning and also for undertaking detailed follow up sample surveys to assess contribution of various sectors of the economy.

Based on the district wise data sets in ASCII formats of all the 36 States / UTs received from Economic Statistics Division (ESD), CSO the trial tables of all the States / UTs have been electronically processed and the requisite trial tables generated in prescribed formats for All-India and state wise.

When asked about the steady decline in allocation for Economic Census, the Ministry in a written reply have stated that Grant-in-aid to States for Sixth Economic Census could be released only after receipt of utilization certificate of the earlier released funds & demands for next installment. Since no utilization certificate and demands for next installments were received from them, therefore, funds could not be released and fund allocation was reduced at the RE stage. A provision of Rs. 5.01 crore has been made in 2016-17 anticipating UCs and demand for funds from the States.

Support for Statistical Strengthening System :

2.18 Earlier named as India Statistical Strengthening Project (ISSP) is a World Bank assisted Centrally Sponsored Scheme (CSS) started during 2010-11. It aims at improving the statistical capacity and infrastructure of State Statistical System for collecting, compiling and disseminating reliable official statistics for policy planning at the State and Sub-State levels. Certain implementation issues and non-adherence to the prescribed norms / parameters by the states were noticed. The implementation of the scheme was

also slow. In order to address these issues, a major review-cum-revisiting exercise of the SSSPs / MoUs has been carried out.

When asked as to why allocation under the major Head 'Grant-in-aid' to State Government (3601) has shown a steady decline, the Ministry in a written reply stated that allocation made under the major head 3601 is for the scheme "Support for Statistical Strengthening (SSS)" and Economic Census.

Break-up of the allocations 2015-16 and 2016-17 are as below:

			(Rs. in thousands)
	SSS	Economic Census	Total
BE 2015-16	420000	622400	1042400
RE 2015-16	300000	43800	343800
BE 2016-17	250000	50100	300100

Under SSS Scheme, the revised MoUs have been signed with 12 States and fresh MoUs have been signed with 3 States. In these MoUs, the thrust is on the statistical activities and their outcomes/products along with clear cut milestones/ targets for physical achievements. This entailed a series of discussion with the States. Further during the year 2015-16, Ministry of Finance as a part of their rationalization exercise, changed the scheme from Centrally Sponsored to Central Sector Scheme. Modalities for release of funds are still being worked out. Hence funds could not be released in time. For the year 2016-17, though the requirement for the scheme is much more, Rs. 30 crore (Rs. 25 crore under MH 3601 and Rs. 5 cr. under MH 2552) only could be provided due to overall reduced outlay provided for the Ministry of Statistics & PI by the Ministry of Finance.

Adoption of UN Principles of Official Statistics :

2.19 The Ministry is in the process of adopting the UN Fundamental Principles of Official Statistics. A Cabinet Note in this regard has been finalized after seeking comments / observations from all Central Ministries / Departments during 2015-16 and the Principles are likely to be adopted during 2016-17. As the Indian Statistical System is broadly founded on the principles of

professional independence, impartiality, accountability and transparency about methods of collection, compilation and dissemination of official statistics, as expounded by the United Nations Fundamental Principles of Official Statistics, and is horizontally and vertically decentralized, implementation of these basic Principles by the Central Ministries / Departments as well as State Governments would lead to build and retain essential trust of the public in the integrity of official statistical system and honor citizens / clients' entitlement to official statistical as 'public good'. Adoption of the UN Fundamental Principles of Official Statistics would also pave the way for devising a National Policy on Official Statistics for creating systems, procedures and institutions consistent with these principles.

Under-utilization of funds

2.20 *When asked about the surrender of funds by the Ministry during the last three Financial Years due to under-utilization, the Ministry in a written reply stated as under :*

The BE, Actual and surrender figures of the Ministry for the last 3 years is as under:

(Rs. in lakhs)

YEAR	BE	ACTUAL	SAVING
2012-13	494354.00	447465.52	46888.48
2013-14	495168.00	484337.11	10830.89
2014-15	492388.00	406878.35	85509.65

The saving was mainly due to (i) delay in implementation of SSSP scheme by States / UTs and subsequently the revisiting exercise was undertaken to include more willing States / UTs in the scheme, which also led to delay as inclusion warranted finalization of State / UTs Plan and signing of MOUs, (ii) delay in appraisal and approval of Plan Schemes 'Capacity Development' and 'Grant-in-Aid to ISI' for their continuation in 12th Five Year Plan. Due to delay, the new activities under both the Plans could not be undertaken, which led to surrender of funds and (iii) the release against MPLADS depends on timely receipt of requisite documents such as Monthly Progress Report, Utilisation Certificate and Audit Certificate and non- receipt of documents in time lead to delay in release of fund to District Authorities.

CHAPTER- III

National Accounts Statistics

3.1 The system of National Accounts Statistics (NAS) consists of a coherent, consistent and integrated set of macro-economic accounts - current and accumulation accounts, balance sheets and tables based on agreed concepts, definitions and accounting rules. From the stage of production of goods and services to the stage of their final disposal, innumerable transactions take place. National Accounts help us to understand in a nutshell how these various transactions are inter-related and give us an idea of the working of an economy. The NAS are compiled to meet the needs of Government, private analysts, policy makers and decision takers. The major use of the NAS is to assess how a country's economy is performing over time. These data are immensely useful for the purpose of building-up macro-economic models for projecting long and short-term expectations about future prospects. The Gross Domestic Product (GDP), which is the value in monetary terms of all goods and services produced in the economy in a given period of time, is the most important macro-economic aggregate of National Accounts. It is also used as a denominator for the estimation of rates of saving, capital formation, fiscal deficit, current account deficit, interest payments, expenditure on various social sectors, to name a few.

3.2 The (CSO) regularly compiles estimates of national accounts aggregates (i.e. domestic product, consumption expenditure, capital formation, saving, capital stock etc.) for the economy as a whole as well as for institutional sectors. In January, 2015, CSO introduced the new series of national accounts statistics with base year 2011-12, replacing the previous series with base year 2004-05. The reason for changing the base year of the national accounts periodically is to take into account the structural changes which have been taking place in the economy and to depict a true picture of the economy. Base year revisions of national accounts statistics are followed by base year revision of regional accounts. During 2015-16, CSO has imparted necessary training and guidance to the state officials on the changes in methodologies and data

sources in the new series for compilation of state income estimates on revised base year.

The change of base year is more relevant in the case of India. GDP computations need to be based on the accounting information available with producing entities. However in India, with a large informal sector, there is a large segment of the economy for which regular accounts information is not available, and their contribution can only be assessed from surveys on unincorporated enterprises conducted usually with a five-year interval.

Faster changes in the economy require base revision with shorter intervals. Earlier it was 10 years now it is five years. The last four base year revisions are as following:

- i. From 1980-81 to 1993-94 in February 1999;
- ii. From 1993-94 to 1999-2000 in January 2006;
- iii. From 1999-2000 to 2004-05 in January 2010; and
- iv. From 2004-05 to 2011-12 on January 30, 2015.

The differences in the old and new series can be examined from the view point of the impact on the base year estimates as well as the impact in growth rates.

3.3 When enquired as to (i) what impact the base year revision would have on the GDP of the country and; (ii) authenticity of data collected by private agencies, the Ministry in their post-evidence reply stated as under :

"The impact of change of base year of Consumer Price Index(CPI) on GDP growth is very negligible. For the year 2012-13, the GDP growth based on old series of CPI will be higher by 0.1% as compared to new series. However, there is no change in the GDP growth for the year 2013-14. Price data for CPI (Rural) and CPI (Urban) are collected by the Government agencies only namely, Department of Posts (DoP) and National Sample Survey Office (NSSO) respectively".

3.4 When asked in what way was the new series an improvement over the old series, the Ministry in their post-evidence reply stated as thus :

"In the 2004-05 series, net indirect taxes were added to GDP at factor cost to estimate GDP at market Price. These net indirect taxes include both production and product taxes. Valuation of various Gross Value Added (GVA) at basic prices and compilation of Gross Domestic Product (GDP) after adding net indirect taxes on products in the 2011-12 series conforms to the concepts and definitions laid under the UN System of National

Accounts. It may be noted that basic price is the natural price for the entrepreneur and includes net production taxes. A production tax is paid on the factors of production, viz., land, labour or capital. For instance, stamps and registration fees, taxes on profession etc. are considered as production taxes while product tax is paid per unit of output like excise tax, sales tax etc."

3.5 The principle objective of National Accounts is to measure Gross Domestic Product (GDP), which is a measure of the aggregate value addition in an economy. Value Added, in simple terms, is derived by subtracting Value of Purchased Inputs from Value of Output. It gives an idea of the incomes generated in an economy during a specified period. GDP is also equal to the expenditures, by way of investment, saving or consumption. Further, as compared to the different indicators reflecting the status of a particular aspect of the economy, GDP is comprehensive and combines all these sectoral aspects to provide an indicator for the whole economy. Therefore, the growth of an economy is judged by the increase in GDP. In the majority of categories, the new series has made use of the current indices and data available and therefore, more precisely captures the underlying changes in value as compared to the old series.

The new method of compilation, since it follows an enterprise approach, captures value addition at enterprise level and is different from earlier method where value addition was being captured at the level of establishment. Difference in growth in value addition at the enterprise level indicates that efficiencies have been achieved by enterprises in the areas other than production. Thus, policy maker has to think whether the objective is to increase the output by addition or full utilisation of capacities or to obtain higher value addition by product improvement etc. For policies regarding output enhancement, volume indicators should be used and for policies regarding higher income generation, value indicators should be preferred.

3.6 On the issue of digital Management Information System in order to keep tab on miniscule details, the Ministry in their post-evidence reply stated as under:

"The Ministry has a Computer Centre which besides designing, developing and maintaining the website, also disseminates unit level data from Annual Survey of Industries, National Sample Surveys and Economic Census. All the Reports are made available on the Ministry's website. The

NSSO is working on the use of Computer Assisted Personal Interviewing for collection of data by direct capturing of data through IT devices".

3.7 When enquired whether the Ministry have system for collection of data pertaining to urban sanitation, the Ministry in their post-evidence reply have replied as under :

"The National Sample Survey Office (NSSO) in its surveys on 'housing condition' collects data on 'Housing Conditions and Other Amenities' covering both rural and urban areas once in 10 years. The last survey on 'Drinking water, Sanitation, Hygiene and Housing condition' was conducted by NSSO during July-December 2012 in its 69th round. In this survey, as regards the sanitation facilities, information was collected on (i) access to latrine, in terms of exclusive use, common use or no access, (ii) type of latrine, (iii) reason for not using latrine despite having access. Some data on micro-environment surrounding the house that was collected in this round relate to (i) garbage disposal, (ii) drainage arrangement, (iii) problem of flies/mosquitoes.

The results from the 69th round survey on 'Drinking water, Sanitation, Hygiene and Housing condition' is given in NSS Report No. 556: Drinking Water, Sanitation, Hygiene and Housing Condition in India".

CHAPTER- IV

Shortage Of Manpower

4.1 There are 713 vacancies in Subordinate Statistical Service out of which 622 vacancies exist in Field Operation Division (FOD) and 91 vacancies exist in Non-FOD as on 01.01.2016. In the absence of regular field staff as per requirement, the sample surveys by NSSO will have to be conducted through Contractual Staff, which may affect the timeliness and quality of data collected.

The National Statistical Systems Training Academy (NSSTA) faces some problems due to non-availability of adequate number of regular faculty members and the associated support staff dealing with the training, administrative and financial matters. The effective execution of all the programmes envisaged by the NSSTA would be subject to resolving the said operational problem in a systemic, systematic and priority cum time bound manner.

The implementation of the prestigious scheme of "Support for Statistical Strengthening", which will be implemented by the States/ UTs, will depend upon timely approvals / finalisation of the State programmes in the new States and the timely implementation by the State Govts. of the approved State programmes. Further, availability of requisite funds and timely release of funds to the participating States is also a crucial factor for proper and timely implementation.

4.2 To create a better working environment the following anomalies need to be removed :

- Entry grade pay of Subordinate Statistical Service (SSS) and similar other services (for eg. Inspector (Posts) of CBDT/CBEC, Assistant / Personal Assistant / Section Officer of CSS) are not same.
- Centralized selection creates a mismatch between language known and language required for statistical surveys in the field.

Due to large rate of attrition in Subordinate Statistical Service, there remains shortage of technically qualified manpower to carry out surveys. To attract more candidates in SSS, the education qualification prescribed in the

RRs of SSS dated 12.02.2002 has been relaxed vide revised RRs notification dated 31st May 2013. Details are reproduced below:

Sl. No.	Educational qualification in earlier RRs dated 12.02.2002	Educational qualification in revised RRs dated 31.05.2013.
1	Bachelor Degree in Statistics/ Economics / Mathematics / Commerce (with Statistics as one of the subjects)	(a) Bachelor's Degree in any subject from a recognised University or Institute with at least 60% in Mathematics at 12th standard level; Or (b) Bachelor's Degree in any subject with Statistics as one of the subjects at degree level.

To retain the newly recruited Junior Statistical Officer (JSO) in Subordinate Statistical Service (SSS), following has been proposed to 7th CPC:

a) Entry level Pay-scale for SSS: The Subordinate Statistical Service (SSS) be constituted as Group 'B' Service with the entry Grade Pay of Rs.4600 equivalent to Assistant of CSS cadre & others (CSS / CSSS, AFHQ, IFS Group B, and RBSS and SSS) cadre.

b) To reduce the attrition rate in SSS, it is also proposed that the officials of the Subordinate Statistical Service (SSS) should be given 10% field allowance of their Basic Pay.

PART-II
OBSERVATIONS / RECOMMENDATIONS

1. The Committee find that BE, RE and actual expenditure for Ministry of Statistics and Programme Implementation (MOSPI) Plan(without MPLADS) was Rs. 52,800 crore, Rs. 30,932 crore and Rs. 26,680.32 crore, respectively for the year 2014-15 while the corresponding figures for the year 2015-16 are Rs. 40,250 crore (decline of 23.8% from previous year), Rs. 20,004 crore (decline of 35.3% from previous year), Rs. 12,953.31 crore (decline of 51.4% from previous year) [figure upto December, 2015]. Furthermore, the allocation for the year 2016-17 is just Rs. 25,000 crore (BE) which has declined by 37.9% while the total Plan including MPLADS has also declined by 3.5%. This is the nodal Ministry for planned development of the Statistical System in the country, lays down and maintains norms and standards in the field of statistics, involving concepts and definitions, methodology of data collection, processing of data and dissemination of results. It not only co-ordinates the Statistical work in respect of the Ministries / Departments of Government of India and Directorates of Economics & Statistics but also advises them on Statistical methodology and Statistical analysis of data; conducts large scale all India Sample Survey, disseminates statistical information on various aspects through a number of publications to Government, Semi-Government, private users / agencies / UNSD, the ESCAP, ILO and other international agencies. Besides this, the Ministry monitors the progress of infrastructure projects of the Government. The Committee are aware that in times of enhanced technology and the current economic scenario, the role of the Ministry become more vital in terms of scientific sampling methods, coverage and surveys conducted with use of technology, quality of statistics released, methodological issues concerning the compilation of statistics and its extensive scrutiny. The Committee are however, surprised to find that the budget of the Ministry is being curtailed every year especially the Plan Budget (without MPLADS). They desire that in the present economic scenario warranting enhanced role of authentic data base; survey for dedicated purposes, analysis,

interpretation and dissemination of data, the Ministry be allocated more funds. The Ministry of Statistics and Programme Implementation should accordingly take up the matter with the Ministry of Finance in this regard.

2. The Committee note that a provision of Rs. 290.17 crore was made in 2015-16 for the Indian Statistical Institute, which is a national institution of excellence. However, during the RE stage, surprisingly this allocation was revised downward to Rs. 214.67 crore. Now again, in the BE 2016-17, the allocation has been pegged at Rs. 252.8 crore, which is markedly lower than the previous year's BE. According to the Ministry, the allocation at RE stage had to be reduced, as capital works could not be taken up for the new centres and thus the expenditure incurred was low, thereby compelling the Ministry to surrender allocated funds. This year, the Ministry has sought to assure that the Institute will be able to initiate all their Capital Works and will thus be able to utilise their budgetary allocations. The Committee would now expect the Ministry and the Indian Statistical Institute to fulfil their assurance at least this year on utilisation of budgetary allocations for capital expenditure, which would enable them to develop new centres and strengthen their existing centres. In this context, the Committee would also expect the Indian Statistical Institute to become pro-active in both academic as well as research activities, while expanding their reach to more avenues and centres in the country without obviously diluting their standards of excellence. The Institute's infrastructure at Kolkata also needs to be sufficiently spruced up. The Committee recommend a high level intake of economists / academicians to rejuvenate the Institute in consonance with the dreams of its founders like Dr. P.C. Mahalanobis and develop it as the Institution of excellence and graduate it to international standards.

3. The Committee note that again under Demand No. 85 of the Ministry, there has been persistently large amount of "savings" amounting to Rs. 46,888.48 lakh in 2012-13, Rs. 10,830.89 lakh in 2013-14 and a much larger Rs. 85,509.65 lakh in 2014-15. Such huge "savings"

with consequential surrender of allocated funds has been attributed to (a) delay in implementation of the Support for Statistical Strengthening Project (SSP) by States / UTs; (b) delay in appraisal and approval of plan schemes in 12th Five Year Plan and; (c) non-receipt of requisite documents such as Utilization Certificate, Audit Certificate etc. on time in respect of MPLADS leading to delay in release of funds to District Authorities. The Committee are thus constrained to observe that such large 'surrender' of budgeted funds *per se* is nothing but a poor reflection on the planning, the implementation process as well as the level of efficiency of the Ministry. Obviously, due to lack of foresightedness, the Ministry is unable to properly utilise and absorb their budgetary allocations within the stipulated period. The Committee would, therefore, recommend a comprehensive review of the entire gamut of functioning of the Ministry addressing the areas of concern, pursuing the States for expeditious implementation and timely submission of relevant documents, so that its mandate can be better fulfilled with more fruitful outcomes for collection as well as credibility of national statistics.

4. The Committee are unhappy to note the gross mismatch between the Plan allocation and actual expenditure on a persistent basis in respect of the Central Statistical Office. The Plan BE in 2013-14 for the organisation was Rs. 141.29 crore which was reduced to Rs. 121.23 crore at RE stage. The actual expenditure during the year was only Rs. 92.69 crore. Similarly, in 2014-15, the Plan BE of Rs. 149.14 crore was scaled down to Rs. 100.37 crore at RE stage while the actual expenditure was just Rs. 83.92 crore. The same story was repeated in 2015-16 also during which the Plan BE of Rs. 118.86 crore was reduced to Rs. 86.16 crore and the expenditure upto December, 2015 was only Rs. 58.43 crore. Similar trend of under-utilization has been noticed under the crucial information technology head as well. The Committee strongly disapprove of this continuous scaling down of allocations at RE stage and failure to utilise even the reduced allocations year after year. The Committee desire the Ministry / Organisation to exercise due diligence in their Budget

formulation as also ensure that allocations are made in a rational manner. They emphasise that the allocations should be utilised to the fullest extent.

5. The Committee find that the latest GDP data released by the Central Statistical Office (CSO) has raised more questions than providing answers and inputs on the momentum of economic activities across the country. It does not seem to corroborate real economic activities, such as corporate profitability or credit growth. The new methodology which includes the component of indirect taxes, only reflects inflated GDP figures rather than increased output. The robust growth estimates in the face of slump and downturn in certain sectors also raises a critical point on the credibility and reliability of statistical data collected for various economic measures such as GDP; a concern flagged by several economists including the RBI Governor. It has been pointed out by them that the statistical data can be considered reliable only if they are able to adequately and objectively capture the net economic impact of an activity. Devising methodologies, which would project a rosy picture by inflating overall growth figures, will not surely serve the purpose. It is, therefore, necessary that all doubts and methodological ambiguities are removed forthwith and more realistic computation methods be adopted with a view to enhancing the credibility of official statistics. It is suggested that a high level Committee of eminent economists be constituted to consider the entire matter and one acceptable methodology may be adopted, keeping in context practices followed in the world economy. This will put an end to the debate on the methodology.

6. The National Statistical Commission (NSC) under the Chairmanship of Dr. C. Rangarajan had recommended measures to correct the deficiencies and revamp the statistical system in the country to generate timely and reliable statistics for policy formulation and planning at different levels of administrative structure. The Committee have been informed that, while few of the recommendations have been implemented,

most of them still remain on paper. The Composite Plan Scheme "Capacity Development" in the 12th Five Year Plan was prepared with a view to giving concrete shape to the NSC recommendations. However, the Committee find that from the year 2016-17, the Centrally Sponsored Schemes, viz. Support for Statistical Strengthening and Economic Census have been merged with the Central Sector Scheme "Capacity Development". Even under the present rationalized structure, the Committee would expect the Ministry to expedite the implementation of the NSC recommendations in a time-bound manner for improving the statistical capacity and strengthening the infrastructure of statistical systems at State level for collecting, compiling and disseminating reliable official statistics both at State and sub-State levels. The implementation issues that have emerged so far should be addressed forthwith including non-adherence to prescribed norms / parameters by some States. The Committee would like to emphasise in this regard that a proactive Management Information System should be put in place for continuous monitoring of authenticity of data.

7. The Committee note that there are as many as 713 vacancies in Subordinate Statistical Service, out of which 622 vacancies exist in Field Operation Division. Considering such unduly large number of vacancies, particularly at the cutting-edge level, the Committee are concerned that the Sample Surveys being conducted by NSSO through mostly contractual personnel, may have an adverse impact on the timeliness, coverage, accuracy, reliability and overall quality of data collected. It is to be recognised that the large rate of attrition in Subordinate Statistical Service and the resultant shortage of technically qualified manpower is a serious issue confronting the Ministry. The Committee would, therefore, recommend that urgent steps should be taken by the Government to help the Ministry overcome its acute manpower shortage at the field level, so that reliable collection and compilation of field statistics does not suffer. Accordingly, better working conditions may be provided to the field staff, as this has a direct co-relation to the quality and accuracy in collection,

processing and dissemination of data. If necessary, in the interim, private agencies may be engaged for this purpose under the supervision of NSSO. The Committee would also recommend that the shortage of regular faculty members and support staff in the National Statistical Systems Training Academy should also be immediately addressed for better execution of all the training programmes.

8. The Committee note that there has been a steady decline in the allocation for Economic Census as Grant-in-aid to States for sixth Economic Census could not be released and fund allocation was reduced at RE stage due to non-receipt of Utilization Certificate and demands for next installments from them. The Committee, therefore, recommend that the Ministry should impress upon the States to furnish Utilization Certificates and demands for next installments well in time for timely release of funds for the scheme.

9. With regard to monitoring of Central Sector infrastructure projects of Rs. 150 crore and above, the Committee desire that aspects relating to cost-escalation and time overrun should be clearly brought out in the Annual Report of the Ministry. The Committee hope that the monthly / quarterly reports prepared by the Ministry on these pending projects will be detailed and comprehensive enough to make them useful for the administrative Ministries and other user-agencies. In this context, the Committee would recommend that details of implementation of contemporary flagship programmes like Urban Sanitation, Swacch Bharat Abhiyan, Affordable Housing for all etc., may also be included in these Monthly / Quarterly Reports for the use of concerned Ministries / Departments / agencies. In this regard, the Committee would also like to emphasise that issues of discrepancy with States generated data should also be appropriately addressed by the Ministry.

10. Although the subject of MPLADS is examined in detail by a separate Parliamentary Committee on the subject, in view of the fact that almost 94% of the plan outlay of the Ministry (i.e. Rs. 3,950 crore) is

earmarked for this important scheme, it is necessary that certain nagging issues concerning MPLADS are briefly touched upon and suggestions made for corrective measures thereon. The Committee would, accordingly, suggest that frequent changes in the schematic guidelines should be avoided. States should be persuaded to furnish timely Utilisation Certificates to the Ministry for release of funds, so as to complete the ongoing projects under MPLADS at the earliest. The Committee also urge the Ministry to take up the matter at appropriate level, wherein the non-lapsable MPLADS fund be released to District Authority and the interest accruing from the fund utilized by Members of Parliament whenever required. Backlog of one year in releasing funds is unfortunately unattended under the scheme. Timely release of funds has therefore to be ensured. There is no appropriate check on the quality of work and also timely execution of work. It may be considered whether the one stage lower officer like Sub Divisional Officers are empowered to sanction the project and Collector / Deputy Commissioner may monitor the work. Through such delegation, prompt compliance can be more effectively ensured.

New Delhi;
26 April, 2016
06 Vaisakha, 1938 (Saka)

DR. M. VEERAPPA MOILY,
Chairperson,
Standing Committee on Finance

Minutes of the Thirteenth sitting of the Standing Committee on Finance

The Committee sat on Wednesday, the 30 March, 2016 from 1100 hrs. to 1500 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

Dr. M. Veerappa Moily - Chairperson

LOK SABHA

2. Shri S.S. Ahluwalia
3. Shri Venkatesh Babu T.G.
4. Dr. Gopalakrishnan C.
5. Shri Nishikant Dubey
6. Shri Shyama Charan Gupta
7. Shri Chandrakant B. Khaire
8. Shri Bhartruhari Mahtab
9. Shri Rayapati Sambasiva Rao
10. Prof. Saugata Roy
11. Shri Gopal Shetty
12. Shri Anil Shirole
13. Dr. Kirit Somaiya
14. Shri Shivkumar Udasi

RAJYA SABHA

15. Shri Naresh Agrawal
16. Shri K.N. Balagopal
17. Shri Satish Chandra Misra
18. Dr. Mahendra Prasad
19. Shri Ajay Sancheti
20. Shri Digvijay Singh
21. Dr. Manmohan Singh

SECRETARIAT

- | | | | |
|----|------------------------------|---|---------------------|
| 1. | Smt. Abha Singh Yaduvanshi | - | Joint Secretary |
| 2. | Shri P.C. Tripathy | - | Director |
| 3. | Shri Ramkumar Suryanarayanan | - | Additional Director |
| 4. | Shri Kulmohan Singh Arora | - | Deputy Secretary |

PART - I

(1100 hrs. to 1240 hrs.)

WITNESSES

Ministry of Statistics and Programme Implementation

1. Dr. T.C.A. Anant, Chief Statistician of India and Secretary (S&PI)
2. Shri Dinesh Singh, Special Secretary (S&PI)
3. Shri Sunil Kumar Singh, AS & FA (S&PI)
4. Prof. Sanghmitra Bandhopadhyay, Director (ISI)
5. Shri Smt. Amarjeet Kaur, Director General (CSO)
6. Shri Samiran Malick, DG & CEO (NSSO)
7. Shri Arun Kumar Yadav, Joint Secretary
8. Shri Gurucharan Manna, Addl. Director General (ESD)
9. Dr. Ravdendra Singh, Addl. Director General (CAP)
10. Shri T.V. Raman, Addl. Director General (Trg.)
11. Shri K.P. Unnikrishanan, Addl. Director General (SDRD)
12. Shri S.N. Singh, Addl. Director General (DPD)
13. Shri Panchanan Dash, Deputy Director General (CC)
14. Dr. Davendra Verma, Deputy Director General (PI)
15. Shri MVS Ranganadham, Deputy Director General (NSC)

2. At the outset, the Chairperson welcomed the Members and the Witnesses to the Sitting of the Committee.

3. After the customary welcome, the Principal Witness briefed the Committee on Demands for Grants (2016-17) of the Ministry of Statistics and Programme Implementation.

4. Once the briefing was over, the Members sought clarifications on a wide range of issues including new methodology of Gross Domestic Product (GDP) computation, basic difference between the old and new methods of GDP compilation, variation in the data of Central and State Governments, especially with respect to Below Poverty Line (BPL) population, need for data on urban and rural sanitation, data on lives insured / covered, percentage of GDP spent on health and education, Time and Cost over-run of major infrastructure

projects, etc. Besides, issues relating to MPLADS viz releasing of vital information regarding utilisation of MPLADS funds, vigilance enquiry of MPLADS funds utilisation, timeline for MPLADS project, dispensing with the intermediary level District officials related to implementation of MPLADS and direct accountability of the District Magistrates (DMs) towards the Ministry of Statistics and Programme Implementation *vis-a-vis* the MPLADS etc.

The Chairperson directed the representatives of Ministry of Statistics and Programme Implementation to furnish written replies to the points raised by the Members which could not be answered to / adequately responded to during the discussion within 10 days to the Committee Secretariat.

(The witnesses then withdrew).

The Committee then adjourned for tea break.

PART-II

(1300 hrs. to 1400 hrs.)

1.	XX	XX	XX	XX
	XX			

(The witnesses then withdrew).

PART-III

(1400 hrs. to 1500 hrs.)

1.	XX	XX	XX	XX
	XX			

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

Minutes of the Fourteenth sitting of the Standing Committee on Finance

The Committee sat on Tuesday, the 26 April, 2016 from 1530 hrs. to 1810 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

Dr. M. Veerappa Moily - Chairperson

LOK SABHA

2. Shri Venkatesh Babu T.G.
3. Shri Nishikant Dubey
4. Shri P.C. Gaddigoudar
5. Shri Shyama Charan Gupta
6. Shri Chandrakant B. Khaire
7. Shri Rattan Lal Kataria
8. Shri Bhartruhari Mahtab
9. Shri Rayapati Sambasiva Rao
10. Shri Gajendra Singh Sekhawat
11. Shri Gopal Shetty
12. Shri Anil Shirole
13. Dr. Kiritbhai Solanki
14. Dr. Kirit Somaiya
15. Shri Shivkumar Udasi

RAJYA SABHA

16. Shri Satish Chandra Misra
17. Shri Ajay Sancheti
18. Shri Digvijaya Singh
19. Dr. Manmohan Singh

SECRETARIAT

- | | | | |
|----|------------------------------|---|---------------------|
| 1. | Smt. Abha Singh Yaduvanshi | - | Joint Secretary |
| 2. | Shri P.C. Tripathy | - | Director |
| 3. | Shri Ramkumar Suryanarayanan | - | Additional Director |

PART - I

(1530 hrs. to 1645 hrs.)

WITNESSES

1. XX XX XX XX XX

(The witnesses then withdrew).

PART-II

(1645 hrs. to 1700 hrs.)

The Committee then took up for consideration and adoption the following draft Reports.

- (i) Draft Report on Demands for Grants (2016-17) of the Ministry of Finance (Departments of Economic Affairs, Expenditure, Financial Services and Disinvestment).
- (ii) Draft Report on Demands for Grants (2016-17) of the Ministry of Finance (Departments of Revenue)
- (iii) Draft Report on Demands for Grants (2016-17) of the Ministry of Statistics and Programme Implementation.
- (iv) Draft Report on Demands for Grants (2016-17) of the Ministry of Corporate Affairs.
- (v) Draft Report on Demands for Grants (2016-17) of the Ministry of Planning.

The Committee adopted the above draft Reports with some minor modifications as suggested by Members. The Committee authorised the Chairperson to finalise the Reports in the light of the modifications suggested and present the same to Parliament.

The Committee then adjourned.