COMMITTEE ON PAPERS LAID ON THE TABLE (2016-2017)

SIXTEENTH LOK SABHA

TENTH REPORT

(Presented on 24.03.2017)



LOK SABHA SECRETARIAT NEW DELHI March, 2017/ Phalguna, 1938(Saka)

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COMPOSITION OF COMMITTEE ON PAPERS LAID ON THE TABLE (2016-2017)

Shri Chandrakant Khaire - Chairperson

MEMBERS

- 2. Shri Dushyant Chautala
- 3. Shrimati Veena Devi
- 4. Shri P.C. Gaddigoudar
- 5. Shri Laxman Giluwa
- 6. Shri Choudhury Mohan Jatua
- 7. Shrimati Mausam Noor
- 8. Shri Bheemrao B. Patil
- 9. Shri Sanjaykaka Ramchandra Patil
- 10. Shri Bishnupada Ray
- 11. Shri Midhun Reddy
- 12. Shri Uday Pratap Singh
- 13. Shri Virendra Singh
- 14. Shri P.R. Sundaram
- 15. Shri Manohar Untwal

SECRETARIAT

1. Shri U.B.S. Negi - Joint Secretary

2. Smt. Rita Jailkhani - Director

3. Smt. Maya Lingi - Additional Director

4. Shri T.R. Nauriyal - Deputy Secretary

5. Smt. Rajni Bhagat - Senior Executive Assistant

INTRODUCTION

I, Chairperson of the Committee on Papers Laid on the Table of the House (2016-17),

having been authorized by the Committee to present this Report on their behalf, present this

Tenth Report in respect of delay in laying of the Annual Reports together with Audited Accounts

of National Institute of Social Defence, New Delhi.

2. In terms of the recommendation of the Committee on Papers Laid on the Table contained

in its First Report (5th Lok Sabha) presented to the House on 08.03.1976, an Organization

which receives Grants-in-aid from the Government of India is required to lay its Annual Report

and Audited Accounts within nine months of the closure of Accounting Year.

3. The Committee considered the matter of delays in laying of the Annual Reports and

Audited Accounts of the National Institute of Social Defence, New Delhi and took oral evidence

of the representatives of the Ministry of Social Justice and Empowerment at their sitting held on

13 July, 2015.

4. The Committee considered and adopted this Report at their sitting held on 02 February.

2017.

5. The Committee wish to express their thanks to the officers of the Ministry of Social

Justice and Empowerment for furnishing the written replies, other material/information and for

placing their views in the matter before the Committee.

6. The Observations / Recommendations of the Committee have been printed in bold letters

at the end of the Report.

New Delhi March, 2017

Phalguna, 1938 (Saka)

Shri Chandrakant B. Khaire Chairperson

Committee on Papers Laid on the Table

(v)

REPORT

Delay in laying of the Annual Reports and Audited Accounts of the National Institute of Social Defence, New Delhi

The National Institute of Social Defence (NISD) became an Autonomous body vide Government of India Notification No.10-3/2000-SD. Vol.II dated 15th July, 2002 and is registered under Societies Act XXI of 1860 with the Government of NCT Delhi. NISD is the nodal training and research institute in the field of social defence. Though social defence covers the entire gamut of activities and programmes for the protection of society, this Institute is currently focusing on human resource development in the areas of drug abuse prevention, welfare of senior citizens, beggary prevention, transgender and other social defence issues. As per Rule 212(3) of General Financial Rules (GFR), Government of India, the Annual reports and Audited Accounts of the Autonomous organisations are required to be laid in the Table of the House within nine months of the closing of the Accounting year. The Institute has been receiving Grants-in-Aid from Government of India since the year 2009-2010.

- 2. In terms of recommendation of the Committee on Papers Laid on the Table contained in paras 1.16 and 3.5 of its First Report (5th Lok Sabha), and paras 4.16 and 4.18 of Second Reports of 5th Lok Sabha and Paras 3.6 to 3.8 of Second Report of 6th Lok Sabha presented to the House on 08.03.1976, 12.05.1976 and 22.12.1977 respectively, the Annual Report and Audited Accounts together alongwith Review Statement of NISD are required to be laid within 09 months of the close of the respective Accounting Year. To comply with this requirement proper time schedule should be laid down for compilation of Annual Report and Accounts and their auditing. The Committee felt that normally a period of 3 months would be sufficient for compilation of accounts and their submission to audit; the next 6 months might be given for auditing of accounts; printing of the report and sending it to Government for laying. If for any reason, the Annual Reports and Audited Accounts of NISD could not be laid within the prescribed period of 9 months, the Ministry concerned should lay a Statement within 30 days of the expiry of the said period or as soon as the House meets whichever is later, explaining the reasons as to why the documents could not be laid in time.
- 3. The scrutiny by the Parliamentary Committee on Papers Laid on the Table reveals that the Annual Reports and Audited Accounts of the NISD for the years 2009-10 to 2013-2014 were laid on the Table of the House with delays ranging from 16 months to 28 months. The dates of laying and extent of delay, in laying of the Annual Reports/Audited Accounts of the NISD have been given at Annexure-I. But, the delay statements as referred in Para 2 above, were not laid on the

Table of the House within a stipulated period of 30 days. Further, the Annual Report and the Audited Accounts of NISD for the year 2014-15 and 2015-2016 are yet to be laid on the Table of the House even after delay of more than 13 months and one month respectively.

- 4. The Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) has laid a Statement along-with Annual Reports and Audited Accounts of the NISD for the year 2013-2014 on 19.7.2016. Hon'ble Minister of State for Social Justice and Empowerment vide statement dated 29.06.2016 submitted the reasons for delay in laying of the Annual Report 2013-14 on the Table of the House.
- 5. On being asked by the Committee, about the chronological sequence in respect of finalization of Annual Reports and Audited Accounts of NISD for the years 2011-2012 and 2012-2013 the NISD has furnished the same, which have been given at <u>Annexure-II</u>.
- 6. On being enquired by the Committee about the justification for repeated delays in laying the Annual Reports and Audited Accounts of NISD, the NISD in its written note submitted as under:-

"The broad reasons for delay in laying of the Annual Report and Audited Accounts of NISD are as follows:

The completion of the Annual Report and Audited Accounts involves seeking data/information about the programmes conducted by Regional Resource & Training Centre (RRTCs)/collaborating agencies spread all over the country, appointment of internal Auditor and auditing of accounts requesting statutory Auditors (CAG) for deputing the Audit team, submission of replies of audit paras to CAG, approval of the annual report by the Competent Authority, translation and printing processing of the documents etc.

Further there is acute shortage of staff particular in Accounts and administration divisions. The Post of Dy. Director (Admn.), Junior Accounts Officer, Accountant and other supporting staff are lying vacant which resulted in lack of follow up action. There has not been a regular Director in the Institute for monitoring and overseeing its functioning."

7. On being enquired by the Committee as to whether the Institute has identified the stages at which the delays have occurred during all these years and also as to how the Institute propose to contain delays in future, NISD in its written reply stated as under:

"The delay is mainly on account of collection and compilation of data/information and accounts thereof from the RRTCs/ collaborating agencies. The delay is also attributed to the appointment of audit team of CAG.

Besides, there is shortage of staff in administration and account division of the Institute. There has not been a regular Director in the Institute for monitoring and overseeing its functioning.

In order to curtail the delay in future in laying of the documents in the Lok Sabha, the Institute has appointed consultants to strengthen the accounts, administration and the programme divisions. Three consultants have been posted in administration and accounts division. The Ministry has further deputed a regular director w.e.f 1 June, 2015 to monitor and oversee the functioning of the Institute including laying of the documents on the Table of the Lok Sabha.

There has been regular follow up with the RRTCs/collaborating agencies to timely submit information and accounts of the programmes conducted by them during a financial year."

8. On being enquired by the Committee as to whether there had been delay in appointment of auditors for the purpose of auditing of Annual Accounts of the Institute for the years 2011-2012 to 2013-2014, NISD in its written note stated as under:-

"There has been delay of about 2-3 months in appointment of audit team by CAG for years 2011-2012 to 2012-2013. Regarding the auditing for the year 2013-2014, it has been informed by CAG that the audit of accounts of the Institute will be taken up on or after 23.6.2015. However, till date the audit team has not come. On regular follow up with them, it is informed that the audit team will come in the months of August, 2015."

9. On being asked by the Committee as to how the work of translation of documents in Hindi Version and subsequent printing thereof, NISD in its written Note stated as under:-

"Initially, the Institute tried to get the documents translated from the Hindi section of the Ministry but on account of being preoccupied with their pre assigned workload, the Hindi Translation was got done from outside agencies."

10. When the Committee asked about the status of computerization of Accounts to facilitate speedy and timely compilation of Accounts of the NISD, NISD in its written note submitted as under:-

"The computerization of accounts of the Institute is under consideration."

11. To a query about the internal auditing mechanism to ensure timely compilation of Accounts of the NISD and also to minimize audit queries at the time of auditing, NISD in its written note, stated as under:-

"The Internal Audit of the Institute accounts if regularly being done by the CAG empanelled firm to facilitate timely compilation of Accounts and in minimizing audit queries at the time of CAG audit."

12. When the Committee desired to know about the mechanism in place in the Ministry to monitor the progress of work so as to ensure timely laying of the documents, NISD in its written note stated as under:-

"The Ministry of Social Justice and Empowerment regularly monitors the progress of the work in this regard."

13. As regards the query of the Committee about the remedial measures taken to ensure timely laying of the documents in the House, within the prescribed period of nine months from the close of accounting year, NISD in its written reply stated as under:-

"The Ministry is making efforts to appoint consultants to strengthen the accounts, administration and the programme divisions. Three consultants have been posted in administration and accounts division. The Ministry has further deputed a regular director w.e.f. 1 June, 2015 to monitor and oversee the functioning of the Institute including laying of the documents on the Table of Lok Sabha.

Further, there has been regular follow up with the RRTCs/collaborating agencies to furnish details and accounts of the programmes conducted by them. These efforts are expected to result in curtailing the delay in laying the documents on the Table of Lok Sabha.."

- 14. The Committee considered the matter of delays in laying of the Annual Reports and Audited Accounts of NISD for the years 2009-2010 to 2013-2014 and took evidence of the representatives of the Ministry of Social Justice and Empowerment (Department of Social Justice & Empowerment) and NISD on the issue on 13 July, 2015.
- 15. Elaborating further the reasons for delay in laying of the Annual Reports and Audited Accounts of the NISD, the representative to the Ministry during the evidence stated as under:

"Sir, there was no director appointed in this institution for the last 7-8 years. I have started taking care of it just for the last one year. I have made many efforts. I advertised and even selected a candidate for the same, but his department did not relieve him despite of, the fact that the NOC was issued to him. Now we have made a provision to continue the process of filling up the post of Director not withstanding whosoever may come for the same. At present we have deputed Anand Katoch over there. However, he had come for some other bureau. He used to work with me as I am dealing with the social defence even in the Ministry. Now you will have no grievances on my part. We are making every effort to make this institution selfreliant, as there are so many vacancies in this institution on the one hand, since it had no director there was no full strength of the workforce. It has no junior accountants. That is why it is difficult to maintain its accounts. Recently I have called in a retired accountant as well as an auditor from the office of CAG and deputed them as consultants over there. Now we are clearing all the backlog lying pending since 1996 and we have settled the account of Rs. 3.50 crore within a year. This is our job. We engage Non-Governmental organisations to do it. The state

Governments also provide help therein you will be surprised to know that even the state Governments do not provide their completed accounts. We have to make correspondence many times with them. But now I have formed a way of escaping from this situation also. If the state Governments provide their utilization certificates, we will also settle this amount of Rs. 1.25 crore to each of them. Apart from it there are NGOs spread all over the country. So much time is taken in obtaining materials from these NGOs. I have a feeling about it and I have got it back on track. There is a Committee know as United Nations Fund for Population which has shown their interest in us. We have set up a Committee for it. We want to make it a centre of National Excellence when we made a presentation before the Prime Minister, our secretary briefed him about the status of the institute. There is no institution like this across the country and closure of it is not in our interest. So, we thought we had to get it back on track and now we have constituted a Committee comprising officials, non-officials, management consultants and those having expertise in dealing with the old-age, misuse of narcotics or beggary and destitution; and their meeting with the secretary has already been held. They will submit their report anyhow in two-three months and thus, we will promote it anyway as the work is getting very well. But the point is that there is shortage of staff over there. It had some problems about the recruitment rules also due to which people were not coming even on deputation. I am making redressal of these things also. Almost all these things are ready. We are just waiting for the report that the Committee is likely to submit including modalities of the project alongwith the number of Deputy Directors required therein. Then we will begin recruitment process afresh as per requirement. At present, we have put five consultants there. Among these there are youngsters. We have put them on contract and hired two from CAG. They are making back reconciliations and all the accounts are being cleared. We have put a full Director there and changed their recruitment rules (RR). We have taken approval from the DOPT as well as from the Ministry. Now we have stated that we will not hire director from anywhere. We will have the same selection process as is followed by the Ministry through the DOPT so that no gap will be there anyever. We have made such efforts within a year so that institute would not get closed and it would become self-reliant once again. Even our secretary Madam is very serious for this and her predecessor was also very serious about it and we have associated it with the Prime Minister's skill development scheme. We are going to launch a new kind of skill development therein on account of which the number of old age persons will get increased, as there is no one to take care of these people. So, we have started a 'care givers' course. You may be happy to know that we have given training to 58 people last year. Among these around 34-35 people have got selected and they are getting good salaries. Earlier they were working on salary of Rs. 5- 6000/ per month each and now they are getting Rs. 15000/ per month a month each and 10 more people are on demand as on date. As such we are making all efforts like these, but our problem is that there is no staff.

Observations/Recommendations

- Audited Accounts of an Organisation should be laid on the Table of the House simultaneously so as to enable the Members of Parliament to get a complete picture of the working and activities of the Organisation. However, the Committee are disappointed to note that the Ministry of Social Justice and Empowerment has failed to comply with the specific recommendations of the Committee in laying the requisite documents of the National Institute of Social Defence, New Delhi before Parliament during the years 2009-2010 to 2014-2015. The Committee consider it as grave irregularity on the part of the Administrative Ministry/Institute which simply cannot be overlooked. The Committee, therefore, recommend that the Ministry/NISD should make all out efforts to plug the systemic loopholes so as to eliminate avoidable delays and formulate an action plan to ensure that requisite documents are laid on the Table of the House within the stipulated time period. The Committee would like to be apprised of the initiatives taken/ being taken by the Ministry in this regard.
- 17. While examining the reasons for delay in laying of the documents of the Institute for the years 2011-2012 and 2012-2013, the Committee note that there were major delays on account of collection and compilation of data/information and accounts thereof from RRTCs/collaborating agencies. The delay was also attributed to the appointment of audit team of CAG. Besides, acute shortage of Staff particularly in Accounts and administration divisions and other supporting staff and absence of a regular Director of the Institute for monitoring and overseeing its functioning, were also the reasons for delay in laying of requisite documents. During evidence it was explained by the Ministry that in order to curtail delay, the Institute has recruited consultants for reconciliation of accounts. It was also apprised that a regular Director has also been deputed to monitor and oversee the functions of the Institute. The Recruitment Rules for various categories of posts are also

almost ready. However, the Committee note that despite the remedial measures taken by the Administrative Ministry, the Annual Report and Audited Accounts of the Institute for the year 2013-2014 were laid on the Table of the House only on 19th July, 2016 i.e. after a delay of 19 months. This sorry state of affairs reinforces the fact that the corrective measures undertaken by the Ministry are not enough to check inordinate delay in the matter. The Committee, therefore, recommend that effective measures be undertaken by the Ministry ensuring that the documents are laid well within the prescribed period. The Committee, would like to be apprised of the effective and conclusive action taken by the Ministry in this regard.

- 18. The Committee also note that after completion of internal audit by internal auditor, for the years 2011-2012 and 2012-2013, the Institute approached the Audit Authorities (CAG) to depute the audit team. But the Audit Authorities took 2^{1/2} and 3 ^{1/2} months respectively for appointment of audit team for auditing Annual Accounts of the Institute for the years 2011-2012 and 2012-2013 respectively. The reasons for taking inordinate delay in appointment of auditors and completing the Audit Report have not been given by the Institute. The Committee therefore, urge the Ministry of Social Justice and Empowerment to take up the issue with authorities concerned for appointment of audit team and completion of audit in time so as to avoid consequential delays in laying of the documents before the Parliament. The Committee would like to be apprised of the action taken in this regard.
- 19. In its 10th Report of 6th Lok Sabha, the Committee had recommended that in the "Statement of reasons of delay" the Government should invariably indicate in chronological order the dates of finalisation of reports and accounts, their submission to audit, issue of inspection report, replies given on points raised in the report and finally the receipt of audit from the audit authorities so that the Committee may identify the stages and extent of delay and suggest remedial measures therefor. However, the Committee are disappointed to note

that the delay statements given by the Ministry of Social Justice and Empowerment for the

year 2013-2014 does not contain the information in chronological order as recommended by

the Committee in its earlier Report. While reiterating their earlier recommendation, the

Committee urge the Ministry to follow the guidelines laid down by it in all its future

submissions.

20. The Committee also impress upon the Ministry that if for any reasons, the Annual

Reports and Audited Accounts of the NISD could not be laid on the Table of the House

within the stipulated time; a statement explaining the reasons as to why the requisite

documents could not be laid within prescribed period should be laid strictly within 30 days

as recommended by the Committee in its earlier Report.

New Delhi <u>02 February, 2017</u>

13 Magha, 1938 (Saka)

Chandrakant Khaire Chairperson Committee on Papers Laid On the Table

Annexure-I vide para 03 of the Report

Statement showing the dates of laying of the Annual Reports and Audited Accounts of the National Institute of Social Defence, New Delhi.

Year	Date of laying of Annual Reports and	Extent of delay
	Audited Accounts	
2009-2010	21.05.2012	17 months
2010-2011	06.08.2013	19 months
2011-2012	21.04.2015	28 months
2012-2013	21.04.2015	16 months
2013-2014	19.07.2016	19 months
2014-2015	Not laid	-
2015-2016	Not laid	-

Annexure-II vide para 05 of the Report

The chronological sequence in respect of finalization of Annual Reports and Audited Accounts of the National Institute of Social Defence, New Delhi for the year 2011-12 and 2012-13

2011-12 2012-13

(i)The Institute approached CAG for giving panel of firms to be appointed as Internal Auditor	07.03.2012	
(ii) The Institute approached CAG requesting to Depute an Audit team after completion of Internal audit	10.06.2013	25.08.2014
Appointment of audit team by CAG	26.08.2013	09.10.2014
b) The date of compilation of Annual Accounts of the Institute;	27.05.2013	19.08.2014
c) The date on which the Annual Accounts of the Institute were submitted to Auditors for auditing;	10.06.2013	25.08.2014
d) The date and duration for auditing the Annual Accounts of the Institute by Auditors;	26.08.13to 16.09.13 (21 days)	09.10.14 to 30.12.14 (22 days)
e) The date of queries raised by Auditors during auditing of Annual Accounts;	26.08.13 to 16.09.13 (during the period of auditing)	09.12.14 to 30.12.14 (during the period of auditing)
f) The date on which the replies to the audit queries was furnished to the Auditors;	September, 2013	06.02.2015
g) The date on which draft Audit Report was issued by Audit Authorities (issue of IR)	11.11.2013	10.02.2015
h) The date on which the final Audit Report received by Institute (receipt of IR)	13.11.2013	12.02.2015

i) The date of finalization of Annual Reports	22.12.2014	27.02.2015
j) The date on which documents were got approved from the competent authority	26.02.2015	12.03.2015
k) The date on which documents were taken use for translation & printing and the time taken for completing the task.	ip	
The date and time for translation and printing Of both Annual Reports are as a) Translation and proof reading: 28.0215 to 1 b) Printing- Subsequently after translation, printing and Hindi were given to printer and took almost	inting in English	
The date on which documents were sent Ministry for being laid in House and	to the The documen 1st week of A	ts were sent to Ministry in April, 2015
m) The date of laying of the documents on the	e Table of the House 21	.04.15 21.04.15

THE EXTRACTS OF THE MINUTES OF THE SITTING OF THE COMMITTEE ON PAPERS LAID ON THE TABLE (2014-2015) HELD ON 13 JULY, 2015

* * *

The Committee sat on Tuesday, 13 July, 2015, from 15:00 hrs to 16:20 hrs. in Committee Room No. 'D', Parliament House Annexe, New Delhi.

PRESENT

Shri Chandrakant Khaire - Chairperson MEMBERS

- 2. Smt Veena Devi
- 3. Shri P.C. Gaddigoudar
- 4. Shri Laxman Giluwa
- 5. Shri Choudhary Mohan Jatua
- 6. Shrimati Mausam Noor
- 7. Shri Bishnu Pada Ray
- 8. Shri P.R.Sundaram
- 9. Shri Dushyant Chautala

SECRETARIAT

Smt. Maya Lingi - Additional Director

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting of the Committee.

3.	XX	XX	XX	XX
4.	xx	XX	XX	xx
5.	xx	xx	xx	xx
6.	xx	XX	XX	xx
7.	xx	XX	XX	xx
8.	XX	XX	XX	XX

9. Further, the representatives of the Ministry of Social Justice & Empowerment (Department of Social Justice & Empowerment) and the National Institute of Social Defence, New Delhi, were then ushered in. The following were present:

REPRESENTATIVES OF THE MINISTRY OF SOCIAL JUSTICE & EMPOWERMENT (Department of Social Justice & Empowerment)

Smt. Ghazala Meenai

Joint Secretary

REPRESENTATIVES OF THE NATIONAL INSTITUTE OF SOCIAL DEFENCE, NEW DELHI

Shri Anand Katoch

Director

- 10. The Chairperson welcomed the representatives of the Ministry of Social Justice & Empowerment (Department of Social Justice & Empowerment) and the National Institute of Social Defence, New Delhi, to the sitting of the Committee.
- 11. The Committee, thereafter, took evidence of the representatives of the Ministry and the Institute on the issue of inordinate and repeated delays in laying of the Annual Reports and Audited Accounts of the Institute for the years 2009-2010 to 2013-2014 before Parliament. During the evidence, the representative of the Ministry concerned stated that the absence of a Director in the Institute for the last 7 to 8 years and shortage of Staff had been the main reason for delay in submission of documents of the Institute. The Committee were also apprised about the remedial measures taken or proposed to be taken in ensuring timely laying of the documents of the Institute before Parliament. The Committee, however, expressed their unhappiness over the inordinate delays in laying the documents of the Institute and impressed upon the Ministry/ Institute to take every corrective measure to curb delays in laying of the documents in the House.
- 12. Thereafter, the Hon'ble Chairperson thanked the representatives of the Ministry and the Institute for furnishing information that the Committee desired in connection with examination of the subject and also for replying to the queries raised by the Members.
- 13. The witnesses then withdrew.
- 14. A copy of the verbatim proceedings of the sitting of the Committee has been kept on record.

The Committee, then, adjourned.

THE EXTRACTS OF THE MINUTES OF THE SITTING OF THE COMMITTEE ON PAPEERS LAID ON THE TABLE OF THE HOUSE HELD ON 02.02.2017

* * *

The Committee sat on Thursday, 02 February, 2017, from 1500 hours to 1545 hours in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

Shri Chandrakant Khaire - Chairperson MEMBERS

- 2. Shri Dushyanat Chautala
- 3. Shrimati Veena Devi
- 4. Shri P.C.Gaddigoudar
- 5. Shri Uday Pratap Singh

SECRETARIAT

- Shri U.B.S.Negi Joint Secretary
- 2. Smt. Rita Jailkhani Director
- Smt. Maya Lingi Additional Director
- 2. At the outset, Chairperson welcomed the Members to the sitting of the Committee.
- 3. Thereafter, the Committee took up consideration of the draft Tenth Report regarding delay in laying of the Annual Reports and Audited Accounts of National Institute of Social Defence, New Delhi and Draft Eleventh Report regarding delay in laying of the Annual Reports and Audited Accounts of the National Commission for Women, New Delhi.
- 4. After deliberations, the Committee adopted the Reports without modifications
- 5. The Committee authorized the Hon'ble Chairperson to present the same to the Parliament.

6.	xx	xx	xx	XX
7.	xx	xx	xx	XX
8.	xx	xx	XX	XX

9.	XX	XX	XX	XX

10. A copy of the verbatim proceedings of the sitting of the Committee has been kept on record.

The Committee then adjourned.